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Sida Decentralised Evaluation

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Evaluation of National Democratic Institute's (NDI) programme 2009-2014 in Burkina Faso: "Enhancing the ability of women leaders to engage effectively in pro-poor democratic governance"

Final Report

Evaluation of National
Democratic Institute's (NDI)
programme 2009-2014
in Burkina Faso:
“Enhancing the ability
of women leaders to engage
effectively in pro-poor democratic
governance”

**Final Report
May 2014**

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The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

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Abbreviations and Acronyms

AMBF	Association des Municipalités du Burkina Faso
CAGIDH	Commission des Affaires Générales, Institutionnelles et des Droits Humains
CBDF	Coalition Burkinabé pour les Droits de la Femme
CDCAP	Centre de Suivi et d'Analyses Citoyens des Politiques Publiques
CEASC	Commission sur l'Emploi et les Affaires Sociales et Culturelles
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CEDEF	Convention sur l'Élimination de toutes les formes de Discrimination à l'Égard des Femmes
CENI	Commission Électorale Nationale Indépendante
CGD	Centre pour la Gouvernance Démocratique
CPAP	Cadre du Plan d'Action du Programme de Pays
CSO	Civil Society Organisation
EoS	Embassy of Sweden
FGI	Focus Group Interview
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
MATS	Ministère de l'Aménagement du Territoire et de la Sécurité
MP	Member of Parliament
MSC	Most Significant Change
NDI	National Democratic Institute
NGO	Non Governmental Organisation
PACT	Programme d'Appui aux Collectivités Territoriales
PAIC	Plan Annuel d'Investissement Communal
PDC	Plan de Développement Communal
PDDC	Programme de Décentralisation et de Développement Communal
PMEP	Planning, Monitoring and Evaluation Plan
PRG	Programme de Renforcement de la Gouvernance
PRGLA	Programme de Renforcement de la Gouvernance Locale et Administrative
RENLAC	Réseau National de Lutte Anti-Corruption
SCADD	Stratégie de Croissance Accélérée et de Développement Durable
Sida	Swedish International Development and Cooperation Agency
TBE	Theory-Based Evaluation
TdR	Termes de Référence
ToC	Theory of Change
ToR	Terms of Reference

Preface

This evaluation was conducted between February-April 2014. Indevelop was contracted to carry out this evaluation under Sida's framework agreement for reviews and evaluations by the Embassy of Sweden in Burkina Faso.

The review was carried out by Jérôme Gouzou, Team Leader and core team member in Indevelop's Core Team of evaluators, Bala Wenceslas Sanou and Susanne Vedsted (TANA) as evaluators.

Quality assurance was provided by Ian Christoplos while Anna Liljelund Hedqvist was responsible for the project management throughout the evaluation process.

The evaluation team would like to thank the programme officer at the Embassy of Sweden in Burkina Faso and all involved staff of National Democratic Institute (NDI) who in an open and transparent manner engaged constructively in the evaluation process and contributed to that the evaluation process was a fruitful exercise and an opportunity for learning.

The National Democratic Institute (NDI) has provided comments to the draft and final evaluation report. The final comments to the report are inserted as annex 6 in this final report.

Executive Summary

This report presents the findings of the evaluation of the National Democratic Institute's (NDI) programme "*Strengthening the capacity of women leaders to engage effectively in pro-poor democratic governance*", for the period 2009-2014. This evaluation was commissioned by the Embassy of Sweden in Burkina Faso, based on Terms of Reference (ToR) developed by the Embassy and adopted by NDI. The evaluation team used a theory-based approach both to highlight the results of the programme, but also to explain how and why these results were obtained.

This evaluation highlights the high overall quality of NDI's programme in Burkina Faso. This quality is linked to a series of technical, human, organisational and managerial capacities. NDI's programme is primarily a well thought-through programme. It is relevant in relation to the Burkinabe context, and it has adapted to the erratic nature of public policies in the country. It is, likewise, consistent with the Swedish strategy for development cooperation in Burkina Faso. The programme makes a commendable effort to anchor its work on theories and models explaining the nature and stages of social change processes, particularly those related to empowerment of women leaders at national and local levels. It is built on the control over and the systematic use of a number of programme management tools, which is its great strength. Moreover, the training sessions provided for different target groups are never ad hoc, but well structured over time. They are based on innovative teaching approaches and on a transfer of practical knowledge. Although not formalised, the programme uses a fairly comprehensive approach to capacity development oriented towards three main levels: individual (transfer of specific skills whose needs have been previously identified), organisational (especially with political parties as organisations) and institutional (willingness to change the cultural, social and economic norms which are an obstacle to the participation of women in positions of power in the Burkinabe society). In addition, NDI has been able to mobilise external human resources of high quality. NDI has also been able to take the time necessary to identify the most appropriate local partners to implement a large part of the programme. Finally, the approach consisting of making local partners and beneficiaries aware of their responsibilities has been very relevant and effective.

The quality of this programme is also linked to the organisation set up by NDI. The competence and commitment of the staff in the offices of Ouagadougou, Bobo, Fada and at headquarters in Washington D.C. have contributed to the development and implementation of the programme approach. The desire to produce results, the fact that NDI is considered as impartial by all political and civil society actors in Burkina Faso, as well as its role as catalyst are all factors contributing to the achievement of results. Finally, the Representative of NDI in Burkina has played a key role in the success of the programme.

The evaluation also shows that the results are most palpable when a number of conditions in the external environment are met. Among the most determining factors, the presence and commitment of one or more agents of change, favourable to the transformation of social and cultural norms, as well as the legitimacy of local partners in civil society, have all played a crucial role. Finally, the collaboration with Sida, which has been marked by flexibility, quality of dialogue and monitoring, as well as the duration of funding, has contributed greatly to the effectiveness of the programme.

NDI's programme in Burkina Faso is, however, also characterised by a few weaknesses, and certain aspects of the work require more in-depth reflection. NDI has relied on a model defining the different levels of women empowerment but has not fully adapted it to the theory of change of the programme. The chain of results remained almost unchanged during the implementation of the programme, when it should have integrated dimensions of access, agency and achievement. This weakness does not affect the content of work, as the programme staff integrate these dimensions in their quarterly reflections, but it has negative implications on the value of narrative reports that do not fully reflect the quality of work performed. Moreover, NDI does not use its monitoring system to collect qualitative information, which limits its effectiveness; quantitative data having meaning only when they are explained and put into perspective. In addition, the publication of annual narrative reports in English and the fact that they are not translated, while the programme is implemented in a francophone area, does not allow full ownership of the work of NDI by its partners. Finally, NDI has worked very weakly with other organisations whose programmes are complementary, which has been an obstacle to the potential scaling-up of achievements.

Lessons to be learned by Sida/Sweden:

- Granting programme funding over a period of 5 years, together with a rigorous and regular monitoring of partners' work in the field and being flexible in the use of funds when the partners' requests are justified increase the probability of achieving results.
- Planning, at the very onset of a programme, for earmarked resources dedicated to consolidating programme achievements at the end of the contract period increases the probability of highlighting the effectiveness of development aid and of Sida's contribution.
- If Sida expects its partners to report on results, Sida should also accept its partners to allocate a significant proportion of their total programme costs to monitoring.

Recommendations to Sida:

The evaluation team recommends Sida to help NDI secure funding for a continuation of this programme by:

- Facilitating access of NDI management to other donor agencies present in Burkina Faso;
- Sharing the results of the programme with other donor agencies present in Burkina Faso;
- Spreading the evaluation report to other donor agencies present in Burkina Faso.

Recommendations to NDI:

The evaluation team recommends NDI, in the next planning phase of the programme, to:

- adapt its theory of change to the three-dimensional model of empowerment;
- clarify its different levels of accountability in achieving programme results
- develop a strategy document explaining its approach to capacity development and clearly showing the links between capacity development and empowerment.
- develop a partnership with one (or more) organisations specialised in adult literacy in its work with councilwomen
- consider targeting male councillors in its future work with municipalities
- create clearer links between the different components/objectives of its future programme in order to increase its leverage
- develop close partnerships with organisations that have complementary competences and approaches
- increase the responsibility of the Ouagadougou office in drafting the annual reports
- produce annual reports in French
- further improve its monitoring system through:
 - allowing the collection of qualitative information in the database;
 - more closely connecting the database with the theory of change of the programme
- develop an exit strategy document

Résumé

Ce rapport présente les résultats de l'évaluation du programme du National Democratic Institute (NDI), intitulé “*Renforcement de la capacité des femmes leaders à s'engager efficacement dans la gouvernance démocratique favorable aux pauvres*”, pour la période 2009-2014. Cette évaluation a été commandée par l'Ambassade de Suède sur la base de Termes de Référence (TdR) développés par l'Ambassade et adoptés par NDI. L'équipe d'évaluation a utilisé une approche basée sur la théorie permettant à la fois de mettre en évidence les résultats du programme, mais aussi d'expliquer comment et pourquoi ces résultats ont été obtenus.

Cette évaluation met en évidence la grande qualité générale du programme du NDI au Burkina Faso. Cette qualité est liée à une série de caractéristiques d'ordre techniques, humaines, managériales et organisationnelles. Le programme du NDI est avant tout un programme pensé. Il est pertinent en relation avec le contexte Burkinabé, et il a su s'adapter au caractère erratique, inachevé et discontinu des politiques publiques dans le pays. Il est, de même, cohérent avec la stratégie de la coopération suédoise au Burkina. Le programme repose sur un effort louable d'utiliser des théories et des modèles expliquant la nature et les étapes des processus de changement social, en particulier ceux qui sont liés à l'autonomisation (*empowerment*) des femmes leaders aux niveaux national et local.

Le programme de NDI atteint des résultats intéressants. Il est bâti sur la maîtrise et l'utilisation systématique d'un certain nombre d'outils de gestion de programme, ce qui fait sa grande force: systématisme dans la réalisation d'études de référence (*baseline*) avant chaque intervention, dans l'analyse des besoins des groupes cibles, dans le suivi des activités menées sur le terrain et dans le suivi des engagements pris par les partenaires et/ou certains groupes cibles. D'autre part, les formations réalisées données aux différents groupes cibles se sont jamais ponctuelles mais s'inscrivent toujours dans la durée. Elles reposent sur des approches pédagogiques innovantes, basées sur un transfert de connaissances pratiques, et consistant en de nombreuses répétitions des sujets abordés jusqu'à ce que les participants acquièrent le savoir transmis, en des mises en situation et/ou des jeux de rôles. Même si le programme ne l'a pas formalisée, il utilise une approche assez complète de renforcement des capacités orientée vers les niveaux individuel (transfert de compétences précises dont les besoins ont été préalablement identifiés), organisationnel (surtout au niveau des partis politiques en tant qu'organisations) et institutionnel (volonté de changer les normes culturelles, sociales et économiques qui sont un obstacle à la participation des femmes aux positions de pouvoir dans la société Burkinabé). De plus, NDI a été capable de mobiliser des ressources humaines extérieures à l'organisation de grande qualité, et ceci est particulièrement vrai pour les formateurs recrutés. NDI a également su prendre le temps nécessaire pour identifier les partenaires locaux les mieux

appropriés pour la mise en œuvre d'une grande partie du programme. Enfin, l'approche consistant à responsabiliser les partenaires locaux et les bénéficiaires s'est avérée très pertinente et efficace.

La qualité de ce programme est également liée à l'organisation mise en place par NDI. Ainsi, la compétence et l'engagement du personnel dans les bureaux de Ouagadougou, Bobo, Fada et au niveau du siège à Washington DC ont largement contribué au développement et à la mise en œuvre de l'approche du programme. La volonté de produire des résultats, le fait que NDI soit considéré par tous les acteurs politiques et par la société civile du Burkina comme un intervenant impartial, de même que son rôle de catalyseur sont autant de facteurs ayant contribué à l'atteinte des résultats. Enfin, la Représentante de NDI au Burkina a joué un rôle prépondérant dans le succès du programme. Sa légitimité, liée à son passé connu d'activiste de la société civile du Sénégal mais aussi de femme parlementaire, sa connaissance des processus politiques ainsi que son engagement dans le programme sont salués par toutes les parties prenantes.

L'évaluation montre également que les résultats sont les plus palpables lorsqu'un certain nombre de conditions dans l'environnement externe sont réunies. Le contexte institutionnel, qui est à bien des égards une contrainte, est cependant caractérisé par un accent particulier mis sur les questions liées au genre. Parmi les autres facteurs déterminants, la présence et l'engagement d'un ou plusieurs acteurs de changement, favorables à la transformation des normes sociales et culturelles, ainsi que la légitimité des partenaires locaux de la société civile ont joué un rôle crucial. De la même façon, la présence d'une ressource humaine de qualité impliquée dans la mise en œuvre du programme (conseillères municipales, maires) détermine le degré de changements enregistrés. Enfin, la collaboration avec l'Asdi marquée par une grande flexibilité, la qualité du dialogue et du suivi, ainsi que la durée du financement, a grandement contribué à l'efficacité du programme.

Le programme de NDI au Burkina Faso est également caractérisé par quelques faiblesses relatives à des aspects du travail qui demandent une réflexion plus approfondie. Ainsi, NDI s'est appuyé sur un modèle définissant les différents niveaux d'autonomisation des femmes mais ne l'a pas totalement adapté à la théorie de changement du programme. La chaîne de résultats est restée quasiment inchangée durant la mise en œuvre du programme alors qu'elle aurait dû intégrer les dimensions d'accès, d'action et d'accomplissement (*access, agency, achievement*). Cette faiblesse n'a pas d'implications sur le contenu du travail, le staff du programme intégrant ces dimensions dans ses réflexions trimestrielles, mais elle en a sur la valeur des rapports narratifs qui ne reflètent pas complètement la qualité du travail réalisé. D'autre part, NDI n'utilise pas son système de suivi pour collecter des informations qualitatives, ce qui limite son efficacité, les données quantitatives recueillies n'ayant du sens que lorsqu'elles sont explicitées et mises en perspective. De plus, l'élaboration des rapports narratifs annuels en anglais et le fait qu'ils ne sont pas traduits, alors que le programme est mis en œuvre dans une zone francophone, ne permet pas une appropriation totale du travail du NDI par ses partenaires. Enfin, NDI a très faiblement

collaboré avec d'autres organisations dont les programmes sont complémentaires, ce qui a été un obstacle à une démultiplication potentielle des résultats.

Leçons à retenir pour l'Asdi:

- Accorder un financement de programme pour une période de 5 ans, faire un suivi rigoureux et régulier du travail des partenaires sur le terrain et faire preuve de flexibilité quant à l'utilisation des fonds lorsque les demandes des partenaires sont justifiées sont autant de facteurs qui accroissent la probabilité d'atteinte de résultats.
- Prévoir, en tout début de programme, des ressources financières destinées à consolider les résultats à la fin de la période contractuelle accroît la probabilité de mettre en évidence l'efficacité de l'aide au développement et la contribution de l'Asdi.
- Si l'Asdi attend de ses partenaires qu'ils produisent des résultats, l'Asdi doit également accepter que ses partenaires allouent une part non-négligeable des coûts de leurs programmes aux systèmes de suivi.

Recommandations à NDI:

L'équipe d'évaluation recommande à NDI, dès la phase de planification de son prochain programme:

- D'adapter sa théorie de changement au modèle tridimensionnel de l'autonomisation (*empowerment*);
- De clarifier ses différents niveaux de responsabilité dans l'atteinte des résultats de son programme;
- De développer un document stratégique expliquant son approche du renforcement des capacités en montrant les liens entre renforcement des capacités et autonomisation;
- De développer, dans le cadre de son travail avec les femmes conseillères municipales, un partenariat avec une (ou plusieurs) organisations spécialisées dans l'alphabétisation des adultes;
- De considérer, dans le cadre de son travail à venir avec les municipalités, la possibilité de cibler également les conseillers municipaux;
- D'établir des liens plus clairs entre les différents objectifs de son futur programme afin d'améliorer son efficacité;
- De développer des partenariats étroits avec des organisations qui ont des approches et des compétences complémentaires;
- D'accroître la responsabilité du bureau de Ouagadougou dans la rédaction des rapports narratifs annuels;
- De produire des rapports annuels en français;
- D'améliorer le système de suivi du programme en:
 - Permettant la collecte d'informations qualitatives dans la base de données;
 - Établissant des liens plus étroits entre la théorie de changement du programme et le contenu de la base de données;
- De développer une stratégie de sortie

1. Methodology

The detailed methodology is presented in the inception report, which is annexed to this final report.

1.1 FOCUSING AND PLANNING THE EVALUATION

This assignment started with an inception phase during which the evaluation team clarified the evaluation criteria and the scope of the evaluation. The initial ToR indicated a series of evaluation questions. In its Implementation Proposal, Indevelop suggested to amend some of the evaluation questions in order to make the assignment more feasible and to provide Sida and NDI with useful conclusions and recommendations.

The inception phase allowed the evaluator to focus the scope of the evaluation and to suggest the use of a Theory-Based Evaluation (TBE) approach to evaluate the NDI programme in Burkina Faso. The evaluation team used some core features of the TBE approach that are recurrent and commonly agreed upon:

- It aims to answer not simply the question of what works, but also *why* and *how* it worked.
- It helps understand the relations between the programme, its outcomes and the contextual factors.
- It starts with defining (or using an already clearly stipulated) theory as the causal model or theory of change that underlies a programme.
- Moreover, more than simply defining a theory of change, the whole evaluation process is systematically dedicated to assessing it: the evaluation criteria aim to scrutinize and validate (or invalidate) parts of, or the theory of change as a whole.
- Finally, being issues led, it is, therefore, methods neutral.

The use of TBE appeared particularly relevant, as there were a series of favourable conditions:

- The programme had clearly highlighted its theory of change.
- NDI implemented a baseline study at the early stage of the programme: it was possible to compare the indicators of reference to the ones obtained at the end of the programme.
- NDI had, moreover, developed and used an ambitious monitoring system throughout the implementation of its programme. There is, thus, a wealth of information that can be analysed and indicators of achieved (and non-achieved) results at output and outcome levels that can easily be verified.
- NDI had implemented a mid-term review of the programme, during which the level of achievement of each expected results had been scrutinised and recom-

mentations aiming at increasing the probability that the programme would reach its expected results formulated.

- Finally, the Embassy of Sweden in Ouagadougou had already informed NDI that the programme would not be financially supported in the future, as Sweden is closing its bilateral cooperation with Burkina.

These favourable conditions and the fact that this evaluation was a final evaluation (from Sweden's point of view) further reinforced the relevance of trying to draw conclusions and lessons learned from the experience of NDI in Burkina: why (and/or why not) and how changes have happened and not just whether they did or did not take place.

1.2 CLARIFICATION OF THE USERS AND OF THE INTENDED USE OF THE EVALUATION

On the donors' side, the main user of the evaluation is Embassy of Sweden/Sida. As Sweden is terminating its bilateral cooperation in Burkina Faso at the end of 2016, this evaluation is an opportunity to reflect on some achievements that Sweden's support contributed to, but also on the sustainability challenges/risks related to closing down a programme.

For NDI, the evaluation is an opportunity to have an outside observer reflect on the organisational structure and capacity, the validity of its theory of change, the strategies, and on the accomplishments of the programme. The assessment is not only meant to look backwards but also to use the findings, insights and lessons to inform other programmes.

Some other donors might also be interested in the final product. This evaluation may contribute to decisions on possible future commitments to this programme. The evaluation is also meant an opportunity to provide evidence to potential donors and partners regarding the value of NDI as a partner. For this purpose, the results of this evaluation will be presented at an event organised on 11 June 2014 in Ouagadougou.

1.3 EVALUATION APPROACH AND METHODOLOGY

1.3.1 General Approach

i. Analysis of the available documentation¹

The evaluation team analysed all relevant documents provided by NDI (proposal, narrative reports of the programme, baseline studies, mid-term review), the documents

¹ See the list of documents in Annex 4

provided by Embassy of Sweden (assessment memos, decisions, communication between Embassy of Sweden and NDI, exit strategy).

ii. Interviews

The evaluation used different interview techniques, depending on the type of information that needed to be collected.

One-on-one interviews with key informants

This method has been used with NDI staff in Burkina (Ouagadougou, Bobo and Fada) and in Washington D.C. (through a series of conference calls), and with representatives from institutions that NDI tries to influence: Members of Parliament, officials from several institutions such as the *Commission Électorale Nationale Indépendante* (CENI) or the *Ministère de la Promotion de la Femme et du Genre*. Key informants who did not belong to NDI staff have been selected in function of the type of information that the evaluation team needed in order to assess the relevance, the effectiveness and the sustainability of the programme. The one-on-one interviews have been conducted using a mix of forced-choice questions (mainly aiming at clarifying the role of the informant in NDI programme or specific activity) and of open-ended questions aiming at collecting the perception of the informant on the strategies used by NDI and the possible effects the intervention has had on his/her organisation or on the process he/she participated to.

Focus Group Interviews (FGI)

This method has been used with NDI staff in the Ouagadougou office and mainly with the beneficiaries of the programme at national and local levels. The FGI have been conducted using open-ended and one-dimensional questions that allowed the respondents to elaborate on the questions and build on each other's answers. This method has mainly been used to assess the relevance of NDI interventions and the effectiveness and sustainability of the programme. For these three purposes, a set of questions aiming at collecting relevant information has been prepared. Both one-on-one interviews and FGI have used semi-structured questions. Departing from prepared sets of questions, the evaluation team also let the respondents talk about what was important to them, for instance in terms of Most Significant Changes (MSC). This approach, which sometimes allowed the interviewees to bring in aspects or issues other than those planned by the evaluators, has proven very useful to add qualitative information to purely structured interviews.

One-on-one interviews and/or FGI with selected resource persons

The evaluation team mobilised its network in Burkina to triangulate the information collected during the fieldwork. This network consists of reliable individuals with a solid academic background and a deep knowledge of the political and socio-cultural dynamics in the country.

1.3.2 Evaluation criteria and questions

i. Assessing relevance

The relevance criterion is a very important criterion when evaluating a programme, and using a TBE approach further strengthens its depth. The relevance criterion is,

first, meant to assess the extent to which an intervention has taken into account the context in which it has taken place. In the case of the evaluation of NDI in Burkina, evaluating the relevance out of a TBE perspective means focusing on the appropriateness of the strategies and of the programme objectives in relation to the needs and priorities of the beneficiaries, on the extent to which they were feasible/realistic given the Burkinabe socio-cultural and political contexts.

The relevance criterion is also meant to focus on the logic of a given intervention, on its consistency. Assessing relevance means, thus, to evaluate the extent to which the activities and outputs of the programme are consistent with the attainment of its objectives. In other words, the evaluators have assessed the extent to which the theories of change of NDI's programme were founded on solid grounds.

Finally, and beyond the two dimensions mentioned above, the relevance criterion is also meant to investigate the reactivity of an organisation and/or of programme management: to what extent and how did NDI take into account changes in the environment in which they intervened?

The evaluation addressed the three sub-components of the relevance criteria as follows:

- Relevance in relation to strategic priorities of local, national and international institutions/actors:
 - How coherent was the programme in terms of how it fits in with the policies and programmes undertaken by the government and other development / governance partners?
 - To what extent was the programme relevant to Swedish policies and objectives?
 - Was the programme design responsive, in the sense that it took into consideration the input and needs of key stakeholders, including relevant government bodies, the expected beneficiaries, and relevant civil society and grassroots organisations?
- Relevance in relation to the logic of programming:
 - Has the programme design been articulated in a coherent structure: are the outcomes and outputs clearly articulated?
 - To what extent do the activities carried out address the causes of problems identified?
 - Did the programme benefit from available knowledge (for example, the experience of other similar programmes in the area or in the country) during its design and implementation?
 - Did the programme objectives remain relevant over the period of time required for implementation?
- Relevance to the context:
 - To what extent has the programme taken into account and reacted to changes in the political environment? Did NDI take the initiative to suitably modify programme design (if required) during implementation in response to any major changes in the context?
 - To what extent and how did the programme integrate/deal with the current capacities and engagement of the power structures in pro-poor democratic governance?

iii. Assessing effectiveness

The effectiveness criterion aims to assess the extent to which an intervention has achieved its expected results, especially at outcome level. As mentioned in the previous section, NDI has developed, and used throughout the implementation of its programme, a comprehensive monitoring system. The important amount of data available allowed the evaluators to not only focus this evaluation on what has been achieved, which would only be a repetition of what is already presented in NDI's narrative reports (and in the mid-term evaluation report). They also provided an opportunity to understand *why* results had been achieved, to highlight the factors resulting from a series of interactions between the context and the implementation of the programme's theories of change. Assessing the effectiveness of the programme led to drawing lessons learned on how and why the theory translated into an empirical reality.

The evaluation addressed the effectiveness of the programme as follows:

- To what extent did the programme contribute to reaching its objectives (outcomes)?
 - How empowered are local and national women leaders in representing the collective interests of women in Burkina Faso as a consequence of the programme?
 - How empowered are local and national women leaders in promoting pro-poor, gender-sensitive policies, programmes and budgets in Burkina Faso as a consequence of the programme?
 - How empowered are local and national women leaders in promoting greater accountability and responsiveness from governments as a consequence of the programme?
 - In particular, what changes in the overall context (e.g. policy framework, political situation, institutional set-up, economic shocks, civil unrest, etc.) have affected programme implementation and overall results?
 - What tangible and/or intangible benefits/improvements have communities experienced as a result of involvement in NDI's programme?
 - What resulted from the relatively long timeline of the programme?
- What were the factors that contributed to helping or hindering the effectiveness of NDI's CSO partners, including the Burkinabe Coalition for Women's Rights (CBDF), the CEDAW Coalition, the Quota Coalition, *Centre de Suivi et d'Analyses Citoyens des Politiques Publiques* (CDCAP), *Réseau National de Lutte Anti-Corruption* (RENLAC), Africa Obota and the three local level CSOs (CJS, Managzenga, Todi Yaba)?
- What were the advantages and draw-backs of the approach adopted by NDI including the choice of cooperating with selected local partners to provide technical support to newly elected local councillors and other target groups?
- Could NDI's programme reinforce and/or multiply effects of other Swedish-supported development contributions, in this sector and in other sectors, during the period and how? What lessons can be drawn from the potential evidence of synergies or lack of synergies?

iv. Assessing efficiency

The efficiency criterion, in the context of this evaluation, focused on assessing the extent to which the organisational and management set-up had effectively supported the programme and, thus, the implementation of its theories of change. The efficiency

criterion is fundamental, as its analysis provides important elements of answer as to *how* the programme achieved or not its results.

The evaluation addressed the efficiency of the programme as follows:

- Have the organisational structure, managerial support and coordination mechanisms effectively supported the delivery of the programme?
- Did NDI mobilise adequate technical expertise in the programme design and programme implementation?
- Has an effective M&E system been put in place and did it generate information on performance that has been useful for measuring performance and outcomes and taking critical decisions when necessary?

v. *Assessing sustainability*

As Sweden took the decision to terminate its bilateral cooperation in Burkina, there will not be any opportunity for NDI's programme to be financially supported by Swedish funds in the near future. The fact that this evaluation should be seen as a final evaluation (from Sweden's point of view) reinforced the importance of the sustainability criterion. From a TBE perspective, the focus was on explicitly identifying which results are likely to remain, and which are not likely to remain, after Swedish funding and support ceases. It was also important to assess the extent to which the Plan for phasing out Sweden's Development Cooperation with Burkina Faso 2013-2016 had contributed to strengthening the results.

In this evaluation, the focus for the sustainability criterion was on the following questions:

- Have appropriate processes or mechanisms been put in place to support the sustainability of programme results?
- Was a specific exit strategy or approach prepared and agreed upon to ensure post-programme sustainability?
- Are there any particular challenges to the continued sustainability of programme results? Is it possible to explicitly identify what results are likely to remain, and which are not likely to remain, after Swedish funding and support ceases?

1.4 COMMENTS ON THE SOURCES

The interviews were carefully planned to include key people within partner organisations and other actors expected to give constructive external opinions on the programme. The informants from each category were selected as follows:

- NDI provided information on the programmes of each partner and put the evaluation team into contact with relevant partners' staff.
- NDI planned meetings with each of its partners in Ouagadougou, Bobo, Fada and in the ten communes visited by the evaluation team. The evaluators led these meetings without the presence of NDI staff.
- Other important stakeholders and observers were selected based on the evaluators' networks in Burkina, in order to get information that cannot be suspected as biased. Whenever possible, other actors (international and local NGOs, European Union Commission) were approached. The objective of meeting other internation-

al and local actors was to get a clearer picture of what it entails to work with gender issues in Burkina.

- It is worth noting that the collaboration with NDI and its partners has been very fruitful, each of them providing key documents, willing to discuss their strengths but also being very open to exchange about their weaknesses. We feel it important to highlight this effort to be totally transparent as a finding in itself.

1.5 LIMITATIONS AND LESSONS

Within the framework of this assessment, the evaluators visited several partner organisations, each of them different in their nature, mandate and organisational structure, which are active in different parts of Burkina Faso with specific contextual issues. A great amount of time has been spent with NDI's team and management in order to better understand the logic of the programme, as well as with other informants to get a fair picture of the opportunities and constraints faced by organisations aiming at bringing gender issues onto local and national agendas. Our method has attempted to, as much as possible, minimize difficulties linked to dealing with complex issues in complex environments. We would, however, like to point at the following limitations:

- This assessment is a final retrospective evaluation of NDI work. However, it is still too early to assess with precision and certainty the depth and durability of recorded changes. On the other hand, it is also possible that some changes occur long after the passage of the evaluation team.
- This assessment shall be seen as a learning tool for NDI and Sida. It aims at providing NDI with strategic guidance on several aspects of its work that require some improvement in the next possible phase of its programme.
- The issue of attribution has been a constant concern for the evaluation team. In many cases, it has been possible to draw conclusions on the effective changes (at outcome level) that could be attributed to the programme, mainly because NDI had been the only actor involved on a very specific issue or in a particular geographic area. In other cases, in which it was difficult to isolate NDI's intervention from others', we have been able to highlight the contributions of the programme to a series of tangible changes.
- Apart from making sure that information gathered answers the evaluation questions, our approach and the focus on utilisation has ensured that the evaluation process would allow NDI, their partners and stakeholders to reflect on their work and, thus, learn from the evaluation process. The evaluation team has shared the initial findings of the evaluation with NDI's management and Sida's Representative at the end of the fieldwork in Burkina Faso.
- None of the external informants has provided information that might question the trustworthiness of the information collected through the staff, the partners and/or the beneficiaries. This strengthens our confidence in the credibility of the results of this evaluation.

2. Evaluation findings

2.1 RELEVANCE

2.1.1 Relevance in relation to strategic priorities of local, national and international institutions/actors

i. *Coherence of the programme with the policies and programmes undertaken by the government and other development / governance partners*

- Relevance to Swedish policies and objectives

The document of reference to assess NDI's relevance to Sweden's strategic priorities is the Strategy for Development Cooperation with Burkina Faso that was adopted for the period 2004-2006. It was originally a common strategy for Mali and Burkina Faso. Despite a division established by the Swedish Development Cooperation between the two countries in 2006, the Strategy for Burkina Faso remained unchanged for the period 2006-2010. NDI's programme is coherent with one of the three pillars of the Swedish Strategy, namely the component dedicated to democratic governance and social development. The objective of that pillar is to help support democratic governance and social development, for all of the Burkinabe population, without distinction of gender, age, ethnicity or disability. A particular attention is given to access to power, security and opportunities for women and girls.

- Relevance to governmental strategies and policies

NDI's programme is aligned with several strategies and policies developed by the Burkinabe government. It is in line with the National Gender Policy from 2009, and with its Operational Action Plan. It is coherent with the *Stratégie de Croissance Accélérée et de Développement Durable* (SCADD) and with the *Cadre du Plan d'Action du Programme de Pays* (CPAP). NDI's programme is also aligned with the decentralisation and democratic reform underway in Burkina Faso, which entails local governance (accountability and transparency).

- Relevance to other development/governance partners

NDI's programme is also coherent with the UNDP *Programme de Renforcement de la Gouvernance Locale et Administrative* (PRGLA), which is one of the three components of the *Programme de Renforcement de la Gouvernance* (PRG) of UNDP. This programme was developed in order to support the orientations defined in the third pillar of the SCADD. NDI's programme is, moreover, in line with the World Bank *Programme d'Appui aux Collectivités Territoriales* (PACT), which aims to strengthen the capacities of the central administration and of the communes. Finally, NDI's programme is relevant in relation to the *Programme de Décentralisation et de Développement Communal* (PDDC) funded by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ).

ii. *Responsiveness of the programme*

NDI's programme has been very responsive. Already at the onset of the implementation phase, NDI organised a baseline process for the programme as a whole, during which key stakeholders (CSOs, female municipal councillors, women leaders, state institutions) were invited to analyse the context and define development priorities/challenges. This series of exercises allowed key stakeholders not only to define their needs, but also to design the strategic orientation of the programme to come. NDI has reiterated this approach every time the organisation planned a new project. It has led to a sense of strong ownership of the programme by most beneficiaries. The only ones who told the evaluation team that they had not been involved in the planning of the programme are newly elected councillors and parliamentarians, which is to be expected.

2.1.2 Relevance in relation to the logic of programming

This section is dedicated to assessing the extent to which the programme was logically planned and whether the activities and the outputs of the programme were consistent with the attainment of its objectives. It also aims at assessing the extent to which the programme benefited from available knowledge (for example, the experience of other similar programmes in the area or in the country) during its design and implementation, and whether the objectives remained relevant over the period of time required for implementation.

i. *Coherence of the programme design*

This question has raised the most questions and was the source of many discussions between NDI and the evaluation team. NDI has invested time and human resources to think through the programme in depth. The result, however, is rather contradictory. On the one hand, and this explains much of its value, NDI has managed to build a solid programme with a desire to strengthen the legitimacy and quality of its intervention. For this purpose, NDI used a theoretical model derived from research in gender studies. The aim was to give meaning to the concepts and make them operational. The programme draws on Naila Kabeer's definition² of women's empowerment, which is defined along three dimensions – access, agency, and achievement. NDI has contextualised these dimensions in the following manner:

- **Access:** According to Kabeer, access is “*the medium through which agency is exercised [and resources are] distributed through the various institutions and relationships in society.*” In the Burkinabe programme context, *resources* are not simply material but *representative* resources that provide women leaders with access to decision-making power and influence, and *informational*. At the local level, in addition to elected office, access to resources includes the *democratic*

² Kabeer, Naila. *Gender Mainstreaming in Poverty Eradication and the Millennium Development Goals: a handbook for policy-makers and other stakeholders*. London: Commonwealth Secretariat, 2003.

space where local women can discuss their needs, build solidarity and mutual support, and strategise on how to create positive change in their communities.

- **Agency:** According to Kabeer, agency “*implies not only actively exercising choice, but also doing this in ways that challenge power relations.*” In the Burkina programme context, *agency* includes the actions taken by women MP s in promoting gender-sensitive policies, programmes and budgets under the CEDAW and in the effort to reduce poverty. *Agency* also includes women CSOs’ participation in anticorruption networks and initiatives that promote government transparency and social accountability for the use of public resources. At the local level *agency* is seen as the actions taken by councilwomen in advancing the concerns of women in the local development planning process, as well as increasing local female citizens’ participation and influence in community decision-making processes. Lastly, *agency* within the Burkina Faso programme includes local women and CBOs’ monitoring the quality and delivery of public services to women.
- **Achievement:** According to Kabeer, achievement is “*the extent to which [women’s] potential is realized or fails to be realized; that is, to the outcomes of people’s efforts.*” In the Burkina Faso context, women leaders’ use of *representative resources* and *agency* is expected to *achieve* changes in legislation, policies, programmes, and budgets relevant to the implementation of CEDAW and the effort to reduce poverty. In addition, *achievement* includes the generation and institutionalisation of gender-sensitive data and information for ensuring that the differential impacts of policies, programmes and budgets on women can be monitored, and that women’s needs continue to be visible at the national level. **At the local level achievement is seen as councilwomen’s success in identifying women’s priorities and taking action that ultimately improves the quality of women’s lives** (underlined by the evaluation team).

All NDI documents show this approach, including the development challenges identified during the baseline process. There are, however, two main problems according to the evaluation team:

- First, there is a tautological reasoning in the initial steps of programme planning: it is, indeed, based on three assumptions that do not take into account the definition of empowerment. We will take Objective 1 to illustrate our point. This objective is defined as follows: “*If women CSOs advocate for and monitor CEDAW implementation; And National Assembly committee members mainstream gender in legislation; And political parties supporting women in leadership positions; And the capacity of women leaders and the national and local levels is strengthened; Then women leaders at the local and national levels will be empowered to more fully represent the interests of Burkinabe women.*” This seems, at first glance, coherent. However, if we apply Kabeer’s model, this assumption becomes: if women have access to resources, if they act and if their actions lead to achievements, then they are empowered. This is equivalent to the following evidence: if women are empowered then they are empowered.
- Consequently, NDI was not able to transform the definition of Kabeer into a programme showing a progression in the nature of the results that it aimed to achieve.

There is a causal relationship between the three dimensions of Kabeer's definition: **access** conditions the quality of **agency**, which in turn might have an influence on the level and depth of possible **achievements**. Kabeer defines achievement as an outcome, but NDI did not.

The result is paradoxical: on the one hand, the chain of results has not been articulated in a coherent structure, as the outputs and outcomes are not clearly articulated and yet, the programme was able to follow the access, agency and achievements logic. The programme could have suffered a lot from this weakness, but this is not really the case because the three dimensions of empowerment were well understood by the management and the staff.

If the evaluation team insists on this question, it is both because it should help NDI develop more a logical chain of results, and also because it raises a more principled problem. NDI tends to consider that empowerment is an indivisible whole, which is true from the point of view of the logic of programming. This is, however, less valid from the point of view of its responsibility as a development actor. NDI is, indeed, fully accountable at activity and output levels, but not at outcome and impact levels. This means that NDI is accountable to provide access and, when directly funding partners' activities, at agency levels. However, NDI cannot be held accountable for its partners' and beneficiaries' achievements. There is here a crucial distinction that is not accounted for in this programme.

We therefore recommend NDI, in the next planning phase of the programme, to:

- adapt its theory of change to the three-dimensional model of empowerment;
- clarify its different levels of accountability in achieving programme results

2.1.3 Relevance to the context

i. A strong capacity to adapt to political changes

The programme has been implemented in a period characterised by several major changes in the political environment. A great strength of NDI was its ability to take into account and react effectively to these changes. The work engaged at the occasion of the *Conseil Consultatif sur les Réformes Politiques* (CCRP) is a good example of NDI's flexibility and capacity to build on unplanned opportunities provided by changes in the context. Following a period of social unrest in early 2011 (students started to protest after one of their fellow student died while in police custody and soldiers violently demonstrated across the country), President Compaoré dissolved the government and appointed a new cabinet on 21 April. The newly appointed minister in charge of policy and institutional reforms established the CCRP whose purpose was to facilitate communication between the government and citizens and to suggest political and institutional reforms for submission to the government. NDI quickly saw in this reform initiative an opportunity to help its partners, and more especially women activists, engage in the reform process. NDI facilitated a workshop for partner CSOs and political parties on the reform process during which participants made recommendations that were forwarded to the CCRP on priorities for women, including a need to

clarify the quota law and gender aspects of the constitution. This initiative contributed to the incorporation of the principle of gender equality into the constitution.

The context was also marked by several changes in the policy environment. For example, after NDI's programme had been designed, the Burkinabe government decided to launch a World-Bank-supported initiative, the SCADD, which would replace the PRSP process in 2011. NDI's programme responded by focusing on gender-responsive pro-poor budget policies and budgetary allocations in the health and education sectors. NDI also had to modify parts of its programme at the local level. Initially, NDI thought it would be able to influence the content of the *Plans de Développement Communaux* (Communal Development Plans), as they were supposed to be created with inputs from the *Comités Villageois de Développement* (CVDs). In 2010, when NDI began implementing its programme in the targeted communes, NDI realised that all of the communes had already developed their local development plans through a process managed by a consulting firm. NDI also realised that these five-year plans could not be amended. Women's representation on the CVDs became less relevant. NDI instead decided to focus its support to councilwomen on the implementation of local development initiatives and on trying to influence the *Plan Annuel d'Investissement Communal* (PAIC).

In fact, NDI succeeded in changing and adapting the activities to changes in the context, but the organisation did not adapt its programme design as such: NDI slightly changed the formulation of a couple of intermediary results but did not touch the objectives. This is a direct consequence of the weakness highlighted in the previous section and it reinforces the need for the organisation to reflect on the formulation of its theory of change.

ii. *Engagement of power structures*

We already saw that the programme was very responsive and oriented towards an effective participation of key stakeholders. A strength of this programme (it is, at least, a quality perceived by the evaluation team at the level of the management in Burkina Faso) is to have a long-term vision of change processes. NDI is aware that enabling women to influence political decision making processes consists of small and irregular steps, whether at local or national level. NDI also understood the need to strike a balance between directly involving power structures and keeping them at a distance. The choice, for example, to only support women candidates and councilwomen, but also to involve various Parliament Committees illustrates this approach.

2.1.4 Conclusion on relevance

In total, NDI has developed a very relevant programme, based on regular context analyses, on baseline studies and on the involvement of key stakeholders in defining its strategic priorities. This programme has also been able to suitably respond and adapt to political changes that marked the period of implementation. It is, however, unfortunate that NDI did not revise the logical framework enough to adapt it to the theory of change of the programme. This weakness has had a negative impact on the content of narrative reports that do not reflect the quality of the work, nor do they fully account for the importance of the results achieved.

2.2 EFFECTIVENESS

This section presents the findings on the extent to which NDI's programme contributed to reaching its objectives (outcomes). This section is divided in two parts in order to answer all the evaluation questions introduced in the methodology chapter, but also to keep a logical flow and avoid repetitions. The first one is dedicated to highlighting the main results achieved by the programme, which have been verified by the evaluation team. The second part focuses on analysing how and why these results have been achieved.

2.2.1 Results achieved by NDI's programme

i. Objective 1: local and national women leaders are empowered in representing the collective interests of women in Burkina Faso

Table 1 synthesises the main results achieved under objective 1. The analysis of these results reveals three major trends. First, NDI's programme is very effective in its efforts to facilitate access to resources for women. These resources are mainly technical skills and knowledge that are useful in their professional lives, in their involvement in politics and/or in their communities. These resources are also sometimes informational, and this is particularly the case at the level of parliamentary committees.

Table 1: Results of NDI's programme, Objective 1

Local and national women leaders are empowered in representing the collective interests of women in Burkina Faso		
Access	Agency	Achievements
<i>Work with coalitions (Quota, CEDAW)</i>		
- Technical knowledge acquired by coalitions - Organisation, structuration of coalitions, pooling of resources	- Publication of the shadow report - Proposition of a law on violence against women - Active advocacy for CEDAW implementation	- Quota law - Among the 40 recommendations from the shadow report, two recommendations were selected for priority implementation by the UN Human Rights Commission and asked the Burkinabe government for mid-term report on progress on these prior to the next report to the UN Human Rights Commission
<i>Work with political parties</i>		
- Knowledge acquired: how to perform an inventory of a political party; - Technical knowledge acquired: organisation of youth/women movements within a party, party action plans; - Knowledge acquired on how to organise inter-party dialogue among women and youth.	- 13 political parties have developed their action plans; - Creation of platforms for young women leaders within political parties	- Efforts to position female candidates on electoral lists; - Women and youth gained new positions and responsibilities within political parties.
<i>Work with female candidates</i>		
- Basic skills acquired: how to speak in public, how to organise an electoral campaign, how to raise funds for an electoral campaign - Acquired and/or increased self-confidence	- Women engage in political parties and fight to be in eligible positions on electoral lists - Women campaigning for themselves and/or for other candidates	- Number of elected female candidates at national and local levels despite obstacles - Female candidates who succeed in raising funds for their electoral campaign
<i>Work with Parliamentary Commissions</i>		
- Knowledge acquired on CEDAW and on strategies to implement it; - Technical skills acquired on gender-	- MPs take gender into account when they examine new bills. - MPs ask for CSOs' expertise to	- The majority of new laws passed by the National Assembly integrate gender as a general principle (For example, the RAF

sensitive budgeting	make amendments on matters submitted for their consideration. -MPs contributed in preparing gender-sensitive documents and drafts of laws.	law adopted on 2 July 2012 in its Article 3)
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The second strong tendency is the high degree of agency. NDI's beneficiaries and programme partners take actions. The coalitions have been very active, whether in the preparation of a shadow report on the situation of human rights in Burkina or in drafting and advocating for a law on violence against women. During several parliamentary workshops members of the CEDAW coalition were invited to intervene as experts and to participate in the debates. One of the most important results of the programme in terms of agency may be the newly established collaboration between civil society and the National Assembly, thereby enabling parliamentarians to use the expertise of CSOs related to CEDAW (Parliamentary Seminars in 2011, 2012 and 2014.) Moreover, the evidence gathered by the evaluation team also demonstrates that the skills acquired during NDI's capacity development sessions are put into practice.

The third trend is the capacity of some of these actions to trigger change processes (achievements). The ratification of the law on quotas, the fact that, among the 40 recommendations included in the shadow report, two have been used in the final observations made by the UN Commission on Human Rights to the Burkinabe government and the presence of indicators showing that the majority of new laws passed by the National Assembly integrate gender as a general principle are all tremendous achievements.

ii. Objective 2: local and national women leaders are empowered in promoting pro-poor, gender-sensitive policies, programmes and budgets in Burkina Faso

Table 2 summarizes the main results achieved under objective 2. Here again, the analysis of the results highlights three major trends, some of them being very similar to the ones underlined for the objective 1. First, NDI's programme is once again very effective in its efforts to facilitate access to resources for women. These resources are mainly technical skills and knowledge that are useful in their involvement in politics and/or in their communities. These skills are often very basic, as for example, those transferred to councilwomen and to female MPs.

Table 2: Results of NDI's programme, objective 2

Objective 2: local and national women leaders are empowered in in promoting pro-poor, gender-sensitive policies, programmes and budgets in Burkina Faso		
Access	Agency	Achievements
<i>Work with female councillors</i>		
- Technical knowledge acquired as female councillors: how to speak in public, to present a request, how to organise a electoral campaign; - Knowledge acquired at both national and local on making budget gender-sensitive - Technical skills acquired as local female leaders: how to create a project, how to present a project to potential financial partners	- Female councillors are active and ask questions during Municipal Council sessions with specific requests/claims for women and children - Local female leaders creating associations at grassroots level - Local female leaders creating and implement development projects in their communities	- Development projects/micro credits awarded - Early indications of attitude change on the role of women - In some municipalities, women have a "Maison des femmes" for different activities - Several schools and a few healthcare centers have been constructed and others have been improved/rehabilitated

<i>Work with CSOs (CDCAP, CBDF)</i>		
- Competences acquired in making report gender sensitive: how to better integrate gender dimension in SCADD	- CDCAP contributed to the annual reviewing of the SCADD with a focus on gender and human rights	
<i>Work with female MPs</i>		
- Basic skills acquired: how to speak in public, how to organise an electoral campaign, how to raise funds for an electoral campaign - Increased self-confidence - Access to relevant documents to perform their function of MPs - Knowledge acquired on how to make SCADD implementation gender-sensitive	- Organisation of working sessions gathering MPs and relevant ministers themselves were (Education, Health, Social Action) - MPs made recommendations to heads of departments at Ministries of Health, Education and Social Affairs	- Commitment from government to develop policies in favour of gender equality

The second strong tendency is, once again, the high level of agency, although to a lower degree than with objective 1. The evaluation team met with more than hundred councilwomen and with their male colleagues in ten municipal councils. We have been able to gather considerable evidence of their commitment to participating in the meetings and to playing their role as councillors. The fact that women now dare to speak in public and advocate for their communities appeared in every interview as a major change.

It is, however, too early to highlight with certainty the scope of achievements that might result from this high level of agency. Although parliament members have gained knowledge on gender budgeting, the budget-making process by the Burkinabe State does not give them any room to influence its gender sensitivity. However some MPs have been able to challenge the Government's support to disadvantaged groups. At local level, a few councilwomen succeeded in introducing specific requests in the Annual Investment Action Plan (PAIC) of their communes, but their overall influence has been extremely limited. The work with female MPs is moving at a slow pace, but NDI has created the conditions for their engagement. The baseline showed that even within political parties, women were not engaged collectively. The Caucus of female MPs was created in Burkina Faso while it is common in almost all other West African countries.

iii. Objective 3: local and national women leaders are empowered in promoting greater accountability and responsiveness from government

Table 3 summarizes the main results achieved under objective 3. The work undertaken under this objective shall be seen as a pilot project. It has been implemented in three of the twenty municipalities in which NDI is active. This intervention is most certainly the one that produced the most significant and interesting results. Here again, the programme has been very successful in transferring the set of skills needed by the beneficiaries, and also in contributing to create new forms of relationships between different social actors who either hardly interacted before or were in conflict with each other.

Table 3: Results of NDI's programme, objective 3

Objective 3: local and national women leaders are empowered in promoting greater accountability and responsiveness from government		
Access	Agency	Achievements
<i>Work with RENLHAC</i>		
- Competences acquired in making RENLAC report gender sensitive: how to better integrate gender dimension in actions/fight against corruption	- RENLAC annuals reports address 'gender and corruption' - Collaboration established between RENLHAC and Burkinabe legislators; - Burkinabe government's commitment to use inputs from RENLHAC in its anti corruption efforts.	
<i>Work with coalitions CSOs on social accountability</i>		
- Technical knowledge acquired by CSOs, service providers, local authorities and beneficiaries on what social accountability is and its importance in local governance - Relationships created between social actors	- Action plans created, implemented and followed-up - Involvement of health/ education authorities and of local decision makers in the projects - Beneficiaries engage in watchdog function - Creation of platforms/interface between service providers and beneficiaries	- Clear and demonstrated improvements in health and education service provisions in the areas where the project has been implemented; - Confidence between population and service providers established; - Clear awareness among service providers of their responsibilities

The different stakeholders, with the notable exception of the municipal councils, have demonstrated a tremendous will to engage in these three projects. The beneficiaries have developed several action plans, which were implemented and followed-up. They involved regional health and education authorities and some local decision makers in the projects. The beneficiaries also engaged in watchdog function through the creation of platforms/interfaces with service providers.

What is most remarkable is that their activities/agency promoted greater accountability at village and/or community levels. The evaluation team was able to collect evidence of the improved relationship established between the population and the health and education service providers. However, despite efforts to involve local decision-makers (mayors, councillors and decentralised public health services) social accountability mechanisms are not yet rooted at district and/or municipality levels.

2.2.2 How and why results could be achieved

The use of a TBE approach is meant to reflect on a series of factors that might explain how and why results have been achieved. The evaluation team was able to highlight five main factors, which are analysed in the following sections.

i. Systematic use of baselines and needs

One of the most positive aspects of NDI's work has been the systematisation with which the organisation has used programme management tools. Each intervention has thus started with a baseline study. This is valid for the programme as a whole, but also for each project. These studies are generally of very good quality. They analyse the context or the area to be covered by the intervention in preparation, and they clearly highlight

the needs of beneficiaries. This is an essential factor because it allowed NDI to have a clear idea of what could be achieved taking into account the series of constraints that characterised their fields of intervention.

ii. The quality and effectiveness of capacity development activities

The approach developed by NDI for capacity development is probably the most significant aspect of its work. The training sessions provided for different target groups are never one-off events but take place over a long period of time. They are centred on innovative teaching approaches, which are based on will and skills to transfer very practical knowledge, and consisting of many repetitions of topics until participants acquire the knowledge transmitted in role plays. The programme uses a fairly comprehensive approach to capacity development. It is, to a large extent, aligned with the OECD/DAC where capacity *”is the ability of people, organisations and society as a whole to manage their affairs successfully. In this context capacity can be seen as the measure of how well an organisation is able to define and achieve its goals in both the short and long term. Capacity Development is understood as the process whereby people, organizations and society as a whole unleash, strengthen, adapt and maintain capacity over time”*³. NDI’s approach consists of addressing three different levels:

- The individual level, with a transfer of specific skills adapted to needs that have been previously identified;
- The organisational level. This has been especially the case with political parties, with which NDI has worked with strengthening their organisations;
- The institutional level. NDI’s work is characterised by a strong willingness to address and change the cultural, social and economic norms that are an obstacle to the participation of women in positions of power in the Burkinabe society.

However, the program has not formalised this relevant and effective approach in a written document, nor has it attempted to clearly highlight the links between capacity development and the empowerment model on which it is constructed. This might be another reason explaining the discrepancy between the quality of the work and the general weakness of the narrative reports.

We therefore recommend NDI to develop a strategy document aiming at explaining its approach to capacity development and clearly showing the links between capacity development and empowerment.

iii. Systematic follow-up of activities

Another positive aspect of the programme lies in the systematic monitoring of each activity. This applies to each training session, as NDI’s staff try to find out what knowledge has been acquired and what requires some repetition, but also for all activi-

³ OECD/DAC, The challenge of Capacity Development, 2006

ties. This is in particular the case with the political parties, where NDI has followed-up the development and effective implementation of the action plans that the organisation has helped to create. Moreover, whenever a social actor (may this actor be a Municipal Council Board member, a minister or a representative of a political party) makes public commitments at an event organized by NDI, the organisation engages its partners to monitor these commitments or does it itself. It is an essential element of the programme, not only in terms of effectiveness, but also because this attitude serves as a model for social actors with whom NDI works or attempts to influence in Burkina Faso.

iv. Relevant choice and quality of partnership with local CSOs

The success of the programme, i.e., its ability to achieve results, depends also largely on the choices of, and the work done by local partners. NDI has taken the time to identify organisations that seem to be most relevant to the implementation of certain parts of the programme. The analysis of these organisations revealed a number of features that have contributed to the achievement of results. Their first common quality is their technical competence. They are also characterised by a great level of legitimacy among the beneficiaries, and this is most especially true for the organisations that have been involved in the projects on social accountability. Finally, these organisations have been effective. It is also important to emphasise the quality of the partnership between these organisations and NDI, based on accountability and trust.

v. The duration of the programme and the quality of partnership with Sida

The programme has received funding for 5 years. This is both very little and very much. It is very little to achieve deep and lasting results when a programme, such as NDI's, aims to change social and cultural norms deeply rooted in society and to challenge power relations. This is a lot compared to the average duration of funding of projects / programmes provided by donors. The evaluation team is convinced that the perspective of a five-year period has greatly contributed to the quality of the programme and of NDI's work for at least three reasons:

- It allowed NDI to take the necessary time to think, to choose the most relevant and effective local partners;
- It also allowed NDI to adjust its programme to a series of somewhat erratic changes in the Burkinabe policy environment;
- Finally, this allowed NDI not work under time pressure but to be able to adjust the planning of certain activities in order to increase the likelihood of achieving results.

It is furthermore important to emphasise the quality of the relationship established between NDI and Sida. Over the entire duration of the program, this relationship was characterised by a regular, frank and rich dialogue, leading to mutual trust. It is also important to mention the quality of Sida's monitoring and its flexibility as a donor. The decision to grant permission to use the remaining funds at the end of the contract for a period of 6 months in order to capitalize on the results of the programme is an excellent example of good donorship.

Lessons to be learnt by Sida:

- Granting programme funding over a period of 5 years, together with a rigorous and regular monitoring of partners' work in the field and being flexible in the use of funds when the partners' requests are justified allow to increase the probability of achieving results.
- Planning, at the very onset of a programme, for earmarked resources dedicated to consolidating programme achievements at the end of the contract period increases the probability of highlighting the effectiveness of development aid and of Sida's contribution.

2.2.3 Limiting factors to achieving full empowerment

We have seen that the programme has achieved interesting results. It is, nevertheless, important to reflect on a series of factors that prevented the programme to have deeper effects. Some of these factors are often beyond the control of NDI, but they should guide the thinking that the organisation must carry out in the context of a continuation of the programme in the years to come.

i. Limiting factor 1: the extremely high illiteracy rate among female councillors

We saw the results of NDI's work among women councillors. The interviews with the beneficiaries, either with older councillors or with newly elected ones, have highlighted the very high rate of illiteracy in their ranks. There is no official figure available, but there is no reason to believe that the illiteracy rate among councillors is significantly lower than the national average (around 70%). The evaluation team collected a large amount of evidence showing that this factor is both an obstacle to their ability to influence public policy at the local level when they are in office, but also in the longer term, insofar as they have no guarantee of being re-elected. The vast majority of illiterate councillors say they do not remember the decisions taken in the previous meetings of the Municipal Council. They do not have any idea of the budget of their commune or of the costs of most investments they advocate for. Moreover, as they cannot take notes, they depend on the goodwill of their fellow councillors, male or female, to keep them informed of what was discussed and decided.

The issue of illiteracy is complex, and the campaigns undertaken by various international institutions and by several Burkinabe governments have failed to reverse the trend. However, there are adult literacy programmes that produce outstanding results. Literacy is not what NDI does, but nothing prevents NDI to initiate a partnership with one or more relevant organisations in this field. The evaluation team believes that the combination of literacy campaigns of councilwomen (new and old) with NDI's work in the communes would be highly relevant and have a potentially important leverage effect.

We therefore recommend NDI to develop a partnership with one (or more) organisations specialized in adult literacy in its work with councilwomen.

ii. Limiting factor 2: the social, cultural, economical and political contexts

We do not have, as part of this evaluation, the possibility to analyse in detail the social, political and cultural constraints that prevent the involvement of women in political life in Burkina Faso. These constraints are numerous, extremely varied according to the different cultural areas of the country, and often very deeply rooted. NDI has made this

analysis and opted for the strategic option of supporting women only (candidates, councillors, MPs). The evaluation team believes that the option to work with women was not only relevant in the past but is also necessary to pursue in the years to come. However, the barriers to deeper changes are (almost) always men. NDI's efforts to engage men in working with political parties, for example, show that it is possible to do so, that they are interested, but also that their involvement increases the likelihood of more tangible results. NDI sought to involve men in appropriate program activities at both local and national levels, and found this to be an effective practice. Men councillors were not included in the leadership training provided to women councillors, but they were included in other relevant training, for example in gender sensitive budgeting and social accountability. Men members of parliament were invited to participate in most of the national level program activities under all three objectives. The interviews conducted with municipal councils tend to show the relevance of integrating male councillors in future capacity development programmes to help reduce resistance to change.

We therefore recommend NDI to consider targeting male councillors in its future work with municipalities.

iii. Limiting factor 3: limited synergies between the different components of the programme

The evaluation shows that the effects of the programme on the last step/dimension of the empowerment model (achievements) have not yet reached their full potential. We have just highlighted a number of explanatory factors that are not due to NDI or its programme. However, there is an element that is more the responsibility of NDI but that the organisation has not been able to fully exploit. The programme has been designed with clear links between the objectives, as they are closely interrelated. In reality, these links were difficult to operationalise. The example of the work on social accountability illustrates these difficulties. We have seen that if the three pilot projects helped establish accountability mechanisms, these took place between the service providers and the population, but that they had not yet fully engaged the local authorities. The female councillors were rarely involved in this work, although it would have made sense, as engaging in social accountability should be part of their function as Municipal Council members. NDI was not able to build on the complementarity of these two components of its programme. In the same way, the work done on social accountability has not been linked with the component of the programme dedicated to strengthening the Parliament. NDI initially thought to involve MPs from the constituencies where the pilot projects were implemented, but this intention has not been translated into action.

We therefore recommend NDI to create clearer links between the different components/objectives of its future programme in order to increase its leverage.

iv. Limiting factor 4: the lack of synergies with other international actors and/or with other Swedish-supported development contributions

As highlighted throughout this report, NDI has developed very relevant and effective forms of partnerships with many national CSOs (CDCAP, Centre for Democratic Governance (CGD) on the participation of women in politics and the implementation of the quota law, etc.) However, NDI has not developed partnerships with other organisations

supported by the Swedish cooperation. International NGOs shared information in the early stages of the programme, through an informal forum called the Partners Group, which mainly gathered organisations working on gender issues. This sharing of information, however, did not last long. NDI has not sought relationships with organisations such as GIZ, which has a very complementary programme as part of its support to decentralisation policies. It would be unfair to blame NDI alone for this weakness, given the lack of commitment demonstrated by other organisations. Moreover, the complexity and the scattered aspect of the coordination system put in place by the donor community in Burkina is detrimental to an effective collaboration between international CSOs. Nevertheless, the evaluation team believes that this lack of collaboration has been an obstacle to achieving more in-depth and sustainable results.

We therefore recommend NDI to develop close partnerships with organisations that have complementary competences and approaches.

2.3 EFFICIENCY

This section will assess the extent to which the organisational structure, managerial support and coordination mechanisms have effectively supported the delivery of the programme. It is also dedicated to assessing the extent to which NDI was able to mobilise adequate technical expertise in the programme design and programme implementation. Finally, it aims to assess the monitoring system, with an emphasis on the extent to which it could generate information on performance that has been useful for measuring performance and taking critical decisions when necessary.

2.3.1 Efficiency of the organisational structure and coordination mechanisms

The organisational structure of the program was one of its greatest strengths. There are three elements that deserve our attention and explain the strength of the organisation. First, the involvement of the staff in Washington D.C. in the management of the programme, from the planning phase, during its implementation until the phase dedicated to the consolidation of results. The headquarters staff have played a leading role in the design and fieldwork of the baseline study, at the time of the mid-term review and in the development of the monitoring system. The fact that there has been no turnover of headquarters staff has allowed for the stability and continuity of support. The second important factor is that the coordination of the programme has been effective. The relations between the headquarters and Burkina Faso have been good and constructive, mainly because they were based on a clear definition of roles and responsibilities. Thus, even if some questions have triggered debates and intense confrontations of ideas, the field office has always made the final decisions on the strategies and major orientations given to the programme. Finally, the communication, the sharing of responsibilities and the coordination of work between the offices in Bobo, Fada and Ouagadougou have proven very efficient. The involvement of the offices in Bobo and Fada in the quarterly meetings reinforced the sense of belonging to the same organisation and the ownership of the various components of the programme by the entire staff.

There is, however, one aspect of the coordination that the evaluation team finds very odd: the fact that the annual reports are written in English by the staff of the headquarters in Washington D.C. This is common practice in organisations whose human resources in the field lack the ability to produce reports. This is, however, not the case for NDI in Burkina Faso. The evaluation team believes that, even though annual programme reports are based on the activity and monitoring reports produced by the Burkina-based NDI staff, this construction contributes to a loss of information, affects the quality of the annual narrative reports and should trigger NDI to question the relevance of such a practice.

We therefore recommend NDI to:

- increase the responsibility of the Ouagadougou office in drafting the annual reports:
- produce annual reports in French

2.3.2 Quality of the technical expertise

Another major strength of the programme was its ability to mobilise technical expertise of high quality. This is in particular the case for the management of the programme based in Ouagadougou. The evaluation team had the opportunity to have many discussions with the Representative of Burkina NDI and the Programme Director. These exchanges demonstrated the quality of their thinking, their detailed knowledge of every aspect of the programme and their willingness to develop innovative approaches. The most striking point is perhaps their desire to produce results and to demonstrate the contribution of NDI. Moreover, in the opinion of many stakeholders and external resource persons met by the evaluators, the Representative has played a crucial role in the success of the programme in Burkina Faso. Her legitimacy, due to her past as a known civil society activist in Senegal, and also her parliamentary life, her knowledge of political processes and her commitment to the programme are praised by all stakeholders.

The technical expertise of the staff employed in Burkina Faso is another strong asset of the programme. The evaluation team identified a number of recurrent characteristics among the staff. First, they all are very familiar with the project or the topic they are responsible for, and they are able to provide relevant answers to the questions asked. They defend their work, but also demonstrate a sense of self-criticism and do not hesitate to highlight the limits and fragility of the results. They also have a very detailed knowledge of the socio-cultural environments in which they work. Finally, they are present and active on the ground. The evaluation team was able to collect a significant amount of evidence demonstrating their availability and commitment to work and support given to the beneficiaries.

NDI, moreover, manages to mobilise external resources that have helped improve the quality of the programme. The consultants recruited for the training of female municipal councillors and to facilitate the series of workshops with the civil society coalitions and / or with political parties have been particularly appreciated by the beneficiaries. The pedagogical methods and tools used, mainly oriented towards the immediate use of practical skills, and well adapted to the needs and abilities of the participants, have con-

tributed to an effective transfer of knowledge. Moreover, the fact that these consultants were almost all from the sub-region has strengthened their legitimacy.

2.3.3 Performance of the monitoring system

NDI has used this programme to develop and test an ambitious monitoring system. It is based on the desire to collect and analyse information at different levels:

- On each activity implemented
- On the level of achievement of each intermediary result
- On the level of achievement of each specific objective

The monitoring system is centred on the development of individual and collective responsibility, involving the entire staff of Burkina Faso and parts of headquarters. The Programme Officers complete a form for each activity performed. The information is then collated by an employee in charge of monitoring at the Ouagadougou office, who enters the information in the database. All information about the programme is available to all invited staff, NDI using a data sharing system based on internet (Smartsheet) allowing everyone to work on the database and share information regardless of where he/she is. The program database and data entry is managed by the Programme Director, and they are moreover discussed at quarterly meetings involving all staff in Burkina Faso. This exercise is important insofar as it helps distinguish what is important and what is less so, but also as it allows a regular analysis of the level of achievement of results. Written minutes of each meeting are used to support the preparation of quarterly reports that are sent to headquarters. These quarterly reports are then used as the basis for the drafting of annual reports.

The performance of the monitoring system is mixed. On the one hand, it is important to emphasise its systematic use by NDI. Many efforts have, indeed, been made to convey to the entire staff that it is a relevant and indispensable tool for the programme. These efforts have been geared towards a collective ownership, but also towards recruiting competent staff for data entry. The organisation of the monitoring system, which is based on staff accountability and regular data analysis, is relevant. However, the system suffers from a lack of performance for two main reasons. First, only quantitative information is collected and entered into the database. Moreover, all the efforts to analyse the quantitative raw data, which aim to provide a qualitative dimension to the activities, to their direct results and to their longer term effects hardly appear in the reports produced by NDI.

This weakness is difficult to understand. The evaluation team was not able to collect sufficiently clear evidence to enable it to draw definite conclusions about the reasons that might explain this flaw. This is not because NDI does not collect the data: they are available in large quantities. This is not because NDI is not analysing the data. The interviews with the team in Burkina Faso and in Washington D.C., as well as reading some minutes from the meetings, show that regular analyses are made and that they are of high quality. The only hypothesis that seems plausible to explain this weakness brings us back to the difficulties encountered by NDI to integrate the empowerment model in the theory of change of the programme. If NDI had changed its logical frame-

work to adapt to the three-dimensional model and its three levels of results, then it is likely that the monitoring system would have performed better.

We therefore recommend NDI to further improve its monitoring system through:

- allowing the collection of qualitative information in the database;
- more closely connecting the database with the theory of change of the programme

The other dimension of the monitoring system worth analysing is its cost. Following-up on a request from the evaluation team, NDI has done a broad estimate of the costs related to monitoring the programme (see table 4).

Table 4: Costs related to the monitoring system

Item	Description	Time-Frame	Amount (in USD)
Baseline Study	Travel, in-country time, communication, supplies and expenses of NDI headquarters staff who conducted the study	May 2009	\$37,200
Internal Mid-term Evaluation	Travel, in-country time, communications, supplies and expenses of NDI headquarters staff who conducted the study	December 2011	\$85,500
Social Network Analysis	Travel, in-country time and expenses of NDI headquarters staff who conducted the study	March 2014	\$8,600
M&E System Development and Strengthening	Travel expenses and in-country and D.C.-based time of NDI staff and consultants engaged to develop or strengthen and train staff	August 2010 - June 2012	\$41,100
System Maintenance and Use	Salaries NDI Burkina Faso M&E staff, and D.C. Programme Management staff (2% of total)	February 2009 - July 2014	\$219,000
Total Monitoring		February 2009-July 2014	\$391,400
Total Programme budget			\$7,155,330
Percent of Programme Budget			5,5%

Sida and other donors expect their partners to develop performing monitoring systems in order to report on results. NDI's experience highlights some important elements on that matter. Firstly, the costs related to a monitoring system consist of salaries and activities. This statement might sound obvious, but it is worth mentioning. In NDI's case,

salaries accounted for around 60% of the total monitoring costs. It corresponds to the time NDI management and programme staff have dedicated to the maintenance and use of the monitoring system, the data collection conducted by NDI Burkina Faso programme officers, the oversight and guidance on the system provided by NDI Burkina-based directors and D.C. staff, as well as the analysis of the data produced. Secondly, the costs related to the monitoring system amount to around 6% of the total budget of the programme. It is difficult to comment on this percentage, as the evaluation team does not have any relevant reference data to compare it to. However, the share of salaries dedicated to monitoring indicated by NDI (2% of the total) seems to correspond to the time actually spent in collecting and analysing data, and the expenses related to the different monitoring activities are not overestimated. A first preliminary conclusion might then be that if donors expect their partners to report on results, donors should also accept their partners to allocate a significant proportion of their total programme costs to monitoring.

Lesson to be learnt by Sida:

If Sida expects its partners to report on results, Sida should also accept its partners to allocate a significant proportion of their total programme costs to monitoring.

2.4 SUSTAINABILITY

The section dedicated to the sustainability of the programme will address three main issues. It first enquires whether NDI was able to put in place appropriate processes or mechanisms to support the sustainability of programme results. It also analyses the exit strategy/approach prepared by NDI to ensure post-programme sustainability. Finally, it presents the main challenges to the continued sustainability of programme results.

2.4.1 Exit strategy and mechanisms to support the sustainability of results

The questions related to the exit strategy and to the mechanisms to ensure the sustainability of the results obtained are closely related. NDI has not prepared a specific document that qualifies as real exit strategy. However, NDI has developed a general approach that resembles what could be its exit strategy. NDI does not intend to remain indefinitely in Burkina Faso, and various documents (project proposal, baseline studies, mid-term review) show that the organisation did not plan to put in place a structure that would take over after its departure from Burkina Faso. The priority for NDI is to strengthen a series of mechanisms that are internal to the Burkinabe society and that would be natural vehicles to continue the work started by the programme. Even though this strategy appears highly relevant, it would gain strength if it was supported by a document explaining how NDI intends to evaluate the strength of these internal mechanisms. This document will also, at some stage, guide NDI's decision to pursue or terminate its mission in Burkina Faso.

We therefore recommend NDI to develop an exit strategy document.

2.4.2 Challenges to the sustainability of programme results

The evaluation shows that the programme has achieved very significant results. However, the evaluation team believes, and it seems that this sentiment is shared by NDI, that these results are extremely fragile. This does not call into question the relevance or the effectiveness of NDI's work, but rather reflects the weight of the constraints imposed by the social, economic, cultural and political environments in which the programme is implemented. This section highlights three main challenges to the sustainability of programme results.

i. Challenge 1: the large dependency on external financial support among CSOs

NDI's work with civil society coalitions has achieved remarkable results. Interviews with these coalitions, however, show that they still rely heavily on financial support from NDI, and also on the catalytic role it played. CSOs do not have enough own resources to conduct field studies, and they are still struggling to raise funds from other donors potentially interested in their work.

ii. Challenge 2: the power of engendered social, cultural and economic norms in the Burkinabe society

Almost all interviews conducted for this evaluation showed the depth of the social, cultural and economic constraints on women. NDI's approach, which in a nutshell consists of saying that these constraints should not be an obstacle to women's involvement in public life, is highly relevant. We have already pointed out that the level of illiteracy was an obstacle to achieving greater results. At the same time, NDI has managed to convince women that their illiteracy should not discourage them from engaging in politics or creating local development projects. However, despite the presence of indicators of change, unequal gender norms persist. It is not possible to change these norms in such a short timespan, and this should be a strong argument in favour of a continuation of this programme.

iii. Challenge 3: the weight of bad governance and of the uncertain political climate

We have seen that the work focusing on developing the capacities of political parties, councilwomen and/or parliamentarians has led to tangible results. These results are, however, counteracted by daily governance practices that favour short-term political interests of actors, more or less powerful, but desperate to protect or strengthen their power position. Interviews with external resources have highlighted the complexity of the political situation in Burkina Faso. On the other hand, the political establishment has locked the system, each reform being controlled by the majority party. There has been no renewal of the political class, but rather a recycling. All concessions that the political power seem to make are turned into its own profit. Every change that seems acquired is quickly challenged, as it was the case with the law on quotas that was deprived from its constraining elements. As one interviewee put it, "*each result, each improvement in the governance system becomes a challenge for the future.*"

We therefore recommend Sida to help NDI secure funding for a continuation of this programme by:

- **Facilitating access of NDI management to other donor agencies present in Burkina Faso;**

- **Sharing the results of the programme with other donor agencies present in Burkina Faso;**
- **Spreading the evaluation report to other donor agencies present in Burkina Faso.**

2.4.3 Results likely to remain

It is always difficult to speak with certainty about the durability of the results of a development programme. This is especially true when these results are fragile and when the programme is implemented in an unstable environment. However, the evaluation team was able to collect numerous and strong evidence on some results, which allow us to think that they are likely to remain after Sida's support ceases.

- **The quota law**

It is unlikely that the current political power or a possible new government will question the law in the coming years. It is desirable that it is amended in order to reintegrate all the constraining elements it contained in its original version, but the law is not likely to be abrogated.

- **The involvement of female councillors in their communities**

It is clear that the commitment of female councillors in their communities cannot be attributed to NDI's programme alone. First, because some of these women were active before the arrival of the programme, but also because some villages have benefited from the support of other development interventions. However, NDI's programme has contributed to strengthen mechanisms of women's empowerment in villages and peri-urban areas. Although the effects are still limited, the acceptance of public speaking by women and their commitment to promote the needs of their families and/or of their communities seem to be sustainable results.

- **The presence of women and youth in political parties and municipal councils**

Even if their situation is still fragile and their influence limited, especially in positions of power and decision-making, the increasing engagement of women and youth in politics seems irreversible. It also seems truer for women than for young people. The pressure exerted by the international community through multiple programmes focusing on gender issues also contributes to the likely sustainability of this result.

- **Social accountability mechanisms at the grassroots**

The evaluation team found that the social accountability mechanisms were anchored among beneficiaries and service providers. The level of autonomy of COGES leads us to believe that the conditions are met for these structures to be sustainable.

- **CEDAW Coalition**

The Burkina Faso CEDAW Coalition formed in the early stages of the programme has been recognized by national and international government and non-governmental institutions, and is likely to continue its advocacy and research related to the implementation of the convention. It is likely that the sub-national structures the coalition has begun to establish in several regions will continue to support this work at the regional level.

- **Women's Leadership Initiative Committee**

This committee is the result of several different initiatives under the programme initiated by women leaders from political parties and civil society organizations to promote women's political participation. Formed through the initiative taken by the women themselves, the committee shows much promise as a platform for continued collaboration and collective action, bridging party and organizational boundaries by women on behalf of women.

3. Conclusion and Recommendations

This evaluation highlights the high overall quality of NDI's programme in Burkina Faso. This quality is linked to a series of technical, human, organisational and managerial capacities. NDI's programme is primarily well thought-through. It is relevant in relation to the Burkinabe context, and it has adapted to the erratic nature of public policies in the country. It is, likewise, consistent with the various thematic and regional strategies of the Swedish cooperation.

The programme relies on a commendable effort to use theories and models explaining the nature and stages of social change processes, particularly those related to empowerment of women leaders at national and local levels. It is built on the control over and the systematic use of a number of programme management tools, which is its great strength. These include systematic use of baseline studies before each intervention, analysis of the needs of each target group, monitoring of each activity on the ground and of commitments made by partners and/or target groups.

Moreover, the training sessions provided for different target groups are never ad hoc, but well structured over time. They are based on innovative teaching approaches and on a transfer of practical knowledge. They consist of repetitions of the same topics until participants acquire the knowledge transmitted and of real life simulations and / or role-play. The programme has informally used a fairly comprehensive approach to capacity development oriented towards three main levels: individual (transfer of specific skills whose needs have been previously identified), organisational (especially with political parties as organisations) and institutional (willingness to change the cultural, social and economic norms which are an obstacle to the participation of women in positions of power in the Burkinabe society).

In addition, NDI has been able to mobilise external human resources of high quality, and this is particularly true for trainers recruited. NDI has also been able to take the time necessary to identify the most appropriate local partners to implement a large part of the programme. Finally, the approach consisting of making local partners and beneficiaries aware of their responsibilities has been very relevant and effective.

The quality of this programme is also linked to the organisation set up by NDI. The competence and commitment of the staff in the offices of Ouagadougou, Bobo, Fada and at headquarters have contributed to the development and implementation of the programme approach. The desire to produce results, the fact that NDI is considered as impartial by all political and civil society actors in Burkina Faso, as well as its role as catalyst are all factors contributing to the achievement of results. Finally, the Representative of NDI in Burkina Faso has played a key role in the success of the programme. Her legitimacy, due to her past as a known civil society activist in Senegal,

but also her parliamentary life, her knowledge of political processes and her commitment to the programme are praised by all stakeholders.

The evaluation also shows that the results are most palpable when a number of conditions in the external environment are met. The institutional context, which is in many ways a constraint, is however characterised by a particular focus on gender issues. Among the other determining factors, the presence and commitment of one or more agents of change, favourable to the transformation of social and cultural norms, as well as the legitimacy of local partners in civil society, have all played a crucial role. Similarly, the presence of quality human resource involved in the implementation of the programme (municipal councillors, mayors) determines the degree of recorded changes. Finally, the collaboration with Sida, which has been marked by flexibility, quality of dialogue and monitoring, as well as the duration of funding, has contributed greatly to the effectiveness of the programme.

NDI's programme in Burkina Faso is, however, also characterised by a few weaknesses, by certain aspects of the work that require more in-depth reflection. Thus, NDI has relied on a model defining the different levels of women empowerment but has not fully adapted it to the theory of change of the programme. The chain of results remained almost unchanged during the implementation of the programme when it should have integrated the access, agency and achievement dimensions. This weakness does not affect the content of work, as the programme staff integrates these dimensions in its quarterly reflections, but it has negative implications on the value of narrative reports that do not reflect the quality of work performed.

Moreover, NDI does not use its monitoring system to collect qualitative information, which limits its effectiveness, quantitative data having some meaning only when they are explained and put into perspective. In addition, the publication of annual narrative reports in English and the fact that they are not translated, while the programme is implemented in a francophone area, does not allow full ownership of the work of NDI by its partners. Finally, NDI has worked very weakly with other organisations whose programmes are complementary, which has been an obstacle to the potential scaling-up of achievements.

Lessons to be learned by Sida/Sweden:

- Granting programme funding over a period of 5 years, together with a rigorous and regular monitoring of partners' work in the field and being flexible in the use of funds when the partners' requests are justified allow to increase the probability of achieving results.
- Planning, at the very onset of a programme, for earmarked resources dedicated to consolidating programme achievements at the end of the contract period increases the probability of highlighting the effectiveness of development aid and of Sida's contribution.
- If Sida expects its partners to report on results, Sida should also accept its partners to allocate a significant proportion of their total programme costs to monitoring.

Recommendations to Sida:

The evaluation team recommends Sida to help NDI secure funding for a continuation of this programme by:

- Facilitating access of NDI management to other donor agencies present in Burkina Faso;
- Sharing the results of the programme with other donor agencies present in Burkina Faso;
- Spreading the evaluation report to other donor agencies present in Burkina Faso.

Recommendations to NDI:

The evaluation team recommends NDI, in the next planning phase of the programme, to:

- adapt its theory of change to the three-dimensional model of empowerment;
- clarify its different levels of accountability in achieving programme results
- develop a strategy document aiming at explaining its approach to capacity development and clearly showing the links between capacity development and empowerment.
- develop a partnership with one (or more) organisations specialized in adult literacy in its work with councilwomen
- consider targeting male councillors in its future work with municipalities
- create clearer links between the different components/objectives of its future programme in order to increase its leverage
- develop close partnerships with organisations that have complementary competences and approaches
- increase the responsibility of the Ouagadougou office in drafting the annual reports:
- produce annual reports in the French language
- further improve its monitoring system through:
 - allowing the collection of qualitative information in the database;
 - more closely connecting the database with the theory of change of the programme
- develop an exit strategy document

Annex 1 – Glossary⁴

Access: According to Kabeer, access is “the medium through which agency is exercised [and resources are] distributed through the various institutions and relationships in society.” In the Burkinabe programme context, resources are not simply material but representative resources that provide women leaders with access to decision-making power and influence, and informational. At the local level, in addition to elected office, access to resources includes the democratic space where local women can discuss their needs, build solidarity and mutual support, and strategise on how to create positive change in their communities.

Agency: According to Kabeer, agency “*implies not only actively exercising choice, but also doing this in ways that challenge power relations.*” In the Burkinabe programme context, *agency* includes the actions taken by women MP s in promoting gender-sensitive policies, programmes and budgets under the CEDAW and in the effort to reduce poverty. *Agency* also includes women CSOs’ participation in anticorruption networks and initiatives that promote government transparency and social accountability for the use of public resources. At the local level *agency* is seen as the actions taken by councilwomen in advancing the concerns of women in the local development planning process, as well as increasing local female citizens’ participation and influence in community decision-making processes. Lastly, *agency* within the Burkina Faso programme includes local women and CBOs’ monitoring the quality and delivery of public services to women.

Achievement: According to Kabeer, achievement is “the extent to which [women’s] potential is realized or fails to be realized; that is, to the outcomes of people’s efforts.” In the Burkina Faso context, women leaders’ use of representative resources and agency is expected to achieve changes in legislation, policies, programmes, and budgets relevant to the implementation of CEDAW and the effort to reduce poverty. In addition, achievement includes the generation and institutionalisation of gender-sensitive data and information for ensuring that the differential impacts of policies, programmes and budgets on women can be monitored, and that women’s needs continue to be visible at the national level.

Base-line study: An analysis describing the situation prior to a development intervention, against which progress can be assessed or comparisons made.

⁴ See Glossary of Terms in Evaluation and Results-Based Management, OECD-DAC, 2010 and Kabeer, Naila. *Gender Mainstreaming in Poverty Eradication and the Millennium Development Goals: a handbook for policy-makers and other stakeholders*. London: Commonwealth Secretariat, 2003.

Effectiveness: The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.

Efficiency: A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.

Indicator: Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of a development actor.

Monitoring: A continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds.

Outcome: The likely or achieved short-term and medium-term effects of an intervention's outputs.

Outputs: The products, capital goods and services which result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.

Relevance: The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.

Results Chain: The causal sequence for a development intervention that stipulates the necessary sequence to achieve desired objectives beginning with inputs, moving through activities and outputs, and culminating in outcomes, impacts, and feedback.

Results-Based Management (RBM): A management strategy focusing on performance and achievement of outputs, outcomes and impacts.

Triangulation: The use of three or more theories, sources or types of information, or types of analysis to verify and substantiate an assessment.

Annex 2 – Terms of Reference

Date: 2013-10-22

PLUS number: 72600884

Burkina Faso is one of the world's poorest countries, with major social problems. Illiteracy is widespread, infant mortality rate is high and life expectancy is 55 years. The country's democracy is still fragile but has made progress over the past decade, while the position of women has slowly improved and the proportion of children in school largely increased, from 45 per cent in 2002 to 79 per cent in 2011.

Sweden is ranked, so far, the 10th donor in Burkina Faso with a total volume of disbursed aid amounting to USD 235 million between 2001 and 2012. In December 2012, the Swedish government decided to phase out its bilateral development cooperation in Burkina Faso by 2016, in line with its aid concentration policy. The same focus areas than in the Swedish development cooperation strategy for Burkina Faso 2004-2006, prolonged to 2012, are guiding the disengagement process:

- i. poverty reduction and sustainable economic growth
- ii. democratic governance and social development
- iii. sustainable development of natural resource sectors.

Capturing with an external eye what have been the added value and the outcomes of Sweden's main and long-term partners in Burkina Faso is an essential component of the disengagement plan in order to be able to aggregate results and report them back to the Burkinabe and Swedish peoples and authorities before the bilateral cooperation is completed.

The National Democratic Institute (NDI) helps non-profit and non-profit seeking civil and political leaders in building democratic institutions, observing general elections, guiding and advising political parties in their organisation, working for popular political engagement, helping countries design professional legislation and increasing the participation of women in politics.

NDI in Burkina Faso helps women leaders work more effectively for women's rights, poverty reduction and good governance. In one initiative, NDI supports a coalition of women's organisations monitoring the implementation of the international Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

NDI also helps members of parliament (MP) – both women and men – deepen their understanding of issues of importance to women to be able to better respond to the needs of constituents. Ahead of the 2012 legislative elections, NDI worked with women aspiring to national or local office to become viable candidates, and, with those who were selected as candidates, on how to run a winning campaign.

NDI also provides ongoing training on municipal council administration, the decentralization process, public speaking and the roles and responsibilities of local councillors to women councillors.

Through funding from the United States Agency for International Development (USAID), NDI helped members of *Burkindi*, a multiparty, anti-corruption legislative network, draft a bill that seeks to address the shortcomings in the legal framework currently in place to fight corruption in Burkina Faso. Through another USAID program, NDI worked with young people from civil society and the major political parties to assist the youth to strengthen the leadership, organisation and communication skills of these potential leaders to help them participate actively in the elections and act as active and positive political forces.

In 2009-2011, NDI received funding from USAID to strengthen political parties' internal communications and strategic planning processes, with the aim of improving their participation in local government. To enhance Burkinabe political parties' inclusiveness and engagement with citizens, NDI conducted a program funded by the Embassy of the Netherlands during that same period that assisted parties in developing policies that address citizens' needs, strengthened parties' external communication skills and empowered young women to more effectively engage in politics.

Objectives of NDI's current Sida-funded program

To enhance the capacity of Burkinabe women to represent women's interests and to lead more effectively in poverty reduction and good governance NDI, with 49 million Swedish Crowns (SEK) in funding from the Swedish International Development Cooperation Agency (Sida), launched a program in March 2009 with the following objectives:

- to empower women leaders at the local and national levels to more fully represent the interests of women;
- to enhance the capacity of women leaders at the local and national levels to work more effectively to reduce poverty; and
- to enable women leaders at the local and national levels to promote greater accountability and responsiveness from political parties and government.

NDI conducted a mid-year review of this program in 2012. A previous Sida-supported 3 year project of NDI, *"Strengthening Women's Participation in Political and Decentralization Processes,"* was evaluated at its final stage in 2008.

In September, 2013, Sida granted NDI a no-cost extension of the program through July 2014. NDI plans to largely complete the program work-plan for 2013, its final year of full program activity. Between January and April 2014, NDI will focus on completing a few key activities that it cannot complete in 2013. These will include final activities involving the National Assembly which has had limited availability to participate in the program the final quarter of 2013, and engagement with program partners to facilitate the consolidation of program results and to prepare partners to sustain program achievements, and to capture valuable lessons learned from the program experience. The objective of the evaluation of NDI's program financed by Sida in Burkina Faso is to assess the program against the DAC Evaluation Criteria (relevance, effectiveness, efficiency, impact and sustainability, see the following link:

<http://www.oecd.org/dataoecd/15/21/39119068.pdf>). More specifically it should ascertain results (output, outcome, impact) and assess the effectiveness, efficiency, relevance and sustainability of a specific development intervention; provide findings, conclusions

and recommendations with respect to a specific development intervention, strategy or policy in order to draw lessons for future design and implementation.

The evaluation is undertaken at the close of the current NDI program, after almost 10 years of partnership between NDI and Sida in Burkina Faso, and at the critical time when Sweden is closing down its bilateral cooperation in this country and shall document its outcomes and added value. The length of this partnership is quite uncommon for NDI, which is eager to learn about the benefits of receiving a contribution with a longer-term timeline than usual. The purpose of the evaluation is therefore to confirm the results achieved by NDI and Sida through this contribution, identify implementation problems and challenges that affected program results, and provide actionable and strategic recommendations that will feed into Sida's final analysis of its bilateral cooperation in Burkina Faso. NDI will confirm or adjust future strategic options in Burkina Faso or elsewhere by learning *inter alia* from this experience.

Specifically, the evaluation will:

1. Evaluate the success of the program in achieving its three objectives and as relevant to the evaluation criteria outlined below;
2. Identify obstacles to implementation and analyze how effectively the program responded;
3. Assess strengths and deficiencies in the design and implementation of the program;
4. Assess how well the program leveraged emerging opportunities; and
5. Provide specific recommendations to inform future program interventions.
6. Provide visuals and briefing note about the program that both NDI and Sida will be able to use to communicate externally.

The whole program of NDI supported by Sida with 49,000,000 SEK between 1 March 2009 and 31 December 2013 should be evaluated, and if possible exit activities undertaken during the agreed no-cost extension of the program that is granted until 31 July 2014.

The evaluation should cover the geographical scope of the program and all its target groups, through first hand observations by evaluators of program sites and through interviews with program stakeholders, and based on analysis of reliable and verified second hand information. NDI has established offices in three geographic locations – Ouagadougou, Bobo Dioulasso, and Fada N’Gourma – to reach communities in the east, west and central part of the country. NDI uses these three offices as a base from which to work in 20 communes – both urban and rural. The evaluation will analyse how the program impacted its target groups and partners. Since the inception of the program, NDI has worked with multiple partners at both the national and local level:

- Elected officials:
 - Local women councilors in 20 communes on leadership skills and community development initiatives; and municipal councils in 20 communes on gender responsive budgeting;
 - Members of two parliamentary committees (Employment, Social and Cultural Affairs (CEASC) and the General Institutional Affairs and Human Rights Committee (CAGIDH)) on their capacity to oversee the government's human rights, health and education policies.
- Political parties:
 - At the national level on developing strategic plans to incorporate women;
 - At the local level on women party members' leadership skills.

- Civil society organisations (CSOs):
 - At the national level on the: monitoring the implementation of the Convention on the Elimination of Discrimination Against Women (CEDAW); monitoring the implementation of the quota law; distributing birth certificates to women prior to the 2012 elections; including gender in anti-corruption efforts; and advocating for increased funding for maternal health;
 - At the local level on the promotion of government accountability in three targeted communes.
- Women candidates ahead of the 2012 legislative and local elections; and
- Other partners such as the Ministry of Women's Affairs on developing a strategic plan for data collection for the government's CEDAW reports.

The evaluation includes as well an analysis of NDI's organisational set-up and partnerships for implementing the program and their effectiveness, in view of the policy and institutional context in Burkina Faso during the period.

It is expected that the evaluation captures the coherence and complementarity of other interventions of NDI in relation to the Sida-supported program. The present evaluation should assess to which extent the findings, conclusions and recommendations of previous evaluations have been taken into account. The Consultant(s) will have to include at least one person from West Africa on the team, and select one person to be the team leader and the contact person with Sida.

NDI and Sida will designate two persons in Ouagadougou to establish a reference group for the evaluator to turn to for ensuring a smooth process and achieving the goal of the evaluation. NDI will designate one of its staff members and Sida will designate one of its staff members. NDI may furthermore identify a focal person within its team in Ouagadougou to facilitate contacts and field movements of the evaluator.

NDI and Sida will work toward finding consensus regarding the reports proposed by the evaluator prior to approving them. They will coordinate their communication with the evaluator.

NDI is tasked to provide the evaluator with the original and subsequent, revisions as applicable, of program documents, reports and audits, while Sida is tasked to provide the evaluator with documents related to its bilateral development strategy and reports, agreements, assessments memos on NDI program, Swedish development policies and relevant manuals.

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.

- A. The relevance of the objectives, plans, and strategies of the program
 - Assess the relevance of the program and its activities defined in the five year plan for 2009-2013, taking into account NDI's "Mid-Term Evaluation" from 2012, as well as the political context of Burkina Faso.
 - Was the program design appropriate for achieving the program's core objectives?
 - How coherent was the program in terms of how it fits in with the policies and programs undertaken by the government and other development / governance partners?

- Was the program design responsive, in the sense that it took into consideration the input and needs of key stakeholders, including relevant government bodies, the expected beneficiaries, and relevant civil society and grassroots organisations?
- Did the program benefit from available knowledge (for example, the experience of other similar programs in the area or in the country) during its design and implementation?
- Did program objectives remain relevant over the period of time required for implementation?

B. The effectiveness of the activities and strategies

- Did NDI mobilize adequate technical expertise in the program design?
- Was the design process participatory?
- Were specific efforts made to incorporate the lessons and recommendations from previous independent evaluations in program design and implementation?
- Did NDI take the initiative to suitably modify program design (if required) during implementation in response to any major changes in the context?
- Did NDI undertake the necessary follow-up to resolve any implementation bottlenecks?
- Has NDI been active in creating an effective partnership and maintaining coordination among key partners to ensure the achievement of program objectives?
- Has adequate staffing and program management been assured?
- Has an effective M&E system been put in place and did it generate information on performance and impact which has been useful for measuring performance and outcomes and taking critical decisions when necessary?
- To what degree is sufficient learning provided by NDI's monitoring and evaluation processes 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 NDI's CSO partners, including the Burkinabe Coalition for Women's Rights (CBDF), the CEDAW Coalition, the Quota Coalition, *Centre de Suivi et d'Analyses Citoyens des Politiques Publiques* (CDCAP), *Réseau national de lutte anti-corruption* (RENLAC), Africa Obota and the three local level CSOs?
- What were the advantages and draw-backs of the approach adopted by NDI including the choice of cooperating with selected local partners to provide technical support to newly elected local councillors and other target groups?

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

- To what extent have the objectives of the program and its components been attained both in quantitative and in qualitative terms? Outcomes have to be broadly assessed including both intended and unintended effects, also considering untargeted beneficiaries.
- How empowered are local and national women leaders in representing the collective interests of women in Burkina Faso as a consequence of the program?
- How empowered are local and national women leaders in promoting pro-poor, gender-sensitive policies, programs and budgets in Burkina Faso as a consequence of the program?
- How empowered are local and national women leaders in promoting greater accountability and responsiveness from governments as a consequence of the program?

- In particular, what changes in the overall context (e.g. policy framework, political situation, institutional set-up, economic shocks, civil unrest, etc.) have affected program implementation and overall results?
 - What tangible benefits/improvements have communities experienced as a result of involvement in NDI's program?
 - What resulted from the relatively long timeline of the program?
 - Could NDI's program reinforce and/or multiply effects of other Sweden-supported development contributions, in this sector and in other sectors, during the period and how? What lessons can be drawn from the potential evidence of synergies or lack of synergies?
- D. The efficiency of the program in comparison to alternatives
- Are there other means of supporting and enhance women's and other disadvantaged groups political participation?
 - Was the program implemented in a cost-efficient way?
 - What are the strengths and weaknesses of NDI's approach?
 - How well did the program respond to important developments in the program's context to circumvent obstacles or exploit opportunities?
- E. The sustainability of development effects resulting from the program
- Have appropriate processes or mechanisms been put in place to support the sustainability of program results?
 - Was a specific exit strategy or approach prepared and agreed upon to ensure post-program sustainability?
 - Are there any particular challenges to the continued sustainability of program results?

Conceptual Framework for Women's Empowerment

The methodology should utilize the evaluation framework outlined at baseline in which Burkinabe women's empowerment is defined along three dimensions – access, agency, and achievement.⁵

Access to Resources: Access is “the medium through which agency is exercised [and resources are] distributed through the various institutions and relationships in society.”⁶ In the Burkinabe program context resources are not simply material but representative resources -- party lists, elected office, leadership positions on committees and/or community forums -- that provide women leaders with access to decision-making power and influence. At the local level, in addition to elected office, access to resources includes the democratic space where local women can discuss their needs, build solidarity and mutual support, and strategize on how to create positive change in their communities.

⁵Kabeer, Naila. *Gender Mainstreaming in Poverty Eradication and the Millennium Development Goals: a handbook for policy makers and other stakeholders*. London: Commonwealth Secretariat, 2003.

⁶ibid

Agency: Agency “implies not only actively exercising choice, but also doing this in ways that challenge power relations.”⁷ In the Burkinabe program context then, agency includes the actions taken by MPs in promoting gender-sensitive policies, programs and budgets under the CEDAW and in the effort to reduce poverty. At the local level agency is seen as the actions taken by councilwomen in advancing the concerns of women, as well as increasing local female citizens’ participation and influence in community decision-making processes. Lastly, agency within the Burkina Faso program includes local women and CBOs’ monitoring the quality and delivery of public services.

Achievement: Achievement is “the extent to which [women’s] potential is realized or fails to be realized; that is, to the outcomes of people’s efforts.”⁸ In the Burkina Faso context, women leaders’ use of representative resources and agency is expected to achieve changes in legislation, policies, programs, and budgets relevant to the implementation of CEDAW and the effort to reduce poverty. At the local level achievement is seen as councilwomen’s success in improving services for local women and ultimately improving the quality of women’s lives.

Lessons Learned

This evaluation comes at the end of Sida’s and NDI’s partnership in Burkina Faso, initiated in 2005 and then continued with the present program in 2009. The evaluation has therefore to capture the highlights and main achievements of this long-term partnership and how having a long-term partnership positively influenced the outcomes of the program and the stakeholders involved either as target groups or program partners.

Sida is particularly interested in learning whether its support to NDI reinforced effectively its development cooperation strategy in Burkina Faso during this period.

The evaluation should as well recommend to NDI how to build on this experience to continue its work in Burkina Faso with alternative donors.

NDI and Sida are partners in other contexts and may increase partnership in the future. Therefore the evaluation should clearly identify in which way NDI is a strategic partner for Sida by highlighting its particular added value in relation to Sweden’s development cooperation priorities.

The evaluation shall be comprised of the following steps:

1. Propose an inception report detailing for NDI and Sida how the consultants will proceed in performing the evaluation. To be approved 3 working-days after reception.
2. Desk reviews of NDI and Sida documentation relevant to the program and Sida’s support to NDI. This would also include any special studies implemented in the course of the program, including the 2009 baseline assessment, the 2012 internal midterm evaluation, the 2012 Quota Coalition Electoral Assessment and the 2013 social network analysis of the CEDAW coalition.

⁷ibid

⁸ibid

3. Identify appropriate data collection and analysis methods, develop instruments and establish protocols for data collection and data analysis.
 4. In-country study in Burkina Faso, including key informant interviews and/or focus groups with program staff of the NDI Ouagadougou, Bobo-Dioulasso and Fada N’Gourma offices / resource centres; political parties; women (women candidates, elected women MPs and councillors and women party activists in the 20 targeted communes); male councilors in 20 targeted communes as well as male MPs from the CEASC and CAGIDH parliamentary committees; intergovernmental organisations: civil society organisations including NDI partners (CEDAW Coalition, Quota Coalition, RENLAC, CDCAP, CBDF, Africa Obota, and the three local CSOs) and other Sida partners like CGD and Diakonia; and donors and Embassies i.e. the selection of relevant organisations/actors to interview should be done in consultation with the Swedish Embassy in Ouagadougou and NDI’s field office.
 5. Assessment of the program against the DAC Evaluation Criteria and NDI’s objectives and anticipated results mentioned above, with attention to the program’s conceptual framework for women’s empowerment.
 6. Presentation of preliminary evaluation results at a meeting with Sida, NDI and relevant stakeholders.
 7. A restitution seminar with relevant stakeholders at the end of the evaluation process.
- 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 cooperation with NDI.

The evaluation will be undertaken between 17 February 2014 to the latest 27 June 2014.

Approximately 75 working days are calculated for the assignment. Travel to Burkina Faso is foreseen (field study, draft report presentation meeting, final restitution seminar), as well as contacts with NDI Washington.

- February 17: inception report, (to be approved by Sida and NDI within 3 working days);
- February 24-March 7: desk study document review;
- March 10-April 4: field study;
- April 7-May 16: writing of evaluation report;
 - o May 16: draft report sent to Sida and NDI and presented to Sida and NDI in Ouagadougou;
 - o May 30: comments from Sida and NDI to evaluator;
- June 13: submission of final report
- Sometime between 16 June and 27: one-day wrap up seminar in Ouagadougou with relevant stakeholders.
- A draft inception report not exceeding 6 pages should be sent to Sida Stockholm and the Swedish Embassy in Ouagadougou electronically as a Word document and in one hard copy to the Swedish Embassy in Ouagadougou. The inception report should include the evaluation strategy, the evaluation questions, the methodology to be used to collect and analyse data, as well as a timeline. The draft report should also be sent electronically to NDI. To be approved jointly by Sida and NDI within three working days after reception.
- A draft evaluation report not exceeding 35 pages (plus annexes), should be sent to Sida Stockholm and the Swedish Embassy in Ouagadougou electronically as a Word document and in one hard copy to the Swedish Embassy in Ouagadougou not later

than May 16, 2014. The draft report should also be sent electronically to NDI. The report should include:

- Executive summary of findings and conclusions
- Introduction with background to the evaluation
- Evaluation questions, methodologies and approach, scope, constraints and limitations
- Description of the program objectives evaluated
- Data collection & analysis based on criteria and findings
- Key findings and conclusions
- Annexes including
 - Terms of Reference
 - Timeline
 - Instruments and protocols
 - Databases
 - References, documentation etc.

In addition to the report, NDI and Sida should receive:

- Data collection and analysis instruments and protocols; and
- Raw and processed data.
- Visuals on the evaluation's key findings informing a meeting with the concerned parties (NDI, Sida and the Consultant(s)) to be held in Ouagadougou within two weeks from the date of reception at Sida and NDI of the draft report in order to discuss it.
- The final evaluation report should be sent to Sida in one hard copy not later than June 13, 2014. The final report shall also be sent to Sida's Africa Department 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 Template for Sida Evaluation Reports," highlighting recommendations in "Sida's Template for Management Response."
- Visuals for presenting the final conclusions of the evaluation in a restitution seminar with relevant stakeholders. These visuals shall be in the French and the Swedish languages so that they are accessible to Burkinabe and Swedish stakeholders.
- A brief note on Sida's and NDI's partnership, experience and outcomes in Burkina Faso ready for use by communicators.

The total costs of the evaluation shall not exceed 800,000 Swedish Crowns and are to be charged to Sida. This includes travel costs, accommodation, per diem, seminars. The Consultant(s) shall have documented experience of evaluations of development cooperation and demonstrated expertise in evaluation methodologies. The consultant shall also have 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 a must, including ability to hold or participate to meetings/seminars in French without translation as main speaker. The consultant will be responsible for overall evaluation design including a framework for the desktop review, finalizing evaluative questions and methodology and instruments for data collection and analysis; providing guidance, protocols and training to team members to ensure the quality of data collection and analysis; compiling evaluation components; and drafting the final report. The consultant will also be responsible for hiring, training and managing data enumerators for the field portion of the evaluation.

There should be two additional team members, including a gender specialist and a Burkina Faso governance specialist. The gender specialist would be responsible for acting as a resource for the desktop review; contributing to final evaluation questions and to the development and implementation of data collection instruments and analysis, preliminary findings and final report. The Burkina Faso Governance Specialist would be responsible for acting as a resource for the desktop review; contributing to final evaluation questions and to the development and implementation of data collection instruments and analysis, preliminary findings and final report. The Consultant(s) 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.

The evaluators must be independent of the evaluated activities and have no stake in the outcomes of the evaluation.

- *Stratégie suédoise d'aide au développement avec l'Afrique de l'Ouest 2004-2006 ; Stratégie pour une coopération suédoise au développement avec le Burkina Faso.*
- The Embassy's annual reports for 2009 to 2013.
- Documents related to the evaluated program: "*Enhancing the Ability of Women Leaders to Engage Effectively in Pro-poor Democratic Governance* (Contribution No. 72600884), including proposal narratives, budgets, work plans and logical frameworks (initial and revised), narrative and financial reports, audit reports, management response letters, internal baseline and midterm evaluation, and mid-program review documents.
- Sida's assessments of NDI program proposal and progress reports.
- Report of final evaluation of Sida-funded NDI project in Burkina Faso 2005-2008: "*Strengthening Women's Participation in Political and Decentralization Processes*."
- Sida's templates for evaluation reports
- Sida's template spreadsheet for management response
- Sida's manual on evaluation: "*Looking Back, Moving Forward*", 2nd edition.
- OECD's "*DAC Guidelines and Reference Series, Quality Standards for Development Evaluation*"

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Annex 3 – Inception Report

The Terms of Reference provide some background information on the programme to be evaluated. The ToRs outline and describe the rationale, purpose and scope of the assignment for the evaluation of National Democratic Institute's (NDI) programme 2009-2014 in Burkina Faso: *“Enhancing the ability of women leaders to engage effectively in pro-poor democratic governance”*.

The objective of the evaluation of NDI's programme financed by the Embassy of Sweden in Burkina Faso is to assess the programme against the OECD/DAC Evaluation Criteria. More specifically it should ascertain results (output, outcome, impact) and assess the effectiveness, efficiency, relevance and sustainability of the programme, provide findings, conclusions and recommendations with respect to a specific development intervention, strategy or policy in order to draw lessons for future design and implementation.

The evaluation is undertaken at the close of the current NDI programme, after almost 10 years of partnership between NDI and the Embassy of Sweden in Burkina Faso. Sweden is closing down its bilateral cooperation in the country and is therefore working to document its outcomes and added value. The length of this partnership is quite uncommon for NDI, which is eager to learn about the benefits of receiving a contribution with a longer-term timeline than usual. The purpose of the evaluation is therefore to confirm the results achieved by NDI and the Embassy of Sweden in Burkina Faso through this contribution, identify implementation problems and challenges that affected programme results, and provide actionable and strategic recommendations that will feed into Sweden's final analysis of its bilateral cooperation in Burkina Faso. NDI will confirm or adjust future strategic options in Burkina Faso or elsewhere by learning inter alia from this experience.

Specifically, the evaluation will:

1. Evaluate the success of the programme in achieving its three objectives and as relevant to the evaluation criteria outlined below;
2. Identify obstacles to implementation and analyse how effectively the programme responded;
3. Assess strengths and deficiencies in the design and implementation of the programme;
4. Assess how well the programme leveraged emerging opportunities; and
5. Provide specific recommendations to inform future programme interventions.
6. Provide visuals and briefing note about the programme that both NDI and Sweden will be able to use to communicate externally.

The assignment has started with a brief *inception period*, which had the purpose of developing the methodology and advancing the work plan, in order to ensure that the evaluation is appropriately focused on the needs of the users. This period has also

helped clarify the users, and their intended use of the evaluation. A desk review of the basic programme documents (NDI Programme Proposal, Baseline Study, Mid-Term Review, NDI's PMEP, Sida/Embassy assessments memos and decisions) has been undertaken. A series of inception meetings were held during this period:

- The Team Leader conducted a series of conference calls with Aminata Kasse, NDI's Senior Resident Director in Burkina Faso, and Dany K. Ayida, Programme Director.
- A videoconference with François Landiech, *Chargé de Programmes, Premier Secrétaire*, Embassy of Sweden in Ouagadougou on 20 February.
- Finally, a conference call with Linda Stern, Director of the Monitoring, Evaluation and Learning unit at NDI's Headquarters in Washington DC, on 25 February.

The proposed methodology has been prepared based on the analysis of the documents and on the content of the discussions with NDI and Embassy of Sweden/Sida who are the main users of the evaluation. This *inception report* provides an outline of the evaluation framework and is basis for the undertaking of the evaluation. The evaluation team welcomes any comments and suggestions that can improve the focus and particularly the usability of the evaluation.

Focusing the evaluation

The inception phase allowed the evaluator to focus the scope of the evaluation. The evaluators intend to use a Theory-Based Evaluation (TBE) approach to evaluate the NDI programme in Burkina Faso. What is TBE and why is it especially relevant in this context?

What is TBE?⁹

There is a large amount of literature dedicated to TBE. As a result, scholars, practitioners and evaluators have proposed a great variety of definitions of TBE. There are, however, some core features of the TBE approach that are recurrent and commonly agreed upon:

- It aims to answer not simply the question of what works, but also *why* and *how* it worked.
- It helps understand the relations between the programme, its outcomes and the contextual factors.
- It starts with defining (or using an already clearly stipulated) theory as the causal model or theory of change that underlies a programme.
- Moreover, more than simply defining a theory of change, the whole evaluation process is systematically dedicated to assessing it: the evaluation criteria aim to scrutinize and validate (or invalidate) parts of, or the theory of change as a whole.
- Finally, being issues led, it is, therefore, methods neutral.

⁹Some references will be included in the annex dedicated to the literature review of the final evaluation report

Why is TBE especially relevant for the evaluation of NDI programme in Burkina?

There are a series of favourable conditions for the use of TBE:

- The programme has clearly highlighted its theory of change;
- NDI implemented a baseline study at the early stage of the programme: it is possible to compare the indicators of reference to the ones obtained at the end of the programme;
- NDI has, moreover, developed and used an ambitious monitoring system throughout the implementation of its programme. There is, thus, a wealth of information that can be analysed and indicators of achieved (and non-achieved) results at output and outcome levels that can easily be verified;
- NDI has implemented a mid-term review of the programme, during which the level of achievement of each expected results has been scrutinised and recommendations aiming at increasing the probability that the programme would reach its expected results formulated;
- Finally, the Embassy of Sweden in Ouagadougou has already informed NDI that the programme would not be financially supported in the future, as Sweden is closing its bilateral cooperation with Burkina.

These favourable conditions and the fact that this evaluation is a final evaluation (from Sida's point of view) further reinforce the relevance of trying to draw conclusions and lessons learned from the experience of NDI in Burkina: why (and/or why not) and how changes have happened and not just whether they did or did not take place.

The TBE approach, which is visualized in the graph 1, is only appropriate if the evaluators are consistent in applying each evaluation criterion to the theory of change that underlies a programme. The following section will provide more details for each evaluation criterion, but it is important already at this stage to illustrate what a TBE entails for them.

- **Relevance:**

The relevance criterion is a very important important criterion when evaluating a programme, and using a TBE approach further strengthens its depth. The relevance criterion is, first, meant to assess the extent to which an intervention has taken into account the context in which it has taken place. In the case of the evaluation of NDI in Burkina, evaluating the relevance out of a TBE perspective means focusing on the appropriateness of the strategies and of the programme objectives in relation to the needs and priorities of the beneficiaries, on the extent to which they were feasible/realistic given the Burkinabe socio-cultural and political contexts.

The relevance criterion is also meant to focus on the logic of a given intervention, on its consistency. Assessing relevance means, thus, to evaluate the extent to which the activities and outputs of the programme are consistent with the attainment of its objectives. In other words, the evaluators will assess the extent to which the theories of change of NDI's programme were founded on solid grounds.

Finally, and beyond the two dimensions mentioned above, the relevance criterion is also meant to investigate the reactivity of an organisation and/or of programme management: to what extent and how did NDI take into account changes in the environment in which they intervened?

- **Efficiency:**

The efficiency criterion, in the context of this evaluation, will focus on assessing the extent to which the organisational and management set-up have effectively supported the programme and, thus, the implementation of its theories of change. The efficiency criterion is fundamental, as its analysis will provide important elements of answer as to *how* the programme achieved or not its results. In the context of this evaluation, the assessment related to the efficiency criterion is not a cost-benefit analysis, rather an analysis of the organisational structure and systems for achieving program results.

- **Effectiveness:**

The effectiveness criterion aims to assess the extent to which an intervention has achieved its expected results, especially at outcome level. As mentioned in the previous section, NDI has developed, and used throughout the implementation of its programme, a comprehensive monitoring system. The important amount of data available allow the evaluators to not only focus this evaluation on what has been achieved, which would only be a repetition of what is already presented in NDI's narrative reports (and in the mid-term evaluation report). They also provide an opportunity to understand *why* results have been achieved, to highlight the factors resulting from a series of interactions between the context and the implementation of the programme's theories of change. Assessing the effectiveness of the programme will lead to drawing lessons learned on how and why the theory translated into an empirical reality.

- **Sustainability:**

As Sweden took the decision to terminate its bilateral cooperation in Burkina, there will not be any opportunity for NDI's programme to be financially supported by Swedish funds in the near future. The fact that this evaluation shall be seen as a final evaluation (from Sweden's point of view) reinforces the importance of the sustainability criterion. From a TBE perspective, the focus will be on explicitly identifying which results are likely to remain, and which are not likely to remain, after Swedish funding and support ceases. It will also be important to assess the extent to which the Plan for Phasing Out Sweden's Development Cooperation with Burkina Faso 2013-2016 has contributed to strengthening the results. This analysis also will be helpful to NDI's understanding on which results the Institute can continue to build upon, and which ones might need additional support to become sustainable.

Graph 1: Visualization of a Theory-Based Evaluation and its Evaluation Criteria

NDI's Theories of Change (ToC)

In the early stage of the programme, NDI formulated three development hypotheses. Each hypothesis was based on the identification and the analysis of a core problem and of its causes. The problem analysis and the development hypotheses together logically led to the formulation of three specific objectives for the programme (See Table 1). This is the basis for the programme's ToC.

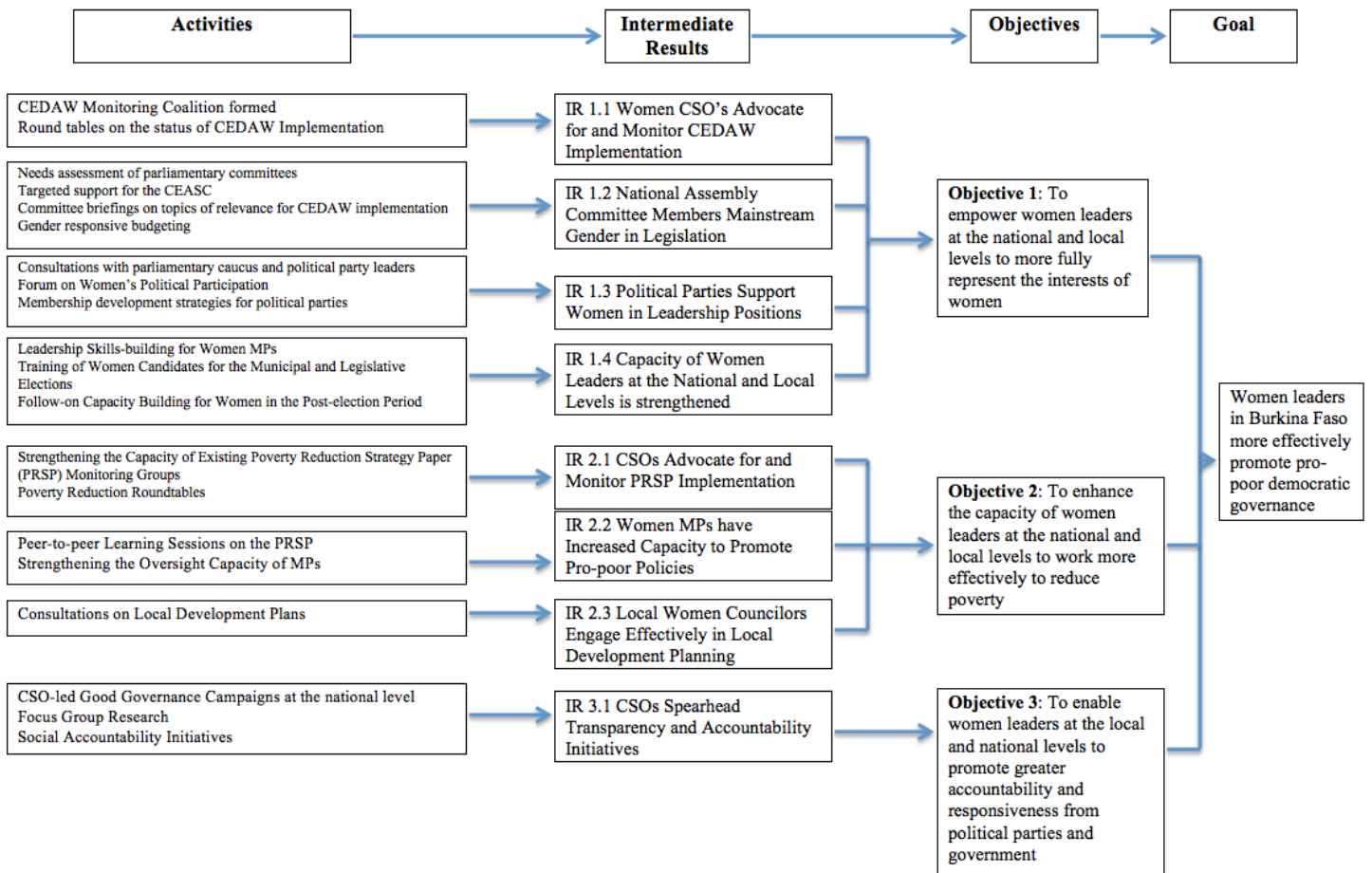
Table 1: From Problem Analysis to Programme Objectives

Problems	Development Hypotheses	Programme Objectives
Women Leaders at the local and national levels are not fully empowered to represent the interests of women in Burkina Faso	IF Women CSOs advocate for and monitor CEDAW implementation; AND National Assembly committee members mainstream gender in legislation; AND Political Parties support women in leadership positions; AND the capacity of women leaders and the national and local levels is strengthened;	Women leaders at the local and national levels will be empowered to more fully represent the interests of Burkinabe women.
Women Leaders at the local and national levels are not fully empowered to promote pro-poor policies in Burkina Faso	IF Women leaders at the local and national levels are more fully empowered to advocate for and monitor PRSP implementation; AND Women MPs have increased capacity to promote pro-poor policies; AND Local councilwomen engage effectively in local development planning;	Local and national women leaders will more effectively promote the reduction of poverty.
Women Leaders at the local and national levels are not fully empowered to promote accountability and responsiveness from political parties and the government	IF Women Leaders at the local and national levels are more fully empowered to promote gender sensitive social accountability and responsiveness from political parties and the government; AND CSOs spearhead gender-sensitive transparency and accountability initiatives at the local and national level,	Local and National women leaders more effectively promote gender-sensitive, good governance in Burkina Faso.

These development hypotheses have been further developed into a full-fledged pro-

gramme plan. Table 2 summarises NDI's logic of planning at the program's inception, and brings together the three development hypotheses into one single ToC for the whole programme.

Table 2: Programme Theory of Change



At mid-point, following an internal mid-term evaluation, NDI reoriented some of the activities initially planned and revised the three intermediary results and indicators under the second objective to respond to the changes in context that were beyond the program's control (e.g. the government's replacement of the PRSP process with the SCADD process). These changes are indicated in the program's current program monitoring and evaluation plan. However, the Institute did not reformulate the objectives of the programme.

On the donors' side, the main user of the evaluation is Sweden. As Sweden is terminating its bilateral cooperation in Burkina Faso at the end of 2016, this evaluation is an opportunity to reflect on some achievements that Sweden's support contributed to, but also on the sustainability challenges/risks related to closing down a programme.

For NDI, the evaluation is an opportunity to have an outside observer reflect on the organisational structure and capacity, the validity of its theory of change, the strategies, and on the accomplishments of the programme. The assessment is not only meant

to look backwards but also to use the findings, insights and lessons to inform other programmes.

Some other donors might, however, be interested in the final product. This evaluation might serve as a basis when deciding on their possible future commitments to this programme. The evaluation will also be an opportunity to provide evidence to potential donors and partners regarding the value of NDI as a partner.

Evaluation approach and methodology

General approach

This assignment integrates different methods. They are adapted to the various types of informants and information that the evaluation team believes are necessary to approach and to collect. A detailed (yet, still under development) evaluation Matrix is attached as an annex to this report. We propose to incorporate a mix of two key methods that will allow us to analyse the information in a variety of ways:

- **Analysis of the available documentation.** Analysis of all relevant documents provided by NDI (proposal, narrative reports of the programme as a whole and of each specific projects, publications related or not to the projects, capacity building/empowerment material, advocacy campaigns' documents), analysis of documents provided by Embassy of Sweden (assessment memos, decisions, communication between Embassy of Sweden and NDI, exit strategy), analysis of documents provided by organisations that NDI has been interacting with.
- **Interviews.** The evaluation team intends to use different interview techniques, depending on the type of information that needs to be collected.
 - *One-on-one interviews with key informants.* This method will be used with NDI staff in Burkina (Ouagadougou, Bobo and Fada) and in Washington DC (through a series of conference calls), and with representatives from institutions that NDI tries to influence (MPs, Officials from several institutions such as the *Commission Électorale Nationale Indépendante* (CENI). As mentioned in the following section, key informants who do not belong to NDI staff have been selected in function of the type of information that the evaluation team needs in order to assess the relevance, the effectiveness and the sustainability of the programme. The one-on-one interviews will be conducted using a mix of forced-choice questions (mainly aiming at clarifying the role of the informant in NDI programme or specific activity) and of open-ended questions aiming at collecting the perception of the informant on the strategies used by NDI and the possible effects the intervention has had on his/her organisation or on the process he/she participated to.
 - *Focus Group Interviews (FGI).* This method will be used with NDI staff in the Ouagadougou office and mainly with the beneficiaries of the programme. The FGI will be conducted using open-ended and one-dimensional questions that allow the respondents to elaborate on the questions and build on each other's answers. This method will mainly be used to assess the relevance of NDI interventions and the effectiveness and sustainability of the programme. For these three purposes, a set of questions aiming at collecting relevant information will be prepared. Both one-on-one interviews and FGI will use

semi-structured questions. Departing from prepared sets of questions, the evaluation team will also let the respondents talk about what is important to them, for instance in terms of MSC. This approach, which sometimes allowed the interviewees to bring in aspects or issues other than those planned by the evaluators, has proven very useful to add qualitative information to purely structured interviews.

- *One-on-one interviews and/or FGI with selected resource persons.* The evaluation team intends to mobilise its network in Burkina to triangulate the information collected during the field work. This network consists of reliable individuals with a solid academic background and a deep knowledge of the political and socio-cultural dynamics in the country.
- *Validation workshops.* Another tool to be taken into consideration when doing triangulation of findings, could be organising so-called *validation workshops*: In order to obtain information from a group (be it large or minor), we may consider organising one or more workshops to validate collected findings from the field part of the evaluation mission. The workshop/s can be organised in different ways as well as the audience will be defined according to the needs. However, we intend to ensure that it is participatory and interactive by using the appropriate tools. The evaluation team suggests using an Outcome Harvesting approach during these workshops. The team does not intend to depart from the three objectives of NDI's programme but will rather use the workshops to collect evidence of change, of achievements perceived by the participants and work backwards together with them in order to highlight how and why NDI's programme has contributed to this change. We are aware that such workshops can have certain limitations such as the challenge of getting the right participants and the risk of overrepresentation of certain view points. Yet, we intend to use this method in case we find it will be necessary for the interpretation of findings.

Selection of informants

The inception phase was limited in time to allow a full-fledged analysis of the partners and key informants to be interviewed during the evaluation. This will continue as work in progress. However, the evaluation team drafted, in close collaboration with NDI management in Ouagadougou, a first list of key organisations and individuals that should be interviewed. Table 3 presents this preliminary list and the format for the meetings.

Table 3: List of key informants

Key informants	Method for data/information collection
Women elected at local level	• Individual meetings • Focus Groups • Meetings with Bureau du Conseil Municipal • Outcome Harvesting workshops
Civil society leaders at local level	• Individual meetings
Women elected at National Assembly	• Individual meetings • Focus Groups • Meetings with Commissions • Outcome Harvesting workshops

Former Female MPs who were not re-elected in 2012	• Outcome Harvesting workshop
Commission sur l'Emploi et les Affaires Sociales et Culturelles (CEASC)	• Focus Groups
Commission des Affaires Générales, Institutionnelles et des Droits Humains (CAGIDH)	• Focus Groups
Membres des coalition sur CEDAW et sur les Quotas	• Individual meetings • Focus Groups
NDI supported Parliamentary Assistants (2)	• Collective meeting
CSOs (RENLAC, CDCAP and CBDF) + Coalition	• Individual meetings • Focus Groups • Outcome Harvesting workshops
CSOs at local level (Objective 3)	• Focus Groups • Outcome Harvesting workshops
Political Parties	• 2 meetings with opposition coalition and Mouvance Présidentielle • Individual meetings with women and men leaders within political parties
CENI	• Individual with President and/or Focus Group with President and Commissaires
Ministère de la Promotion de la Femme	• Individual meeting
Ministère de l'Administration du Territoire et de la Sécurité (MATS)	• Meeting with relevant staff
Ministry of Decentralisation	• Meeting with relevant staff
Donors active in gender and governance in Burkina (Sida, Denmark, USAID, Swiss Aid, EU Commission, GiZ/PDDC)	• Individual meetings
Association des Maires du Burkina Faso (AMBF)	• Individual meeting with the President of the Women Caucus • Focus Group with Bureau de l'AMBF • Individual meetings with representatives of AMBF regional offices in Bobo and Fada
NDI staff (Ouaga, Bobo and Fada)	• Individual meetings • Focus Groups

Moreover, the evaluation team developed, in close collaboration with NDI, a list of criteria that would be used to select communes that would be visited by the evaluation team during the field work. NDI's programme covered 20 communes located in three different zones (Ouaga, Bobo and Fada) and the time and human resources allocated to this evaluation do not allow the evaluation team to cover the three zones entirely. Table 4 presents the list of selection criteria.

Table 4: Criteria for the selection of communes to be visited during fieldwork

Selection criteria:

- Balance between the three geographical zones of intervention
- Level of turnover of women elected at local level
- Presence of communes where very few women have been elected and where NDI has facilitated cross-fertilization of their work
- Accessibility and security
- Balance between rural and urban communes
- Presence of the three communes in which NDI has implemented activities that fall under Objective 3 (Social Accountability)

It is proposed that the evaluation team visits the following ten communes:

N°	Zone	Commune	Présentation	Observations
1	CENTRE	Loumbila	Commune rurale : 25 Km de Ouaga. 29 conseillères (9 anciennes, 20 nouvelles)	- A subi la demande de redevabilité sociale de l'association AM (2012-2013). - Commune dirigée par une femme
2		Toécé	Commune rurale : 70 Km. 29 conseillères (17 anciennes, 12 nouvelles)	
3		Komki Ipala	Commune rurale : 30 Km de Ouaga. 18 conseillères (8 anciennes, 10 nouvelles)	
4		Kokologho	Commune rurale : 40 Km de Ouaga. 3 conseillères (2 anciennes, 1 nouvelle)	Dirigée par une femme
5	EST	Fada Ngourma	Commune urbaine : 225 Km de Ouaga. Chef-lieu de la région de l'Est. 10 conseillères (03 anciennes, 7 nouvelles)	A subi la demande de redevabilité sociale de l'association Todi Yaba (2012-2013)
6		Baskouré	Commune rurale. 75 Km de Fada. 12 conseillères (7 anciennes, 5 nouvelles)	
7		Bogandé	Commune urbaine. 135 Km de Fada. 16 conseillères (4 anciennes, 12 nouvelles)	
8	OUEST	Orodara	Commune urbaine. 75 Km de Bobo. 5 conseillères (2 anciennes, 3 nouvelles)	A subi la demande de redevabilité sociale de l'association CJS (2012-2013)
9		Dano	Commune urbaine. 180 Km de Bobo. 8 conseillères (2 anciennes, 6 nouvelles)	L'ancienne maire est femme
10		Béréba	Commune rurale. 125 Km de Bobo. 26 conseillères (14 anciennes, 12 nouvelles)	

Complementary information on the selection of informants might be made available to Embassy of Sweden upon demand throughout the evaluation process. The final evaluation report will, however, provide extensive details on this aspect of the assignment.

Evaluation criteria and questions

Indevelop drafted a first response to the ToR in a document (Proposal) that was shared with Embassy of Sweden and NDI for comments, in which the evaluation team commented the evaluation questions and suggested some amendments and proposed a reorganisation of some of the questions. NDI and Embassy of Sweden had the opportunity to react to Indevelop's suggestions. The evaluation questions presented in this inception report reflect the agreement reached between Indevelop, NDI and Embassy of Sweden. The fact that the evaluation team suggest to use a TBE approach to the evaluation does not entail any changes in the questions. It just brings another

perspective on the lessons that might be drawn from their analysis, a major focus for this evaluation being on attempting to understand *how* and *why* NDI's programme was able to contribute to reaching its expected results.

Assessing relevance

The evaluation will address three sub-components of the relevance criteria as follows:

- Relevance in relation to strategic priorities of local, national and international institutions/actors:
 - How coherent was the programme in terms of how it fits in with the policies and programmes undertaken by the government and other development / governance partners?
 - To what extent was the programme relevant to Swedish's policies and objectives?
 - Was the programme design responsive, in the sense that it took into consideration the input and needs of key stakeholders, including relevant government bodies, the expected beneficiaries, and relevant civil society and grass-roots organisations?
- Relevance in relation to the logic of programming:
 - Has the programme design been articulated in a coherent structure: are the outcomes and outputs clearly articulated?
 - To what extent do the activities carried out address the causes of problems identified?
 - Did the programme benefit from available knowledge (for example, the experience of other similar programmes in the area or in the country) during its design and implementation?
 - Did the programme objectives remain relevant over the period of time required for implementation?
- Relevance to the context:
 - To what extent has the programme taken into account and reacted to changes in the political environment? Did NDI take the initiative to suitably modify programme design (if required) during implementation in response to any major changes in the context?
 - To what extent and how did the programme integrate/deal with the current capacities and engagement of the power structures in pro-poor democratic governance?

Following-up on NDI's suggestion, the evaluation team will – to the extent possible – document potential changes in the original development problems identified at baseline.

Assessing effectiveness

The evaluation will address the effectiveness of the programme as follows:

- To what extent does the programme contribute to reaching its objectives (outcomes)?
 - How empowered are local and national women leaders in representing the collective interests of women in Burkina Faso as a consequence of the programme?
 - How empowered are local and national women leaders in promoting pro-poor, gender-sensitive policies, programmes and budgets in Burkina Faso as a consequence of the programme?
 - How empowered are local and national women leaders in promoting greater accountability and responsiveness from governments as a consequence of the programme?

- In particular, what changes in the overall context (e.g. policy framework, political situation, institutional set-up, economic shocks, civil unrest, etc.) have affected programme implementation and overall results?
- What tangible and/or intangible benefits/improvements have communities experienced as a result of involvement in NDI's programme?
- What resulted from the relatively long timeline of the programme?
- To what extent did the learning provided by NDI's monitoring and evaluation processes help ensure/increase effectiveness?
- What were the factors that contributed to helping or hindering the effectiveness of NDI's CSO partners, including the Burkinabe Coalition for Women's Rights (CBDF), the CEDAW Coalition, the Quota Coalition, *Centre de Suivi et d'Analyses Citoyens des Politiques Publiques* (CDCAP), *Réseau National de Lutte Anti-Corruption* (RENLAC), Africa Obota and the three local level CSOs?
- What were the advantages and draw-backs of the approach adopted by NDI including the choice of cooperating with selected local partners to provide technical support to newly elected local councillors and other target groups?
- Could NDI's programme reinforce and/or multiply effects of other Swedish-supported development contributions, in this sector and in other sectors, during the period and how? What lessons can be drawn from the potential evidence of synergies or lack of synergies?

Assessing efficiency

The evaluation will address the efficiency of the programme as follows:

- Have the organisational structure, managerial support and coordination mechanisms effectively supported the delivery of the programme?
- Did NDI mobilise adequate technical expertise in the programme design and programme implementation?
- Has an effective M&E system been put in place and did it generate information on performance that has been useful for measuring performance and outcomes and taking critical decisions when necessary?

Assessing sustainability

In this evaluation, the focus for the sustainability criterion will be on the following questions:

- Have appropriate processes or mechanisms been put in place to support the sustainability of programme results?
- Was a specific exit strategy or approach prepared and agreed upon to ensure post-programme sustainability?
- Are there any particular challenges to the continued sustainability of programme results? Is it possible to explicitly identify what results are likely to remain, and which are not likely to remain, after Swedish funding and support ceases?

Apart from making sure that information gathered answers the evaluation questions, our approach and the focus on the utilisation will ensure that the evaluation process allows NDI, their partners and stakeholders to reflect on their work and, thus, learn from the evaluation process.

Annex 1: Evaluation matrix

EVALUATION MATRIX

Evaluation Questions	Data Sources and Information Collection Method
Relevance • Relevance in relation to strategic priorities of local, national and international institutions/actors: ○ How coherent was the programme in terms of how it fits in with the policies and programmes undertaken by the government and other development / governance partners? ○ To what extent was the programme relevant to Swedish policies and objectives? ○ Was the programme design responsive, in the sense that it took into consideration the input and needs of key stakeholders, including relevant government bodies, the expected beneficiaries, and relevant civil society and grassroots organisations? • Relevance in relation to the logic of programming: ○ Has the programme design been articulated in a coherent structure: are the outcomes and outputs clearly articulated? ○ To what extent do the activities carried out address the causes of problems identified? ○ Did the programme benefit from available knowledge (for example, the experience of other similar programmes in the area or in the country) during its design and implementation? ○ Did the programme objectives remain relevant over the period of time required for implementation? • Relevance to the context: ○ To what extent has the programme taken into account and reacted to changes in the political environment? Did NDI take the initiative to suitably modify programme design (if required) during implementation in response to any major changes in the context? ○ To what extent and how did the programme integrate/deal with the current capacities and engagement of the power structures in pro-poor democratic governance?	- Analysis of relevant documentation: ○ NDI: Proposal, narrative reports of the programme as a whole and of each specific projects, publications related or not to the projects, capacity building/empowerment material; ○ Sida documents: assessment memos, decisions, communication between Sida and NDI; ○ Relevant documents provided by organisations that NDI has been interacting with. - One-on-one interviews with NDI leadership in Ouaga and Washington DC A. - FGI with NDI staff in the offices in Ouaga, Bobo and Fada, with beneficiaries of NDI's programme B. - One-on-one interviews with representatives from institutions that NDI tries to influence (MPs, Ministries)
Effectiveness • To what extent does the programme contribute to reaching its objectives (outcomes)? ○ How empowered are local and national women leaders in representing the collective interests of women in Burkina Faso as a consequence of the programme? ○ How empowered are local and national women leaders in promoting pro-poor, gender-sensitive policies, programmes and budgets in Burkina Faso as a consequence of the programme?	- One-on-one interviews with NDI leadership in Ouaga and Washington DC - FGI with NDI staff in the offices in Ouaga, Bobo and Fada, with beneficiaries of NDI's programme

○ How empowered are local and national women leaders in promoting greater accountability and responsiveness from governments as a consequence of the programme? ○ In particular, what changes in the overall context (e.g. policy framework, political situation, institutional set-up, economic shocks, civil unrest, etc.) have affected programme implementation and overall results? ○ What tangible and/or intangible benefits/improvements have communities experienced as a result of involvement in NDI's programme? ○ What resulted from the relatively long timeline of the programme? ● To what extent did the learning provided by NDI's monitoring and evaluation processes help ensure/increase effectiveness? ● What were the factors that contributed to helping or hindering the effectiveness of NDI's CSO partners, including the Burkinabe Coalition for Women's Rights (CBDF), the CEDAW Coalition, the Quota Coalition, <i>Centre de Suivi et d'Analyses Citoyens des Politiques Publiques</i> (CDCAP), <i>Réseau national de lutte anti-corruption</i> (RENLAC), Africa Obota and the three local level CSOs? ● What were the advantages and draw-backs of the approach adopted by NDI including the choice of cooperating with selected local partners to provide technical support to newly elected local councillors and other target groups? ● Could NDI's programme reinforce and/or multiply effects of other Sweden-supported development contributions, in this sector and in other sectors, during the period and how? What lessons can be drawn from the potential evidence of synergies or lack of synergies?	C. - One-on-one interviews with representatives from institutions that NDI tries to influence (MPs, Ministries) - One on one interviews with resource persons - Outcome Harvesting workshops D.
Efficiency ● Have the organisational structure, managerial support and coordination mechanisms effectively supported the delivery of the programme? ● Did NDI mobilize adequate technical expertise in the programme design and programme implementation? ● Has an effective M&E system been put in place and did it generate information on performance that has been useful for measuring performance and outcomes and taking critical decisions when necessary?	- Analysis of NDI relevant documentation - One-on-one interviews with NDI leadership in Ouaga and Washington DC - FGI with NDI staff in the offices - Interview with Sida staff in charge of decision to support NDI E.
Sustainability ● Have appropriate processes or mechanisms been put in place to support the sustainability of programme results? ● Was a specific exit strategy or approach prepared and agreed upon to ensure post-programme sustainability? ● Are there any particular challenges to the continued sustainability of programme results? Is it possible to explicitly identify what results are likely to remain, and which are not likely to remain, after Sida funding and support ceases?	- One-on-one interviews with NDI leadership in Ouaga and Washington DC - One-on-one interviews with representatives from institutions that NDI tries to influence (MPs, Ministries) and from other civil society and political organisations targeted by the program.

Annex 2: Preliminary work plan and schedule

Date	Activity	Participants
18.02.2014-03.03.2014	Inception period: Series of conference calls with NDI Ouaga Initial videoconference with Sida/Embassy in Ouaga Conference call with NDI M&E Director Desk review Drafting of inception report Comments draft report	JG JG JG JG, SV, BWS JG SV, BWS, IC, AL
03.03.2014	Inception report delivered	JR, AL
03.03.2014-10.03.214	Prepare plans for field visits: contact with NDI staff in Ouaga Finalizing interview questions	NDI, JG JG, SV, BWS
10.03.2014 - 08.04.2014	Field visits - Ouaga, Bobo and Fada	JG, SV, BWS
28.03.2014	Debriefing: sharing of preliminary findings and lessons, and joint reflection (Ouaga)	JG, NDI Swedish Em-bassy in Ouaga
03.04.2014-21.04.2014	Report writing	JG, SV, BWS
	Quality assurance by Indevelop	AL, IC
21.04.2014	Submission of draft report	JG, AL
28.04.2014	Comments on draft report	EoS, NDI
	Quality assurance by Indevelop	AL, IC
02.05.2014	Submission of final report	JG, AL
09.05.2014	Presentation of the results of the evaluation in Ouagadougou*	JG, BWS

JG: Jérôme Gouzou, AL: Anna Liljelund, SV: Susanne Vedsted, BWS: Bala W Sannou, IC: Ian Christoplos

* The date suggested for the presentation of the results of the evaluation at an event organised by the Embassy of Sweden in Burkina and NDI is preliminary. The evaluation team suggests that this event takes place on 9 or 16 May 2014. The final date will be agreed upon after further discussion with the Embassy and NDI.

Annex 4 – List of Persons Interviewed

Noms	Organisation	Position
Staff NDI, Focus Group 11/03/2014		
Kassé Aminata	NDI	Directrice Résidente
Ayida Dany Komla	NDI	Directeur des programmes (national)
Touré Rasmata	NDI	Chargée de programme, volet Assemblée Nationale et suivi du Comité quota
Ky Françoise	NDI	Chargée de programme volet communes, OSC et redevabilité sociale, lutte contre la corruption
Koné Abdoulaye	NDI	Assistant de programme volet partis politiques
Traoré Abdalah	NDI	Assistant de programme volet partis politiques
Konaté Rose	NDI	Assistante de programme volet partis politiques
Diallo Abdramane	NDI	Chargé de programme volet partis politiques
Toé Elise	NDI	Assistante en suivi-évaluation
Somé Awa	NDI	Chargée de programme senior, volet appui aux communes et suivi OSC
Conseillères de la commune de Loumbila Focus group 12/03/2014		
Tapsoba A. Alphonsine	Conseil municipal	Conseillère de Goué
Bougouma Safiata	Conseil municipal	Conseillère de Loumbila
Kouanda Alimata	Conseil municipal	Conseillère de Silmiougou
Ouédraogo Haoua	Conseil municipal	Conseillère de Ouaooussé
Ouédraogo Régina	Conseil municipal	Conseillère de Daguilma
Kaboré Rihanata	Conseil municipal	Conseillère de Gandin
Compaoré Pélagie	Conseil municipal	Conseillère de Koyinga
Tiendrébéogo Bibata	Conseil municipal	Conseillère de Goudrin
Ouédraogo Salamata	Conseil municipal	Conseillère de Tangzougou
Zongo Léontine	Conseil municipal	Conseillère de Dogmnoogo
Ilboudo Chantal	Conseil municipal	Conseillère de Benogo
Ouédraogo Zalissa	Conseil municipal	Conseillère de Tangzougou
Kagambèga Mamounata	Conseil municipal	Conseillère de Nabdogo
Bureau du conseil municipal de Loumbila – Focus group 13/03/2014		
Bihoun/Ilboudo Asséta	Bureau conseil municipal	Maire de Loumbila
Ouédraogo François	Bureau conseil municipal	1 ^{er} Adjoint Maire de Loumbila
Achille T. Kafando	Bureau conseil municipal	2 ^{ème} Adjoint Maire de Loumbila
Ilboudo Inoussa	Bureau conseil municipal	Président CATGF
Konseiga T. Saïdou	Bureau conseil municipal	Président CAEF
Tiendrébéogo Augustin	Bureau conseil municipal	Président CEDL
Ilboudo Saïdou	Bureau conseil municipal	Président CAGSC
Redevabilité sociale – représentants des prestataires – Loumbila 13/03/2014		
Ouédraogo Elie	Inspection	Inspecteur d'école

Ouédraogo/Bicaba Nadège	Inspection	Conseillère pédagogique
Bontogo Viviane	Ecole Silmiougou	Adjointe au Directeur
Ouédraogo Casimir	Ecole Nongana B	Directeur de l'école
Ouédraogo Wendé	Ecole Bangrin	Directeur de l'école
Ouédraogo Jacob	Ecole Tangzougou	Directeur de l'école
Redevabilité sociale – représentants des communautés – Loumbila 13/03/2014		
Tapsoba Idrissa	Communauté	Association Parents d'Elèves
Zoundi Boukaré	Communauté	APE
Ouédraogo Alimata	Communauté	Aassociation Mères Educatives
Tiendrebeogo Habiba	Communauté	AME
Yabré Yacouba	Communauté	CVD
Redevabilité sociale – représentants Association Manegdbzanga (AM) – Loumbila 13/03/2014		
Compaoré Adama	AM	Directeur des Programmes
Nana Appolinaire	AM	Directeur adjoint des programmes
Ouédraogo Rasmané	AM	Animateur
Kalmogo Delphine	AM	Animatrice
Entretien avec le REN-LAC – focus group 14/03/2014		
Wetta Claude	REN LAC	Secrétaire exécutif
Somda Calixte	REN LAC	Chargé de programme
Nana/T. Zata	REN LAC	Association membre
Simon Harouna	REN LAC	Secrétaire exécutif
Membres de la CBDF – focus group 14/03/2014		
Sawadogo Joseph Alain	CBDF	Trésorier adjoint
Médah Félicité	CBDF	Vice présidente
Zongo/Nana Larissa	CBDF	Gestionnaire de Programmes
Soulama Bibiene	CBDF	Chargée de programme
Entretien à l'Ambassade de Suède à Ouagadougou 17/03/2014		
François Landiech	Ambassade de Suède	Chargé de Programme 1 ^{er} Secrét.
Staff NDI, Focus Group 17/03/2014		
Aminata Kassé	NDI	Directrice Résidente
Dany Komlan Ayida	NDI	Directeur du programme (national)
Touré Rasmata	NDI	Chargée de programme, Volet Assemblée Nationale et suivi du comité quota
Ky Françoise	NDI	Chargée de programme volet communes, OSC et redevabilité sociale, lutte contre la corruption
Koné Abdoulaye	NDI	Assistant de programme volet partis politiques
Traoré Abdalh	NDI	Assistant programme volet partis politiques
Konaté Rose	NDI	Assistant de programme volet partis politiques
Diallo Abdramane	NDI	Assistant de programme volet partis politiques
Toé Elise	NDI	Assistante en suivi-évaluation
Somé Awa	NDI	Chargée de programme senior, volet appui aux communes et suivi OSC
Conseillères de la commune de Toécé – Focus group 18/03/2014		
Compaoré K. Pauline	Conseil municipal	Conseillère de Tanghin
Nikiéma Madeleine	Conseil municipal	Conseillère de Nalyalgué
Kabré Pauline	Conseil municipal	Conseillère de Nacombogo

Compaoré Sibdou	Conseil municipal	Conseillère de Sincéné
Zuda Augustine	Conseil municipal	Conseillère de Dagouma
Nana Pazinguéba	Conseil municipal	Conseillère de Pawamtoré
Simporé Abzèta	Conseil municipal	Conseillère de Yargo
Guigma Tibi	Conseil municipal	Conseillère de Yougoudri
Bélem Angèle	Conseil municipal	Conseillère de Masgo
Congo Martine	Conseil municipal	Conseillère de Téocé
Bureau du conseil municipal de Toécé – Focus group 18/03/2014		
Bilgo K. Boureima	Bureau conseil municipal	Maire de la commune
Convolbo Boukaré	Bureau conseil municipal	2 ^{ème} Adjoint au Maire
Bonkougou Ablasse	Bureau conseil municipal	Président, CATGF
Wanga Kassoum	Bureau conseil municipal	Président CAEF
Conseillères de la commune de Kokologho – Focus group 18/03/2014		
Souli L. Alizèta	Conseil municipal	Présidente CAEF
Kaboré S. Rasmata	Conseil municipal	Conseillère de Menega
Kaboré P. Christine	Conseil municipal	Conseillère de Pitmoaga
Bureau du conseil municipal de Kokologho – Focus group 18/03/2014		
Nana/Kabré P. Marie Pauline	Bureau conseil municipal	Maire
Nané Gombila Pascal	Bureau conseil municipal	1 ^{er} Adjoint
Nana Y. Antoine	Bureau conseil municipal	CAGSC
Tiendrebeogo Issaka	Bureau conseil municipal	CATGF
Zeda Mahamadi	Bureau conseil municipal	2 ^{ème} adjoint
Conseillères de la commune de Dano – Focus group 18/03/2014		
Somé Odile	Conseil municipal	Conseillère de Kabar
Somda Céline	Conseil municipal	Conseillère de Dayèrè
Somé K. Marie-Louise	Conseil municipal	Conseillère secteur 7 Dano
Somé D. Eveline	Conseil municipal	Conseillère de Sorkon
Somé D. Rosalie	Conseil municipal	Conseillère de Gnikipière
Ex-conseillères de la commune de Dano – Focus group 18/03/2014		
Dabiré Aurélie	Ex-conseil municipal	Conseillère Secteur 3 Dano
Somé K. Jeanne	Ex-conseil municipal	Conseillère Secteur 7 Dano
Poda M. Gertrude	Ex-conseil municipal	Conseillère de Zouziegane
Bureau du conseil municipal de Dano – Focus group 18/03/2014		
Nikiéma W. Edmond	Bureau conseil municipal	SG / Mairie
Somé Dô Jean Philippe	Bureau conseil municipal	Président CAGSC
Somé Marcel	Bureau conseil municipal	Président CATGF
Dabiré S. Aristide	Bureau conseil municipal	Maire
Somé G. Modeste	Bureau conseil municipal	Président CEDL
Bureau du conseil municipal de Komki Ipala – Focus group 19/03/2014		
Iboudo Yamba Hamidou	Bureau conseil municipal	1 ^{er} Adjoint/Maire
Kola K. Thierry	Bureau conseil municipal	2 ^{ème} Adjoint/Maire
Ilboudo K. Pascal	Bureau conseil municipal	Président CAGSC
Nikiéma Dieudonné	Bureau conseil municipal	Président CATGF
Conseillères de la commune de Komki Ipala – Focus group 19/03/2014		
Kabré Marguerite	Conseil municipal	Conseillère de Nabelin
Kabré Habibou Marie	Conseil municipal	Conseillère de Viou

Kabré Balkissou	Conseil municipal	Conseillère de Yaoghin
Nikiéma Salamata	Conseil municipal	Conseillère de Komki
Nikiéma Noëlie	Conseil municipal	Conseillère de Lao
Nikiema Mariam	Conseil municipal	Conseillère de Komki Peulh
Nikiema Solange	Conseil municipal	Conseillère de Vipalogo
Kaboré Mamounata	Conseil municipal	Conseillère de Lougbissé
Ilboudo Blandine	Conseil municipal	Conseillère de Tintilou
Konaté/Ilboudo Jacqueline	Conseil municipal	Conseillère de Nabelin
Conseillères de la commune de Béréba – Focus group 19/03/2014		
Dabiré Victorine	Conseil municipal	Conseillère de Bakoni
Kindo Kalidjata	Conseil municipal	Conseillère de Bihoun
Doyé Habi	Conseil municipal	Conseillère de Dimikuy
Ouédraogo Azèta	Conseil municipal	Conseillère de Douro
Pangolo Fatoumata	Conseil municipal	Conseillère de Lofinkanhou
Tuina Françoise	Conseil municipal	Conseillère de Tiombio
Gnoumou Elisabeth	Conseil municipal	Conseillère de Popioho
Gnimien Koufiéta	Conseil municipal	Conseillère de Bokuy Ouest
Botoni Tinkamouna	Conseil municipal	Conseillère de Gnindékuy
Bazin Aguidé	Conseil municipal	Conseillère de Popioho
Kini Yvette	Ex-conseil municipal	Ex-conseillère de Wakuy
Toboa Agnès	Ex-conseil municipal	Ex-conseillère de Kindéni
Bureau du conseil municipal de Béréba – Focus group 19/03/2014		
Doyé Diraman	Bureau conseil municipal	1 ^{er} Adjoint/Maire
Domboué Arsène	Bureau conseil municipal	Président CAEF
Doukom W. Amado	Bureau conseil municipal	2 ^{ème} Adjoint/Maire
Bonzi K. François	Bureau conseil municipal	Président CATGF
Siéni Lonkou Mathias	Bureau conseil municipal	Président CAGSC
Ex-conseillères de la commune de Orodara – Focus group 20/03/2014		
Karantao Fatimata	Ex-conseil municipal	Ex-conseillère Secteur 5 Orodara
Barro Nassin	Ex-conseil municipal	Ex-conseillère de Kotoudéni
Conseillères de la commune de Orodara – Focus group 20/03/2014		
Barro Sali	Conseil municipal	Conseillère Secteur 3 Orodara
Watara Ferema	Conseil municipal	Conseillère de Nyale
Koné Karidia	Conseil municipal	Conseillère de Diéri
Koné Fati	Conseil municipal	Conseillère Secteur 6 Orodara
Coulibaly Karidiatou	Conseil municipal	Conseillère Secteur 2 Orodara
Bureau du conseil municipal de Orodara – Focus group 20/03/2014		
Konaté Tiayé Nazaire	Bureau conseil municipal	1 ^{er} Adjoint/Maire
Ouattara Seydou	Bureau conseil municipal	Maire
Sanogo Lassina	Bureau conseil municipal	2 ^{ème} Adjoint/Maire
Traoré Oumar	Bureau conseil municipal	Président CEDL
Traoré Y. Boniface	Bureau conseil municipal	Président CAEF
Traoré Fousséni	Bureau conseil municipal	Président CATGF
Coalition CEDEF – Focus group 20/03/2014		
Sawadogo Issiatou	Membre de la coalition	AFJ/BF
Zongo/Da Brigitte	Membre de la coalition	CNOSC

Zizien Pauline	Membre de la coalition	RECIF ONG
Sanogo Haoua	Membre de la coalition	AFJ/BF
Kadéoua Mariam	Membre de la coalition	COA/FEB
Dakouré Haridiata	Membre de la coalition	WILDAF
Toé/Bouda Francéline	Membre de la coalition	AFJBF
Traoré Z. Cathérine	Membre de la coalition	WILDAF Burkina
CEASC commission parlementaire – Focus group 20/03/2014		
Koussoubé B. Célestin	Assemblée Nationale	Membre du CEASC
Sorgho T/ Victor	Assemblée Nationale	Membre du CEASC
Sanfo Halidou	Assemblée Nationale	Membre du CEASC
Zerbo Jean Gabriel	Assemblée Nationale	Assistant Parlementaire
Tiemtoré Zacharia	Assemblée Nationale	Président CEASC
Femmes députés en fonction – Focus group 20/03/2014		
Ouédraogo Myriam	Député	Membre de la CAGI-DH
Wandaogo/Djengané Aminata	Député	Membre de la CEASC
Sagnon/Tiemounou A. Vinama	Député	Membre de la CAGI-DH
Anciens parlementaires – Focus group 20/03/2014		
Drabo/Kanyoulou Joséphine	Ancienne parlementaire	Ancienne parlementaire
Nikiéma Bessin B. E. Florence	Ancienne parlementaire	Ancienne parlementaire
Ouiya Bertin	Ancien parlementaire	Ancien parlementaire
Redevabilité sociale – représentants des prestataires 21/03/2014		
Coulibaly Seydou	CSPS central	Orodara
Sanou Siaka	CSPS central	Orodara
Traoré Yacouba	CSPS central	Orodara
Koné Karidia	Vice président COGES	Diéri
Barro Madjouma	CSPS urbain	Orodara
Diallo Koumba	CSPS urbain	Orodara
Ouattara Yé	CSPS urbain	Orodara
Redevabilité sociale – CJS, prestataire 21/03/2014		
Traoré Bakary	Club Jeunesse Solidarité	Facilitateur
Traoré F. Chimène	Club Jeunesse Solidarité	Membre du comité de pilotage
Traoré N. Mariam	Club Jeunesse Solidarité	Membre du comité de pilotage
Traoré Kassoum	Club Jeunesse Solidarité	Président
Partis politiques de la mouvance présidentielle – Focus group 21/03/2014		
Seye/Touré Sita	Membre de parti politique	UPR
Diallo Ramata	Membre de parti politique	ADF-RDA
Bikinga Haoua	Membre de parti politique	CDP
Somda Marie Diane	Membre de parti politique	ADF-RDA
Ouédraogo Ousseini	Membre de parti politique	ADF-RDA
Sané Ablassé	Membre de parti politique	CDP
Kanyala Désirée	Membre de parti politique	UNDO
Bahiré Ablassé	Membre de parti politique	UPR
Partis politiques de l'opposition – Focus group du 21/03/2014		
Bonkounougou Mahama	Membre de parti politique	PDS Metba
Zongo/Yanogo Karidia	Membre de parti politique	UPC
Ouédraogo Ousmane	Membre de parti politique	UNIR/PS

Taonso/Kabdaogo V. Sophie	Membre de parti politique	UNIR/PS
Toé M. Carlos	Membre de parti politique	PAREN
Koné Isabelle	Membre de parti politique	PDS Metba
Femmes leaders de partis politiques – Focus group du 21/03/2014		
Bikinga Haoua	Membre de parti politique	CDP
Sawadogo Julienne	Membre de parti politique	MPS/PF
Ouédraogo Nafissatou	Membre de parti politique	PDP/PS
Zebango H. Marlène	Membre de parti politique	UNDD
Yaméogo Antoine	Membre de parti politique	PAREN
Nianogo Georgette	Membre de parti politique	UPC
Badoit Cécile	Membre de parti politique	ADF-RDA
Ouédraogo Marie Michelle	Membre de parti politique	PDS/Metba
Dabré Mollé Rachel	Membre de parti politique	UPB
Bureau du conseil municipal de Bogandé – Focus group 24/03/2014		
Lankoandé Kanlanfé	Bureau conseil municipal	Maire
Lankoandé Atina	Bureau conseil municipal	Président CAEF
Tindano Dahani	Bureau conseil municipal	Président CATGF
Lankoandé D. Solange	Bureau conseil municipal	2 ^{ème} Adjoint/Maire
Haro Kanfiagui	Bureau conseil municipal	1 ^{er} Adjoint/Maire
Lankoandé Kokoro	Bureau conseil municipal	Président CEDL
Guibougou Pokiandi	Bureau conseil municipal	Président CAGSC
Conseillères de la commune de Bogandé – Focus group 24/03/2014		
Lankoandé Djingri	Conseil municipal	Conseillère secteur 1 Bogandé
Mano Larba	Conseil municipal	Conseillère secteur 1 Bogandé
Bourgou Sérimani	Conseil municipal	Conseillère de Léoma
Dabourgou Gatou (Agathe)	Conseil municipal	Conseillère de Thierry
Lankoandé Manipougri	Conseil municipal	Conseillère secteur 2 Bogandé
Wango Songuipali	Conseil municipal	Conseillère de Barrikidi
Lankoandé Djingri	Conseil municipal	Conseillère secteur 4 Bogandé
Guibougou Podiandi	Conseil municipal	Conseillère de Samou
Dayamba Noaga	Conseil municipal	Conseillère de Kottia
Lankoandé Mariam	Conseil municipal	Conseillère de Komonga
Ex-conseillères de la commune de Bogandé – Focus group 24/03/2014		
Maïga Fatimata	Ex-conseil municipal	Ex-conseillère secteur 4 Bogandé
Diallo Ouréré	Ex-conseil municipal	Ex-conseillère secteur 3 Bogandé
Tindano Dayébougou	Ex-conseil municipal	Ex-conseillère de Kossougoudou
Lankoandé Tissa	Ex-conseil municipal	Ex-conseillère Secteur 6 Bogandé
Yarga Rachelle	Ex-conseil municipal	Ex-conseillère de Thierry
Bureau du conseil municipal de Fada N’Gourma – Focus group 25/03/2014		
Kocty Moumouni	Bureau conseil municipal	Maire
Thiombiano Sylvain	Bureau conseil municipal	2 ^{ème} Adjoint/Maire
Yougbaré T. Arsène	Bureau conseil municipal	Président CATGF
M. Thiombiano Moussa	Bureau conseil municipal	Président CAEF
Tankoano Yemboada	Bureau conseil municipal	Président CAGCS
Conseillères de la commune de Fada N’Gourma – Focus group 25/03/2014		
Ouoba B. Brigitte	Conseil municipal	Conseillère secteur 4 Fada

Tankoano Yumanli	Conseil municipal	Conseillère de Kpencangu
Combary Pauline	Conseil municipal	Conseillère de Gbessaga
Soubeiga/Sana Ramata	Conseil municipal	Conseillère secteur 3 Fada
Couldjati Edith	Conseil municipal	Conseillère secteur 10 Fada
Kanazoé Maïmouna	Conseil municipal	Conseillère secteur 6 Fada
Bambara Caroline	Conseil municipal	Conseillère secteur 1 Fada
Zabsonré/Lompo Marguerite	Conseil municipal	Conseillère secteur 5 Fada
Ex-conseillères de la commune de Fada N’Gourma – Focus group 25/03/2014		
Thiombiano Odette	Ex-conseil municipal	Animatrice Fada FM
Compaoré Victorine	Ex-conseil municipal	Ex conseillère secteur 3 Fada
Yonli Possibo	Ex-conseil municipal	Ex-conseillère de Pentoungou
Redevabilité sociale – des prestataires Fada N’Gourma 26/03/2014		
Tindano Soangri	CSPS	Agent de santé de Natiaboani
Yonli Martin	CSPS	Agent de santé Namoungou
Sebgo Claudine	CSPS	Agent de santé secteur 11 Fada
Sawadogo Arouna	CSPS	ICP secteur 11 Fada
Ouoba Kanfidini	CSPS	ICP Natiaboani
Redevabilité sociale – représentants des communautés Fada N’Gourma 26/03/2014		
Béogo Aimé	Communauté de base	Usager de Fada N’Gourma
Diakouma Esther	Communauté de base	Usager de Natiaboani
Oubda Safiatou	Communauté de base	Usager de Natiaboani
Rabo Tahirou	Communauté de base	Usager de Natiaboani
Traoré Ousmane	Communauté de base	Usager de Natiaboani
Thiombiano K. Aristide	Président COGES	CSPS secteur 11 de Fada
Tankoano Noumpoua	Trésorière COGES	CSPS secteur 11 de Fada
Tandamba Namoudia	Communauté de base	Usager de Namoungou
Thiombiano Noeli	Communauté de base	Usager de Namoungou
Dabini Diriba	Communauté de base	Usager de Namoungou
Thiombiano Yempabou	Président COGES	CSPS de Namoungou
Redevabilité sociale – comité de Pilotage Fada N’Gourma 26/03/2014		
Ouoba B. Michel	Association Todi Yaba	Chargé de programme, Fada
Sarembé Assane	Association Lafia mane	Facilitateur, Fada
Sawadogo Adama	Association Todi Yaba	Facilitateur, Fada
Natama Ernest	Association Todi Yaba	Chargé de Projet, Fada
Lompo Bahanba	Association Todi Yaba	Facilitatrice, Fada
Namoano Honorine	Association Todi Yaba	Facilitatrice, Fada
Bureau du conseil municipal de Baskouré – Focus group 27/03/2014		
Sandouidi K. Alexis	Bureau conseil municipal	Maire
Nadembega Robert	Bureau conseil municipal	Président CEDL
Guiatin Pascal	Bureau conseil municipal	1 ^{er} Adjoint/Maire
Niodogo S. Pascal	Bureau conseil municipal	2 ^{ème} Adjoint/Maire
Naré Y. Edmond	Bureau conseil municipal	Président CAGCS
Zougmore Epiphane	Bureau conseil municipal	Président CATGF
Conseillères municipales de la commune de Baskouré – Focus group 27/03/2014		
Zoungrana Noëlie	Conseil municipal	Conseillère de Sambaoghin
Kaboré Agnès	Conseil municipal	Conseillère de Baskouré

ANNEX 4 – LIST OF PERSONS INTERVIEWED

Dambéré Lucienne	Conseil municipal	Conseillère de Boudoudoum
Nadembèga Rosalie	Conseil municipal	Conseillère de Lolgomdé
Sawadogo Andréa	Conseil municipal	Conseillère de Baolga
Sawadogo Honorine	Conseil municipal	Conseillère de Nakaba
Balma Juliette	Conseil municipal	Conseillère de Oualogo
Sawadogo Eulalie	Conseil municipal	Conseillère de Komsilga
Dayamba Delphine	Conseil municipal	Conseillère de Sambaoghin
Tougma Adjarata	Conseil municipal	Conseillère de Seguem
Balma Joséphine	Conseil municipal	Conseillère de Tossin
Kolesnore Josiane	Conseil municipal	Conseillère de Baskouré
Sandwidi Laurentine	Conseil municipal	Conseillère de Niangho
Présentation des résultats préliminaires à NDI – 28/03/2014		
François Landiech	Ambassade de Suède	Chargé de Programme
Kassé Aminata	NDI	Directrice Résidente
CAGI-DH commission parlementaire – Focus group 31/03/2014		
Tapsoba Achille	Assemblée Nationale	Député
Kabore Alexis	Assemblée Nationale	Député
Diasso Jean Baptiste	Assemblée Nationale	Assistant parlementaire
Sakandé Aminata	Assemblée Nationale	Administrateur parlementaire
Bapina Désiré	Assemblée Nationale	Administrateur parlementaire
Echanges d'informations complémentaires avec la direction de NDI – 03/04/2014		
Kassé Aminata	NDI	Directrice Résidente
Ayida Dany Komla	NDI	Directeur des programmes (national)

Annex 5 – Documents Consulted

1. Burkina Faso: Enhancing the ability of women leaders to engage effectively in pro-poor democratic governance (Project proposal). February 24, 2009, NDI
2. Women promoting pro-poor, democratic governance in Burkina Faso. Internal midterm evaluation report, August 2012, NDI
3. NDI response to mid-term evaluation findings and recommendation. August 2012, NDI
4. Women promoting pro-poor, democratic governance in Burkina Faso. Participatory assessment baseline report. May, 2009 NDI/Burkina Faso
5. Etude de base sur les indicateurs de référence et la responsabilisation sociale des gouvernants dans 21 communes du Burkina Faso. NDI Burkina, rapport général provisoire, avril 2010.
6. Guide pratique de la candidate. Elections municipales Burkina Faso, décembre 2012. NDI
7. NDI overview of proposed program changes. February, 2012
8. Memorandum. NDI No-cost extension request. October 10, 2013
9. NDI No-cost extension Budget notes. October 10, 2013
10. NDI 5-Year budget. Final
11. Evaluation of NDI's programme on strengthening women's participation in political and decentralisation processes in Burkina Faso. Sida, report, July 2008
12. NDI implementation plan. Final, Annex II
13. NDI monitoring and evaluation plan. Final, Annex III
14. NDI PMEP Final. 2010, Appendix C
15. NDI performance monitoring plan. Final, Annex IV
16. ASDI NDI, Burkina Faso PMEP, février 2014
17. Amendment to the agreement between Sida and NDI for the no-cost extension of Sida's support of "Enhancing the ability of women leaders to engage effectively in pro-poor democratic governance during 2009-2013"
18. CBDF narrative report cooperative agreement n° 10-09716-buk.0-855 from June 1st 2011 to July 31st, 2012
19. Rapport d'avancement du projet « Suivi de l'état de la mise en œuvre de la CEDEF au Burkina Faso ». Rapport technique général du projet. AFJ/BF, février 2013.
20. Etat de la mise en œuvre de la CEDEF dans le cadre de la promotion des droits de la femme rurale au Burkina Faso. WILDAF/FeDDAF, décembre 2012
21. Rapport narratif final du projet NDI. Marche Mondiale, octobre 2012
22. Rapport bilan activités réalisées par le comité quota (2009-2013). Cadre de concertation de la société civile sur le quota genre, Bureau du comité, janvier 2014
23. Rapport Bilan des activités de la Coalition CEDEF (2009-2013). Coalition burkinabé pour le suivi de la mise en œuvre de la CEDEF, comité de coordination de la coalition, janvier 2014

24. Rapport bilan narratif du projet « *Optimisation de la stratégie de lutte anti-corruption du REN-LAC par l'approche genre* ». Période du rapport février 2012-décembre 2013, REN-LAC
25. Rapport final de la mise en œuvre du projet de suivi citoyen des performances des services de l'éducation dans la commune de Loumbila. Association Manegdbzanga, mars 2013
26. Rapport final de la mise en œuvre du projet d'amélioration de la participation des femmes et des filles dans le domaine de l'éducation par le renforcement de la mise en œuvre du bulletin d'évaluation participative. Association Manegdbzanga, décembre 2013
27. Plan de formation et appuis conseils aux femmes élues locales. Février 2013, NDI
28. Rapport synthèse de la mise en œuvre du projet de redevabilité sociale dans les services de santé dans la commune d'Orodara. Période de mise en oeuvre: octobre 2012- mars 2013. CJS
29. Rapport synthèse de la mise en œuvre du projet de redevabilité sociale dans les services de santé dans la commune d'Orodara. Période de mise en oeuvre : juin 2013- novembre 2013. CJS
30. Rapport du projet de suivi des services publics de santé dans la commune de Fada. ATY, avril 2013
31. Rapport du projet de suivi des services publics de santé dans la commune de Fada. Phase II, ATY, décembre 2013
32. NDI Annual Report: March 1, 2009 – December 31, 2009
33. NDI Annual Report: January 1, 2010 – December 31, 2010
34. NDI Annual Report: January 1, 2011 – December 31, 2011
35. NDI Annual Report: January 1, 2012 – December 31, 2012

Annex 6 – NDI's response

National Democratic Institute (NDI) Comments on Indevelop Final Evaluation Report

June 9, 2014

The Institute respectfully notes the following final comments and clarifications on the evaluation report and findings. In addition, the Institute identified a few factual errors in the final report which also are noted below.

Recommendations

NDI finds many of the Indevelop team's recommendations useful and would apply them to strengthen future programs in Burkina Faso and other countries. Notably, the Institute appreciates the following recommendations (p. 41) in the report:

- *“Develop a strategy document aiming at explaining the approach to capacity development and clearly showing the links between capacity development and empowerment.”* NDI will document the approach developed under the program in order to support future efforts to strengthen the capacity of individuals and organizations of beneficiary groups, and to make explicit the links between capacity development and women's empowerment.
- *“Consider targeting male councilors in future work with municipalities.”* NDI's approach to promoting women's political participation in Burkina Faso involved raising men's awareness of, and involvement in promoting women's role and contribution to political and civic life. For example, NDI included both men and women local councilors in relevant trainings and activities to promote responsive local governance. NDI will continue to apply this approach and to mainstream gender considerations throughout its programming.
- *“Create clearer links between the different components/objectives of future programmes in order to increase leverage.”* To ensure overall coherence and synergies among complex program components, NDI will continue to strengthen operational linkages among those components.
- *“Further improve the monitoring system.”* NDI will draw extensively on experience gained while implementing the Burkina Faso Sida program to further strengthen monitoring and evaluation processes for similar programs in the future.
- *“Develop an exit strategy document.”* As appropriate for future programs, NDI will develop an exit strategy document at the outset of the program to facilitate

the program's conclusion and increase the sustainability of its results. Such a document would be updated during different phases of program implementation.

Points of Difference and further Clarifications

- *“The chain of results has not been articulated in a coherent structure, as the outputs and outcomes are not clearly articulated”* (p. 21). The program's logical framework outlines a conditional if-and-then logic model that proposes the results (i.e., the “conditions”) that are necessary and sufficient for creating change related to the stated development problems framed as the program's objectives. In this way, NDI's logical framework formed a testable hypothesis that could be proved or disproved with empirical data on results. NDI defined the program's anticipated intermediate results, outcomes and outputs in the Program Monitoring and Evaluation Plan (PMEP), and systematically collected and analyzed program performance data against the PMEP indicators.
- NDI regrets that Indevelop did not refer to the PMEP in its evaluation report, or use the available data to test the program's development hypothesis. Indevelop instead applied Nailia Kabeer's three-dimensional definition for “empowerment,” access-agency-achievement (AAA), to assess the logic model's abstract coherence. NDI used the AAA framework for data collection and analysis at baseline and midterm. Following the baseline evaluation, NDI refined the program's upper level indicators to be sensitive to Kabeer's AAA definitions for women's empowerment. In conducting baseline and midterm assessments, NDI used Kabeer's definitional framework as the basis for analyzing the degree to which women had increased “access” to political power, practiced “agency” and “achieved” results in representing women's concerns. NDI hoped that in undertaking the theory-based final evaluation, the evaluation team would first evaluate the program hypothesis (results), and then revisit Kabeer's theory in view of the empirical data collected on the program. By first testing the program's hypothesis, the evaluation could have established a sound basis on which to refute, support or amend Kabeer's broader theory of women's empowerment. While the final evaluation provides many meaningful insights, it neither fully tests the program's hypothesis (anticipated results) nor discusses the broader theory of women's political empowerment in the context of Burkina Faso.
- *“NDI should develop a partnership with one (or more) organisations specialized in adult literacy in its work with councilwomen”* (p. 41). NDI agrees with the evaluation team's finding that the high rate of illiteracy among women councilors and Burkinabe women generally remains a considerable obstacle to their more effective political and civic participation and leadership. While implementing the program, NDI ensured that program materials and methodologies were well-suited to both illiterate and literate participants. The Institute also recognizes that the causes of women's illiteracy are multiple and complex, and that effecting real change in adult literacy requires intensive, long-term investments by beneficiaries and service providers. NDI determined that such investments would have gone beyond the scope and approved budget of the Sida program, and so could not enter into formal partnerships with organizations specialized in addressing women's illiteracy.

- “NDI should increase the responsibility of the Ouagadougou office in drafting the annual reports” and should “produce annual reports in the French language” (p. 41). In certain instances, producing program reports in French (or another language) could be valuable. It is important to note that under the terms of the agreement with Sida that NDI was required to submit program reports in English. The purpose of the program reports was primarily to convey information to the donor on program progress and document lessons learned for NDI, and they were not intended for wider distribution to program participants. Drafts of the reports were based on the regular progress reports submitted by NDI's Burkina Faso-based team, and shared and discussed with the NDI Ouagadougou office before submission to Sida. NDI acknowledges that its annual reports could have more robustly reflected the program's rich contribution and effects on participants and beneficiaries. However, Sida's regular presence at program activities and frequent interaction between Sida and NDI Burkina staff provided ample opportunities, in addition to the annual reports, to capture these rich results. Furthermore, the midterm evaluation report provided a very comprehensive account of qualitative results achieved by the program.

“NDI has not developed partnerships with other organisations supported by the Swedish cooperation [and] has not sought relationships with organisations such as GIZ which has a very complementary programme as part of its support to decentralisation policies” (pp. 30-31). NDI respectfully notes that, in fact, it established synergies with other international actors and/or other Swedish-funded development contributions. NDI reinforced the work of Burkinabe civil society partners such as *Centre de Suivi et d'Analyses Citoyens des Politiques Publiques* (CDCAP), and *Réseau national de lutte anti-corrup-tion* (RENLAC) that received funding from other sources by adapting its approach to ensure the efforts were complementary. NDI also facilitated program participants' access to resources provided by other organizations such as GiZ, for example, by helping local councilors solicit support from, and funding for local development projects in their respective geographic regions. In addition, NDI shared information regarding its program activities at various meetings with other implementing partners funded by Sida and other donors. NDI acknowledges that these collaborative efforts were not always fully detailed in the program's formal reports



Evaluation of National Democratic Institute's (NDI) programme 2009-2014 in Burkina Faso: "Enhancing the ability of women leaders to engage effectively in pro-poor democratic governance"

This report presents the findings of the evaluation of the National Democratic Institute's (NDI) programme "Strengthening the capacity of women leaders to engage effectively in pro-poor democratic governance", for the period 2009-2014. NDI's programme is primarily a well thought-through programme. It is relevant in relation to the Burkinabe context, and it has adapted to the erratic nature of public policies in the country. It is, likewise, consistent with the Swedish strategy for development cooperation in Burkina Faso. NDI's programme in Burkina Faso is, however, also characterised by a few weaknesses, and certain aspects of the work require more in-depth reflection. For instance, NDI have not adapted their model of defining female empowerment to the programme theory of change, and the monitoring system lacks effectiveness due to a shortage of qualitative data.