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## **PROGRAM DEVELOPMENT AND SUPPORT**

### **USAID/Mali Democratic Governance Strategic Objective Baseline Indicators Survey Data Analysis Report**

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## **I. INTRODUCTION AND BACKGROUND**

Since December 1994, USAID/Mali has been undergoing a process of reengineering which has involved the development of four strategic objectives and a new results-based framework. Several previous consulting teams have assisted the Mission in the development of a performance monitoring and evaluation plan. Since February 17, 1997, consultants from MSI, Inc., in collaboration with Info-Stat, have been assisting the USAID/Mali DGSO team in the design, execution, and analysis of a baseline monitoring and evaluation survey. The present team of consultants has been assisting the Democratic Governance Strategic Objective (DGSO) team in the design and execution of a baseline survey among its partner community organizations (COs) and intermediary non-governmental organizations (INGOs). The primary task in this study is to operationalize indicators of organizational performance and measure them in order to provide the DG team, USAID/Mali, and USAID/Washington with data on the effectiveness of DG activities in Mali.

An earlier report introduced the study and its various components, explained the process of operationalization and the sampling methodology employed, and provided a preliminary analysis plan (see annex). The present report describes the outcome of the sampling methodology and data collection, provides results for the DGSO indicators, and provides analysis and recommendations. The remainder of the report is organized as follows. First, background is provided on civil society and democratization issues and performance monitoring of the DGSO. Next, a description is given of sampling issues which arose during the baseline data collection and how they were resolved. Then, the results and analysis of the baseline survey are provided. A brief section giving background on how indicator measurement is reported is followed by tables displaying the actual results. The report concludes with recommendations on program implications of the analysis as well as future data collection and analysis needs.

### **A. Civil Society and Democratization**

Since before Africa's dramatic transitions of the last eight years, *civil society* was in vogue as a term referring to the public space between the household and the state. Civil society consists of social networks based on affinity and cooperation, outside the realm of the state. It serves to coordinate social activities on a free and independent basis and as such was often posited to hold great promise as a counterweight to authoritarian states. More recently, state-society relations have been held to be more than a zero-sum game -- civil society can provide services and reinforce state capacity, to their mutual benefit. This is integral to the very concept of governance -- "the conscious management of regime structures with a view to enhancing the legitimacy of the public realm" (Hyden and Bratton, p. 7).

This evolution of cooperation and trust is often assumed to be a prerequisite for the long-term consolidation of democratic gains. Indeed, many believe that "The existence of an active civil society is crucial to the vitality of political democracy" (Hadenius and Uggle, p. 1622). Civil society is a relational concept, both in terms of the horizontal ties between organizations and the vertical links that tie them to a national system.

The term civil society encompasses a vast array of organizations and has been used in a variety of different ways. In the present study, we exclude profit-making enterprises and organizations such as political parties which aim to take over state power rather than simply influencing it. A critical characteristic for our purposes is that the organizations concerned have as a primary purpose the influencing of public policy.

The primary tasks of civil society in the context of democracy are: 1. to aggregate interests and provide a context in which groups vie for power with other groups as well as the state. In order for the multifarious organizations in civil society to perform this pluralist function they must exhibit autonomy; 2. "The growth and preservation of democracy depend ultimately on the support this form of government has in the hearts and minds of the people" (Hadenius and Uggla, p. 1622). The people have to buy into the democratic rules of the game. Civil society is believed to hold great potential to serve this educational role in the consolidation of democratic gains. These two functions of civil society are certainly intertwined, though USAID/Mali is most explicitly concerned with buttressing the pluralist function.

#### **B. USAID/Mali and its Democratic Governance Strategic Objective (DGSO)**

Since December 1994, USAID/Mali has been undergoing a process of re-engineering and strategy re-orientation. This re-engineering process and its concomitant results orientation marks a dramatic change from previous USAID endeavors in Mali.

USAID/Mali's program aspires to the following goal: "Mali achieves a level of sustainable economic, social, and political development that eliminates the need for concessional foreign assistance."

The 1996 - 2002 strategic plan focuses on four highly interrelated strategic objectives within the social economic, and political realms. Among these four strategic objectives contributing to USAID Mali's program goal is a Democratic Governance Strategic Objective (DGSO) which foresees that: "Community organizations in target communes are effective partners in democratic governance, including development decisionmaking and planning."

The program orientation and objectives diverge from previous Mission efforts in important ways, not least of which being the addition of a political dimension or objective to economic and social ones. As a result of Mali's transition to a multi-party democracy in 1991, the possibility of achieving sustainable (social, economic, and environmental) development became a reality for the first time in Mali's history. Thus, the promotion of democratic governance in which community organizations (COs) -- as the base unit of civil society -- participate as equal partners in sustainable national development efforts is viewed as a means to achieving the Mission program goal, as well as a desirable end in itself.

An interesting characteristic of the Democratic Governance Strategic Objective (DGSO) is its clear, single-minded focus on capacity-building among the constituent organizations of civil society. Rather than a diffuse objective focusing on state institutions and other more conventional targets of governance initiatives, USAID/Mali has, consistent with the explosion of organizational activity since March 1991 and the current move toward decentralization, chose for their work to be entirely civil society focused. Implicit in the DGSO is a USAID contribution to promoting an enabling environment which facilitates this process of grassroots empowerment. A critical component of this strategy is support for meaningful decentralization through devolution of power and not simply deconcentration of the state apparatus.

USAID/Mali's activities, however, are indirectly concerned with the enabling environment and "rules of the game" and more directly involved with capacity-building among a hierarchy of civil society organizations. They are engaging in projects aimed at promoting functional literacy, civic education, management techniques, organizational skills, promoting local finance institutions, etc. These activities are intended to build the necessary expertise and

organizational confidence which will permit civil society organizations to become meaningful partners in sustainable development. The aim of the present study is to get initial observations on indicators in order to monitor organizational performance and, eventually, assess the impact of USAID programs.

DGSO civil society collaboration is primarily conducted through a hierarchy of non-governmental organizations (NGOs) as follows. USAID supports the programs of five American private voluntary organizations (PVOs): Save the Children-USA, World Education, The Cooperative League of the United States of America (CLUSA), CARE, and AfriCare. These PVOs, in turn, provide program support and training to thirty different Malian intermediary NGOs (INGOs). These INGOs -- "modern," formal organizations -- collaborate with community organizations (COs) at the village level. Most USAID support of the COs that are the centerpiece of the DGSO is thus channeled indirectly through PVOs and INGOs. These COs include cotton producer associations, urban neighborhood associations, women's groups, health committees, parent-teacher associations, etc. They are generally aimed at fairly specific development tasks at the village level and are attractive to USAID because they are truly decentralized and permit direct contact with the rural dwellers who make up eighty percent of the country's population.

## **II. PERFORMANCE MONITORING OF THE DGSO**

For purposes of reporting program results to Washington, as well for its own management information systems, the USAID/Mali DG team needs to measure its performance. Because the DGSO is integrally related to civil society, organizational performance indicators constitute the most important part of the monitoring and evaluation project at hand. The six-year plan for DGSO monitoring and evaluation aims to measure changes in performance of these organizations over time.

A two-person team from Management Systems International (MSI) was hired to design a baseline survey to serve as a point of departure for this monitoring and evaluation. This MSI team, consisting of the authors of the present report, designed the sampling methodology, refined indicators and designed three questionnaires, designed a scope of work for a Malian data collection firm, and hired and trained that data collection firm. The data were collected during the months of March and April and Davis returned to Mali in mid-May to analyze the data in collaboration with Info-Stat, the Malian firm.

The principal unit of analysis in the present study is the organization. In order to understand the role of INGOs in aggregating interests, as well as the degree to which COs are active partners in sustainable development, we designed a study aimed at operationalizing indicators for both INGOs and COs. The present report describes the results of a census of all thirty INGOs working with the partner PVOs of the DG team. It also describes the results of a survey of 168 COs which collaborate with the thirty INGOs. Because of the subjective and qualitative nature of much of the information sought in this study, we added a set of qualitative interviews to be conducted with the Mission of Decentralization, federation leaders, and local government officials (mayors and *arrondissement* heads). These qualitative data have been used to supplement, confirm and otherwise shed light on the quantitative data collected.

One factor which slowed down the completion of the consultants' work during the design of this study was the non-existence of a sampling frame of all COs working with USAID/Mali

partner INGOs. Measures were taken to construct a sampling frame with CO names, regions, and gender characteristics. An equivalent sampling frame does not yet exist for COs with no affiliation with USAID, and there was insufficient time to construct this frame in time for the present study. Therefore, this baseline study does not permit rigorous inferences to be drawn about the DG team's impact because we were unable to sample a control group. Similarly, conclusions about the spread effect of USAID activity on non-target COs will not be possible until this sampling frame is constructed. We therefore strongly advise USAID/Mali to invest the necessary resources to construct this frame.

Nevertheless, because we resolved the sampling problem concerning target COs, the present baseline survey provides valuable performance monitoring data for COs affiliated with USAID partners. It constitutes an important first stage of monitoring. USAID has an exciting opportunity to perform true impact assessment in future years if it does the necessary groundwork.

The Mission has devoted a good deal of effort to developing a precise strategic objective, as well as the intermediate results necessary to achieve it. In brief, the strategy envisions management and civic action capacity-building for INGOs and federations in order to permit them to better aggregate the interests of and build the civic action capacities of their partner COs at the local level and beyond. INGOs and federations are viewed as critical intermediaries in the process of accomplishing the strategic objective, making "COs in target communes effective partners in democratic governance, including development decisionmaking and planning."

The Mission has designated this as their third strategic objective among four. Strategic Objective Three has three principal intermediate results (IRs) on which it depends. IR 3.2 consists of effective decentralization occurring by the end of 1999. IR 3.3 envisions an enabling environment in Mali which empowers COs, INGOs, and federations. Results on these intermediate results are sought indirectly through questions in both surveys, as well as through qualitative interviews with local officials and the Mission of Decentralization.

IR 3.1, the principal focus of the CO and INGO surveys, reads as follows: "Target community organizations are engaged in democratic self-governance and civic action at the local level and beyond."

IR 3.1 depends upon the successful achievement of IR 3.1.1 -- "Target intermediary NGOs and federations support community organizations' democratic self-governance and civic action" -- and IR 3.1.1.1 -- "The capacity of target NGOs and federations is strengthened." Equally important are IR 3.1.2 -- "Target intermediary NGOs and federations effectively aggregate and represent community organization interests at the local level and beyond" -- as well as IR 3.1.2.2 -- "The civic action skills of target intermediary NGOs and federations are improved."

The DGSO baseline data collection operationalizes indicators of performance related to the DGSO and the intermediate results. The next section goes into more detail on sampling issues arising during baseline data collection.

### **III. SAMPLING ISSUES ARISING DURING BASELINE DATA COLLECTION**

The lack of a sampling frame and the desire to too quickly compile one has caused recurring problems in the execution of the study. When the present MSI team first arrived in Mali in February, no systematic data existed on the community organizations (COs)

collaborating with DG. On recommendation of the consultants, the DG team contacted all of their partner intermediary non-governmental organizations (INGOs) to ask for frequencies on their partner COs by region and gender. Then, when Davis left the country on March 15, he left explicit instructions for Info-Stat on how to get lists of CO names from the INGOs and draw a stratified random sample by region and gender. Unfortunately, a seemingly straightforward task was rendered difficult when Info-Stat found that the lists they obtained at the national offices of these INGOs did not correspond closely at all with the frequencies obtained by the DG team. Subsequently, when Info-Stat went into the field to make contact with COs, INGO field agents gave them information that differed somewhat from what their national offices had reported. The following three tables trace the evolution of the sampling frame (additional information on the sampling frame is available in the annex).

<b>Table 1 List of organization frequencies as compiled by DG Team in February-March</b>			
<b>Region</b>	<b>Women's COs</b>	<b>Mixed COs</b>	<b>[Regional Totals]</b>
<b>Bamako</b>	45	66	111
<b>Koulikoro</b>	124	636	760
<b>Sikasso</b>	134	422	556
<b>[Gender Totals]</b>	303 21.23%	1124 78.77%	1427 100%

<b>Table 2 List of organization frequencies based on Info-Stat's interviews with Bamako NGO leaders</b>			
<b>Region</b>	<b>Women's COs</b>	<b>Mixed COs</b>	<b>[Regional Totals]</b>
<b>Bamako</b>	13	61	74
<b>Koulikoro</b>	76	203	279
<b>Sikasso</b>	4	201	205
<b>[Gender Totals]</b>	93 16.66%	465 83.33%	558 100%

<b>Table 3 Organization frequencies found by Info-Stat in the field</b>			
<b>Region</b>	<b>Women's COs</b>	<b>Mixed COs</b>	<b>[Regional Totals]</b>
<b>Bamako</b>	24	61	85
<b>Koulikoro</b>	93	256	349
<b>Sikasso</b>	9	201	210
<b>[Gender Totals]</b>	126 19.57%	518 80.43%	644 100%

Nevertheless, we were encouraged to discover that, even though raw numbers varied widely at each step, the proportions by gender breakdown, the most important stratification called for in the indicators, did not vary more than 4.66 percent across the three steps. We are therefore confident that the weights we will use in the calculation of global indicators accurately reflect the proportions existing in the population at large.

In the initial DG team queries of NGOs, only twenty-two "men's" organizations were reported nationwide, meaning that they constituted barely one percent of all COs reported to collaborate with USAID-partner NGOs. The decision was therefore made to drop them from the analysis and concentrate on the far-more-numerous women's and mixed organizations. Subsequently, Info-Stat found that men's organizations were more numerous than women's organizations. By the time that the MSI consultants were informed of this development, a sample had already been drawn and the data had been collected, leaving out men's organizations. Though this was at first the cause of some consternation, the consultants are confident that this will have little impact on the study results for the following reason. Though the difference between women's organizations and all others is clear, the difference between men's and mixed organizations is far less so. For example, *associations villageoises* (AVs) in the cotton zone were formed as all-village organizations but, because cotton is a "man's crop," in practice, only men participate in most AVs. Consequently, there is little reliability in measuring the distinction between men's and mixed organizations, because two different equally-informed CO leaders could often describe the same organization as either. Therefore, we feel that not sampling men's organizations has little bearing upon the study and recommend that future rounds of DG monitoring and evaluation include men's and mixed groups as a single category.

The original sampling plan presented to Info-Stat required organizations to be sampled in the regions of Koulikoro, Mopti, and Sikasso, in order to permit examination of different factors such as agricultural wealth and remoteness from the capital. Once in the field, however, Info-Stat found that most of the COs previously reported to exist in Mopti were not yet functional. The decision was consequently made to substitute the District of Bamako, with a total sample broken down as shown in the following Table 4.

**Table 4 Original sampling plan with Bamako substitution**

<b>Region</b>	<b>Women's COs</b>	<b>Mixed COs</b>	<b>Regional Totals</b>
<b>Bamako</b>	20	20	40
<b>Koulikoro</b>	20	20	40
<b>Sikasso</b>	20	20	40
<b>Gender Totals</b>	60	60	120

A similar problem arose when Info-Stat undertook data collection in the Sikasso region and found that almost no women's organizations collaborated with USAID partners. Upon consultation with Davis, a decision was made to take measures to ensure that both gender and regional analyses continue to be feasible. In increasing women's organizations sampled in Koulikoro, we also increased the number of mixed organizations sampled there, as it did not seem responsible to draw twice as many women's organizations as mixed when mixed COs were in fact much more plentiful in the general population. The following table shows Davis' revised sampling plan.

**Table 5 Revised sampling plan accounting for dearth of women's COs**

<b>Region</b>	<b>Women's COs</b>	<b>Mixed COs</b>	<b>Regional Totals</b>
<b>Bamako</b>	20	20	40
<b>Koulikoro</b>	40	40	80
<b>Sikasso</b>	0	40	40
<b>Gender Totals</b>	60	100	160

In practice, Info-Stat interviewed the few women's organizations it found in Sikasso and then drew enough mixed COs in order to meet the required regional total. In other cells of the sampling frame, Info-Stat deliberately oversampled to correct for potential problems of non-response or missing data. The following table shows the characteristics of the sample that was finally drawn.

**Table 6 CO sample stratified by region and gender**

<b>Region</b>	<b>Women's COs</b>	<b>Mixed COs</b>	<b>Regional Totals</b>
<b>Bamako</b>	22	21	43
<b>Koulikoro</b>	43	41	84
<b>Sikasso</b>	9	32	41
<b>Gender Totals</b>	74	94	168

The original sampling methodology developed by the MSI consultants called for a random sample stratified by region and gender. For reasons involving time constraints, a lack of balance across regions and gender, and the lack of accurate information available in the capital, Info-Stat chose to execute a multistage random sample in each region. They first selected arrondissements or communes where USAID-partner COs were known to exist and they subsequently randomly chose villages within the larger administrative units. The arrondissements and communes were selected in Bamako, while the villages (and one CO per village) were randomly drawn in the field under strict instructions from Bakary Doumbia, Info-Stat's director.

Both in the conceptual phase as well as in the data collection stage of this study, the MSI consultants and Info-Stat encountered major methodological obstacles stemming directly from the inexistence of a sampling frame for COs. The consultants strongly advise USAID-Mali to invest the necessary time and resources to develop a complete sampling frame of both target and non-target COs before the next round of monitoring and evaluation data collection takes place.

#### **IV. PROGRAM INDICATOR BASELINE DATA**

This section provides the tools for a detailed understanding of the data analysis, as well as a description of the actual results. First, the weighting techniques used as well as other statistical techniques employed are described. This description provides background for the benefit of future evaluators or the curious layperson. Casual readers can get a basic grasp of data implications without reading section A. In section B, data analysis and results following the logic of the DGSO results framework is presented. For ease of access, results for the indicators are presented in italics at the appropriate location in the text.

##### **A. Data Analysis Background**

The present discussion is intended to assist the DG team in understanding how the results of the baseline survey are presented. This discussion is important in that it continues the practice of having the team involved in every step of this research process in order to permit them a more active role in future rounds of DG monitoring and evaluation.

Sometimes disproportionate sampling is appropriate in order to ensure that sufficient numbers exist in each important sub-population in order to do statistical analysis. As long as the sub-populations are used for separate or comparative analysis, weighting is unnecessary. In such a case where certain sub-populations are oversampled and one wants to create a composite picture of the sample which is intended to accurately reflect the population, however, different

elements must be weighted. Weighting permits the drawing of a relatively unbiased picture of the population.

A probability sample is representative of a population if all elements have an equal chance of being selected for that sample. A proportionate stratified sample is a way of achieving a simplified approximation of a probability sample according to a characteristic deemed important.

In our case, we had a choice between doing a proportionate stratified sample and having too few cases in some strata (e.g., women's organizations) to do meaningful analysis or resolving the "too few cases" problem by doing a non-proportionate stratified sample. We chose the second approach, ensuring the possibility of making meaningful comparisons between regions and types of organization, in spite of the fact that the proportions in our sample would be unrepresentative of the population as a whole.

This sample, in which different elements have different probabilities of selection, was made representative by effectively assigning each element a weight equal to the inverse of its probability of selection. This system allows the approximation of a representative probability sample. Some explanation is in order.

In a perfectly representative probability sample, every subgroup appears in exact proportion to its incidence in the population at large. Thus, every stratum is weighted equally in that its incidence in the sample equals its incidence in the population, so it has a weight of one (say, .25 percent of population/.25 percent of sample = 1.0). In a disproportionate sample, subgroups must be weighted in order to correct for over- or under-sampling. Weights are constructed very intuitively. For example, if a sub-group constitutes twenty percent of the population but only ten percent of the sample, its weight would be  $.20/.10$ , that is, two. Half as many of the sub-group were sampled as should have been, so the weighting system effectively doubles the stratum in order to correct for undersampling.

Because we wanted to ensure adequate representation in order to do analysis by region and gender, we intentionally engineered the stratified sample to over-include women's groups and under-include mixed groups. Similarly, groups from Bamako are over-included in comparison with groups in Koulikoro and Sikasso. Therefore, any analysis that is done in order to describe the whole population, as most of the indicators do, will be weighted. The most important stratification called for in the indicators is that of gender. For reasons described above, we are confident of the weights used in the calculations. Weighting could also be done by region, but we are less confident of knowing the true regional proportions. In the current formulation, Bamako is oversampled and Sikasso is undersampled, but Koulikoro, commensurate with having the most COs in the population at large, also has the highest incidence in the sample. We are therefore confident that weighting by gender and not region will not unduly bias the reported results.

In order to demonstrate the process of weighting, we present the following example using the first strategic objective indicator. The table shown below presents the raw frequencies on amount of development decisions affected as reported by representatives of the 168 COs studied. The right-hand "total" column shows the total frequencies at various levels of affecting development decisions and their percentages in the sample. The two middle columns show the breakdown of responses among women's groups and mixed groups as well as the proportion

giving a given response *within that subgroup* (i.e., women or mixed). The bottom row shows the total frequency of women's groups and mixed groups and gives column percentage totals.

	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>
<b>No effort to contact authorities</b>	47 63.51%	44 46.81%	91 54.17%
<b>Contact, but no decisions affected</b>	15 20.27%	27 28.72%	42 25.00%
<b>One decision affected</b>	10 13.51%	17 18.09%	27 16.07%
<b>Two decisions affected</b>	2 2.70%	6 6.38%	8 4.76%
<b>Total</b>	74 100.00%	94 100.00%	168 100.00%

In the Table 8, we've estimated what the frequencies in the table would be if we had done a proportionate sample by gender. Each cell contains a weight which is "sub-group percent in population divided by sub-group percent in sample." This weight is multiplied by the raw frequencies found in the above table. The two gender estimates are then combined to yield the total frequencies appearing in the far right-hand column.

This is the only time that this type of table will be presented in this report. It is presented in order to give the DG team an idea of the intuition behind weighting -- for good statistical reasons, some sub-groups (e.g., women) were oversampled and some (e.g., mixed) were undersampled. Weighting corrects for giving a sub-group more or less importance than its incidence in the population warrants. When we weight sub-groups, we are operating under the premise that, for example, the frequencies shown below are what we would expect to find had we drawn a proportionate sample.

<b>Table 8 Percent of COs which have affected development decisions (weighted frequencies).</b>			
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>
<b>No effort to contact authorities</b>	(.196/.440)(47)	(.804/.560)(44)	20.94 + 63.18 = 84.12
<b>Contact, but no decisions affected</b>	(.445)(15)	(1.436)(27)	6.68 + 38.77 = 45.45
<b>One decision affected</b>	(.445)(10)	(1.436)(17)	4.45 + 24.41 = 28.86
<b>Two decisions affected</b>	(.445)(2)	(1.436)(6)	.89 + 8.62 = 9.51
<b>Total</b>	74	94	167.94

Table 9 derives from the same logic. We use the percentages from the first table shown above in order to calculate estimates for what the true proportions are giving each response in the population at large. The reason the weights are different is as follows. The raw frequencies are frequencies out of the whole sample, while column percentages are for each sub-group, so the calculations are slightly different but the logic is the same.

The far right column in the table below is very important to our study. When we report the raw frequencies for each of our indicators, we will add a final column which shows the weighted proportion estimating each category's incidence in the population.

<b>Table 9 Percent of COs which have affected development decisions (weighted percentages).</b>			
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>
<b>No effort to contact authorities</b>	(.196)(63.51)	(.804)(46.81)	12.45 + 37.64 = 50.09%
<b>Contact, but no decisions affected</b>	(.196)(20.27)	(.804)(28.72)	3.97 + 23.09 = 27.06%
<b>One decision affected</b>	(.196)(13.51)	(.804)(18.09)	2.65 + 14.54 = 17.19%
<b>Two decisions affected</b>	(.196)(2.70)	(.804)(6.38)	.53 + 5.13 = 5.66%
<b>Total</b>	19.6%	80.4%	100%

For each of the cross-tabulations presented in this study, a chi-square statistic and significance level has been generated. The chi-square test is a test of statistical independence which allows us to demonstrate whether a non-random relationship exists between two variables. While it is not a measure of the strength of a relationship, it permits us to state the probability of a given relationship occurring by chance, or, conversely, our level of confidence in two variables being linked. Where the chi-square statistic does not show a relationship that is significant at the .05 level or better, it will not be reported, though the results by sub-group will still be reported.

A chi-square test is one of the most simple tests which allows us to make inferences about a population based on a sample. The significance level associated with this test gives us the probability of the particular configuration displayed by the sample arising if there is no relation between two variables in the underlying population. Therefore, the smaller the significance level, the more confident we are that the variables are linked. In statistical language, we are looking for evidence which tells us whether or not to reject the null hypothesis that, for example, women's groups and mixed groups engage in the same amount of civic action in the larger universe of COs.

## **B. Results**

In the present section, we present tables summarizing data collected to measure USAID/Mali's DGSO performance indicators. As much as possible, we specify the clarifications that were given to the enumerators in order to clearly define terms. Most indicators were measured closely following the instructions given by USAID/Mali and previous consulting teams. Where this was not possible, an explanation and description of alternative measures taken are provided. The analysis follows the logic of the DGSO and intermediate results. Note that where frequencies do not add up to 168 for the COs or 30 for INGOs the difference is the result of non-applicable categories or missing data.

**Democratic Governance Strategic Objective (SO 3): "Community organizations in target communes are effective partners in democratic governance, including development decisionmaking and planning."**

### **Performance Indicators:**

#### **1. Percent of COs which have affected 2 or more development decisions.**

The word "affected" used in the indicator was deemed imprecise. The questionnaire therefore employed the language "convinced authorities to change a decision" (CO Question 48). This raises the problem that areas where authorities are pro-active in seeking out the sentiment of the population would exhibit less organizational impact than was in fact occurring, but the consultant and the data collection firm felt that the added precision was important to the measurement of the indicator.

<b>Table 10 Percent of COs which have affected local-level development decisions</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>No effort to contact authorities</b>	47 63.51%	44 46.81%	91 54.17%	50.08%
<b>Contact, but no decisions affected</b>	15 20.27%	27 28.72%	42 25.00%	27.06%
<b>One decision affected</b>	10 13.51%	17 18.09%	27 16.07%	17.19%
<b>Two or more decisions affected</b>	2 2.70%	6 6.38%	8 4.76%	5.66%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*We estimate that 5.66 percent of all USAID-partner COs but only 2.70 percent of women's COs have affected two or more local-level (arrondissement, cercle, or parastatal) development decisions in the past year (March-April 1996 to March-April 1997).*

The 35 respondents reporting that they had affected at least one decision were asked to cite at least one concrete example of a situation in which they affected a decision. twenty-nine of the 35 (82.9 percent) were able to give concrete examples, suggesting that the vast majority of the responses are reliable. Women's COs as a whole reported fewer decisions affected than mixed groups, but nearly half of the mixed groups and well over half of the women's groups reported no attempts to influence the behavior of any level of local government authorities.

To draw a complete picture of civic action at all levels, we queried CO leaders about their effectiveness at persuading regional and national-level officials and bureaucrats. These results are reported in the next Table 11.

<b>Table 11 Percent of COs reporting that they have influenced regional and national decisions</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>No effort to contact authorities</b>	66 89.19%	63 67.02%	129 76.79%	71.36%
<b>Contact, but no decisions affected</b>	4 5.40%	18 19.15%	22 13.10%	16.46%
<b>One decision affected</b>	2 2.70%	9 9.57%	11 6.54%	8.22%
<b>Two or more decisions affected</b>	2 2.70%	4 4.25%	6 3.57%	3.95%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*We estimate that 3.95 percent of all target COs and 2.70 percent of target women's COs have affected two or more regional or national development decisions in the past year.*

Not surprisingly, a significantly higher percentage made no effort at civic action at all at this level. Interestingly, however, of those reporting contact, the rate of success in changing at least one decision is almost exactly the same at this higher level as at the local level (17/39 = 43.59%, compared with 35/77 = 45.45%). Again, women's groups reported less frequent civic action than mixed groups.

Table 12 aggregates decisions affected at all levels.

<b>Table 12 Percent of COs which have affected any development decisions</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>No effort to contact authorities</b>	47 63.51%	44 46.81%	91 54.17%	50.08%
<b>Contact, but no decisions affected</b>	14 18.92%	21 22.34%	35 20.83%	21.67%
<b>One decision affected</b>	9 12.16%	16 17.02%	25 14.88%	16.07%
<b>Two or more decisions affected</b>	4 5.40%	13 13.83%	17 10.12%	12.18%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*We estimate that 12.18 percent of all target COs have affected at least two decisions at any level in the past year, while only 5.40 percent of women's COs have had this level of impact.*

Clearly, women's organizations lag behind mixed organizations in the impact of their civic action. Only 17.56 percent of women's organizations have influenced even one decision at any level, while 30.85 percent of mixed organizations have had that level of impact.

**2. Number of regional/national government decisions target intermediary NGOs and federations and their CO members and partners affected.**

We had problems obtaining systematic data on national-level decisions affected by groups of COs, federations, and NGOs. Nevertheless, only 19 COs (5 women's, 6.76 percent; and 14 mixed, 14.89 percent) reported collaborating in civic action with other organizations. Of these, only eight report influencing decisions.

<b>Table 13 Percent of COs which have affected any development decisions in collaboration with other organizations</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>No collaborative civic action</b>	69 93.24%	80 85.11%	149 88.69%	86.70%
<b>Contact, but no decisions affected</b>	3 4.05%	8 8.51%	11 6.55%	7.64%
<b>At least one decision affected</b>	2 2.70%	6 6.38%	8 4.76%	5.66%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*Only 5.66 percent of all target COs report engaging in collaborative action and influencing decisions. Mixed COs (6.38 percent) are significantly more likely to report such successes than are women's COs (2.70 percent).*

### **3. Percent of target COs forming a good partnership with local government in delivering public services.**

This was defined as consisting of community organizations feeling they were receiving something in exchange for their tax contributions.

<b>Table 14 Percent of COs reporting a partnership with local government in the provision of services.</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>No verified report of partnership</b>	70 94.59%	71 75.53%	141 83.93%	79.27%
<b>Partnership Exists</b>	4 5.41%	23 24.47%	27 16.07%	20.73%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*We estimate that 20.73 percent of all target COs have high levels of cooperation with the government in the provision of services, while only 5.41 percent of women's groups report this sort of cooperation.*

The chi-square statistic for this indicator is significant to beyond the .001 level, indicating that there are strongly systematic differences between the responses of women's groups and mixed groups. Mixed groups are nearly five times as likely (24.47% to 5.41%) to report a partnership with local government in the provision of services.

**4. Percent of target communes where USAID finances DG activities in which new COs have formed during the year.**

In all twenty-four communes and arrondissements in which CO leaders were interviewed, Info-Stat supervisors also interviewed the chef d'arrondissement, commune mayor, or one of their assistants to ask general questions about organizational activity in the areas under their jurisdiction. As shown in the following table, in fifteen of the twenty-two jurisdiction for which there was usable data (out of 24 total jurisdictions sampled), officials reported the creation of new COs. Responses of "don't know" are included in the calculations because one expects that officials should be aware of active new organizations. If the "don't know" responses are treated as missing data, however, the percentage of jurisdictions reporting new COs rises from 68.18 to 83.33 percent, given the small sample size.

<b>Table 15 Target communes and arrondissements sampled in which officials report the formation of new COs during the previous year.</b>		
	<b>Frequency</b>	<b>Percentage</b>
<b>Jurisdictions reporting new organizations</b>	15	68.18%
<b>Jurisdictions reporting no new organizations</b>	3	13.64%
<b>Officials "don't know" whether new organizations have formed</b>	4	18.18%
<b>Total</b>	22	100%

*In 68.18 percent of jurisdictions surveyed where USAID finances DG activities, new COs had formed during the previous year.*

**5. Percent of target communes in which non-target COs adopt civic action practices.**

Because we do not have a sampling frame for non-target COs, we are unable to produce data for non-target COs which will be comparable with that for target COs, but we do seek anecdotal evidence of civic action by non-target COs. To provide a rough measure of this indicator, ARR 17 asks which COs in a jurisdiction are most aggressive in advocating for the needs of their members. This list can be cross-referenced with the list of USAID-partner COs by

jurisdiction. Non-target COs could then be identified by arrondissement in order to calculate a percentage of jurisdictions for this indicator.

For the purposes of the present report, we relied on INGO reports of non-target CO activities. USAID-partner INGOs were asked if they were aware of non-target COs which are especially active in addressing authorities. Fifteen INGOs, or exactly 50 percent, reported knowing of such activity. We expect, however, that the percentage of communes in which this would be true would be significantly lower, as INGOs responded in a global fashion with regard to the jurisdictions in which they work and did not evaluate commune by commune. Nevertheless, by the frequency with which INGOs report such activity, we can establish that it is not uncommon.

*Fifty percent of USAID-partner INGOs report that they know of non-target COs which have adopted civic action practices.*

**6. Percent of COs expanding their development services and activities.**

The next table shows the proportions of COs contacted which reported expanded services and activities over the previous twelve months. Thus, in the entire population, we estimate that 38.09 percent of all USAID-partner COs expanded development services and activities in the previous year. Interestingly, though among both women's and mixed organizations more COs did not expand activities than did, the women's groups contacted were slightly more likely to have expanded activities than the mixed groups (45.95% to 36.17%). Nevertheless, mixed organizations were far less likely to have begun new mandate-related services, so women's and mixed organizations engaged in new activities outside of the scope of their original mandate in almost identical proportions.

<b>Table 16 Percent of COs reporting expanded development services and activities.</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>No new services or activities reported</b>	40 54.05%	60 63.83%	100 59.52%	61.91%
<b>New services or activities reported, but none outside mandate</b>	13 17.57%	7 7.45%	20 11.90%	9.43%
<b>New services outside mandate</b>	21 28.38%	27 28.72%	48 28.57%	28.65%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*We estimate that 38.08 percent of target COs expanded development services and activities in the twelve months preceding the survey. Women's COs were more innovative than*

*mixed COs, with 45.95 percent (versus 36.17 percent) expanding development services and activities.*

**IR 3.1: "Target community organizations are engaged in democratic self-governance and civic action at the local level and beyond."**

**Performance Indicators:**

**1. Target COs govern themselves democratically.**

In order to measure the level of internal democracy in COs, previous consultants developed a four-point index according to commonly-accepted criteria. These criteria were as follows: First, is the CO voluntary in founding and membership or is it ascriptive; that is, do members automatically belong according to their membership in a social category such as gender or an age group? Second, is leadership elected and does alternation occur according to organizational by-laws? Third, are meetings held according to organizational by-laws? Finally, fourth, is attendance reasonably high at both board and general membership meetings (at least 75 percent board attendance, and at least 60 percent general membership attendance)?

As this is a compound indicator, we will first present frequencies for each of the four criteria. After the presentation of these data, a table is presented summing the data for the internal democracy index.

The frequencies on "voluntary in founding" and "voluntary in membership" were virtually identical. Presently, three more organizations (1.78 percent) are voluntary than was the case at their founding. For simplification, therefore, only the "voluntary in membership" variable is used to measure voluntariness in the present index.

Interestingly, the vast majority of COs surveyed report that "everyone in the village, or of a certain age, social category, or gender" is a member of their organization and not "only those who choose to join." These data reflect the precariousness of transporting concepts developed in Western democracies to a very different social context.

<b>Table 17 Internal Democracy Criterion 1: Percent of COs reporting that they are currently voluntary in membership</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>Ascriptive</b>	63 85.14%	78 82.98%	141 83.93%	83.41%
<b>Voluntary</b>	11 14.86%	16 17.02%	27 16.07%	16.59%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*We estimate that 16.59 percent of all target COs and 14.86 percent of target women's COs are currently voluntary in membership.*

More women's groups have by-laws than mixed groups, and those that do have by-laws are more likely to follow them, as is shown in the following table.

<b>Table 18 Internal Democracy Criterion 2A: Percent of COs where leadership is elected according to the by-laws</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>Missing data (primarily no by-laws)</b>	53 71.62%	81 86.17%	134 79.76%	83.32%
<b>Don't follow by-laws</b>	6 8.11%	8 8.51%	14 8.33%	8.43%
<b>Follow by-laws</b>	15 20.27%	5 5.32%	20 11.90%	8.24%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*We estimate that 8.24 percent of all COs elect leadership according to formal by-laws. However, fully 20.27 percent of women's groups do so.*

Interestingly, women's groups are far more likely than mixed groups to elect their leadership according to formal by-laws (20.27 percent versus 5.32 percent). We suspect that more attention may have been devoted to women's groups regarding capacity-building, particularly with respect to formalizing procedures, than has been devoted to men's groups.

**Table 19 Internal Democracy Criterion 2B:**

**Percent of COs where leadership is elected for a specific time period allowing alternation.**

	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>Leadership elected for specific time period</b>	12 18.18%	13 14.77%	25 16.23%	15.44%
<b>Leadership elected for open period</b>	3 4.55%	14 15.91%	17 11.04%	13.68%
<b>Consensus of members</b>	49 74.24%	45 51.14%	94 61.04%	55.67%
<b>Selection by village notables</b>	2 3.03%	16 18.18%	18 11.67%	15.70%
<b>Total</b>	66 100.00%	88 100.00%	154 100%	100%

*We estimate that 15.44 percent of all target COs elect leaders for a set time period allowing for leadership alternation. Among women's COs, 18.18 percent select their leaders in this manner.*

For criterion 2B, we relaxed the restriction that leadership selection occur according to the by-laws and simply made the distinction between those organizations employing elections for a set period and those not. In criterion 3, however, COs had to have by-laws in order to be included.

**Table 20 Internal Democracy Criterion 3:  
Percent of COs in which meetings are held with frequency required by the by-laws.**

	Women's Groups	Mixed Groups	Total	Weighted Percentages
<b>No confirmation that by-laws exist</b>	53 71.62%	81 86.17%	134 79.76%	83.32%
<b>Meetings not held in accordance with by-laws</b>	9 12.16%	9 9.57%	18 10.71%	10.07%
<b>Meetings held according to by-laws</b>	12 16.23%	4 4.26%	16 9.52%	6.61%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*We estimate that 6.61 percent of all target COs hold meetings with the frequency indicated in their by-laws, while fully 16.23 percent of women's COs hold meetings in accordance with their by-laws.*

Here again, one suspects that some women's organizations have been receiving procedural capacity-building assistance in a way in which most mixed COs have not.

A fourth internal democracy criterion required data for attendance at board and general assembly meetings. The vast majority of the organizations surveyed keep no records on attendance for either board meetings or general assemblies. Respondents were asked to report attendance for their four most recent board meetings and general assemblies. Only 19 of 168 community organizations were able to report attendance for even one board meeting and only 9 of 168 reported attendance for even one general assembly. What few responses were received should be considered highly unreliable, as attendance figures often exceeded the total number of officers or members, respectively. This could be a consequence of either unreliable responses, data entry errors, or both. This points to the necessity of encouraging more systematic recordkeeping of membership and attendance if USAID continues to consider this a useful indicator.

For the purposes of the present study, the point is moot, as the CO democratic governance index description specified that COs had to fulfill all four criteria to be considered democratic, and not a single organization even satisfied all three of the remaining criteria. In fact, only ten of the 168 COs surveyed fulfilled even two of the criteria. The following table gives summarizes the breakdown of organizations by number of criteria satisfied.

<b>Table 21 Percent of COs governing themselves democratically</b> [Index: voluntariness + leadership alternation + meetings/by-laws; one point for each scale item; a score of 3 = "very democratic;" 0 = "very undemocratic" ]				
<b>Democracy Score</b>	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>Three</b>	0 00.00%	0 00.00%	0 00.00%	00.00%
<b>Two</b>	9 12.16%	1 1.06%	10 5.95%	3.24%
<b>One</b>	17 22.97%	31 32.98%	48 28.57%	30.94%
<b>Zero</b>	48 64.86%	62 65.96%	110 65.48%	65.75%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*None of the 168 COs surveyed exhibited systematic democratic governance as defined in the DGSO program indicators.*

As shown above, individual COs showed promise on specific dimensions of democratic governance, but no organizations were strongly democratic on all dimensions. Interestingly, though mixed and women's groups had almost identical proportions failing to satisfy any of the criteria (65.96 percent and 64.86 percent, respectively), women's groups were over ten times as likely as men's groups (12.16 percent to 1.06 percent) to meet two of the criteria. We attribute this to the fact that women's groups in our sample were more likely to have formal by-laws, a characteristic deemed important in the indicators.

**2. Target COs have sound management practices.**

The COs do slightly better when evaluated for the quality of their management practices. The first "sound management" criterion requires organizations to exhibit proof of formal recognition.

<b>Table 22 Sound Management Criterion 1: Percent of COs presenting proof of legal recognition</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>Récépissé or other legal recognition shown</b>	14 18.92%	17 18.09%	31 18.45%	18.25%
<b>No proof of legal recognition</b>	60 81.08%	77 81.91%	137 81.55%	81.75%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*We estimate that 18.25 percent of all target COs and 18.92 percent of women's COs are able to present proof of legal recognition of their organization.*

A second criterion required COs to present evidence of systematic, formal, financial systems. Results for this item are presented in Table 23.

<b>Table 23 Sound Management Criterion 2: Percent of COs presenting evidence of formal financial systems</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>Evidence of formal financial system</b>	37 50.00%	31 32.98%	68 40.48%	36.32%
<b>No evidence of formal financial system</b>	37 50.00%	63 67.02%	100 51.52%	63.68%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*We estimate that 36.32 percent of target COs maintain systematic, formal, financial records. However, exactly 50.00 percent of women's COs meet the same standard.*

CO leaders were then asked whether they had set objectives for the five years to come and, if so, to name them. If they named at least two objectives for their CO or the larger community, they were judged as having met the standard. In general, CO leaders were very articulate in demonstrating evidence of strategic planning.

<b>Table 24 Sound Management Criterion 3A: Percent of COs showing evidence of strategic planning</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>At least two concrete objectives benefiting community</b>	64 86.49%	82 87.23%	146 86.90%	87.09%
<b>Zero or one concrete objectives</b>	10 13.51%	12 12.77%	22 13.10%	12.91%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*We estimate that 87.09 percent of all target COs are able to demonstrate evidence of strategic planning. The figures for women's and mixed COs are almost identical (86.49 percent and 87.23 percent).*

Mixed CO leaders (but not women's CO leaders) were then asked to describe their CO's impact on women.

<b>Table 25 Sound Management Criterion 3B: Percent of mixed COs presenting evidence of gender analysis</b>		
	<b>Frequency</b>	<b>Percentage</b>
<b>Gender analysis</b>	77	81.91%
<b>No gender analysis</b>	17	18.09%
<b>Total</b>	94	100.00%

*Among mixed-gender COs, 81.91 percent of leaders surveyed showed evidence of prior reflection on the nature of their impact on women.*

While this level of attention to gender issues is encouraging, the reader should note that it is difficult to inquire about such subject matter in a survey without inadvertently signaling the "better" answer to respondents. Those carrying out future studies may wish to seek indicators requiring more tangible evidence of attention to women's issues.

To receive credit for effective strategic planning in the "sound management" index, COs had to satisfy the requirements of both criteria 3A and 3B, above. Women's organizations were automatically scored as meeting the gender analysis requirement.

**Table 26 Sound Management Criterion 3 (composite):  
Percent of COs presenting evidence of strategic planning which includes  
gender analysis**

	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>Strategic planning with gender analysis</b>	64 86.49%	69 73.40%	133 79.17%	75.97%
<b>All other</b>	10 13.51%	25 26.60%	35 20.83%	24.03%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*We estimate that 75.97 percent of mixed COs can show evidence of strategic planning which includes gender analysis. Among women's groups, 86.49 percent meet this same composite strategic planning criterion.*

A fourth sound management criterion concerns literacy rates on CO boards. Lacking concrete evidence of individual literacy levels, we asked respondents how many of their officers had completed four years of formal schooling (French or French-Arabic) or had completed at least six months of functional literacy classes in a national language. Consultants then calculated literacy rates based on officer numbers provided by the organizations.

**Table 27 Sound Management Criterion 4:  
Literacy rates on CO boards**

	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
80-100% literacy	22 30.99%	48 52.17%	70 42.94%	48.02%
60-79.99% literacy	12 16.90%	19 20.65%	31 19.02%	19.91%
40-59.99% literacy	13 18.31%	10 10.87%	23 14.11%	12.33%
20-39.99% literacy	7 9.86%	8 8.70%	15 9.20%	8.93%
0-19.99% literacy	17 23.94%	7 7.61%	24 14.72%	10.81%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*We estimate that 48.02 percent of all target COs and 30.99 percent of women's COs have at least eighty percent literacy among board members.*

Based on previous experience and Malian national literacy statistics, these numbers seem very high. These data, like most of our data, are based on self-reporting by COs, which certainly could bias it. A separate issue concerns the indicator itself -- the arbitrarily-determined standard of eighty percent seems needlessly high given that in many COs, illiterate elders are paired with schooled younger members in order to gain simultaneously the benefits of experience and wisdom as well as technical capacity. We therefore suggest that the team consider lowering the threshold literacy requirement to fifty percent of board members.

CO leaders were asked whether their members pay regular dues and, if so, to show where it is described in their by-laws. Results for this item in the sound management index are presented in Table 28.

**Table 28 Sound Management Criterion 5:  
Percent of COs collecting dues as specified in by-laws**

	Women's Groups	Mixed Groups	Total	Weighted Percentages
<b>Due collection follows by-laws</b>	8 10.81%	5 5.32%	13 7.74%	6.40%
<b>Does not follow by-laws</b>	66 89.19%	89 94.68%	155 92.26%	93.60%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*Only 6.40 percent of all target groups and 10.81 percent of women's COs are estimated to collect regular dues in a manner specified in their by-laws.*

These results are biased downward by the fact that not many organizations have formal by-laws. Many organizations systematically collect informal *cotisations* from their members but are not reflected by this formalistic indicator.

An additive five-item sound management index has been calculated to get a composite impression of composite management practices. According to pre-established indicators, an organization must meet four of five criteria to be counted as having sound management practices. Results for this index are presented below.

**Table 29 Percent of COs practicing sound management techniques**  
[Index: legal recognition + financial systems + strategic planning + functional literacy + dues/by-laws  
one point for each scale item;  
a score of 5 = "sound management;" 0 = "very unsound management"]

Management Score	Women's Groups	Mixed Groups	Total	Weighted Percentages
Five	1 1.35%	2 2.13%	3 1.79%	1.88%
Four	5 6.76%	2 2.13%	7 4.17%	3.04%
Three	16 21.62%	18 19.15%	34 20.24%	19.63%
Two	23 31.08%	35 37.23%	58 34.52%	36.02%
One	26 35.14%	28 29.79%	54 32.14%	30.84%
Zero	3 4.05%	9 9.57%	12 7.14%	8.47%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*We estimate that 4.92 percent of all target COs and 8.11 percent of women's groups merit at least four out of a possible five on the five-item sound management index.*

This index is somewhat biased in favor of women's COs because they automatically got credit for performing gender analysis and thus had a leg up in the strategic planning item. We therefore elected to also calculate a four-item index which excludes the strategic planning item. Those results are presented in the next table.

**Table 30 Percent of COs practicing sound management techniques II**  
[Index: legal recognition + financial systems + functional literacy + dues/by-laws  
one point for each scale item;  
a score of 4 = "sound management;" 0 = "very unsound management"]

Management Score	Women's Groups	Mixed Groups	Total	Weighted Percentages
Four	1 1.35%	3 3.19%	4 2.38%	2.83%
Three	6 8.11%	2 2.13%	8 4.76%	3.30%
Two	17 22.97%	20 21.28%	37 22.02%	21.61%
One	25 33.78%	43 45.74%	68 40.48%	43.39%
Zero	25 33.78%	26 27.66%	51 30.36%	28.86%
Total	74 100.00%	94 100.00%	168 100%	100%

*If strategic planning (and gender analysis) is left out of the sound management index, only one women's CO (1.35 percent) receives a perfect score of four, compared with three (3.19 percent) mixed COs and an estimated 2.83 percent of all target COs.*

Nevertheless, the reader will note that women's COs are more likely than mixed COs to score at least a three, but are also more likely to score a zero.

### **3. Percent of mixed-gender COs with women in leadership positions**

Of the 94 mixed-gender organizations, only 17 (18.09%) report having no women officers. The remaining 77 organizations (81.91%) report having at least one female officer.

In order to fully capture the indicator, organization leaders were also asked about whether or not they had non-officer females among their *animateurs*. Only 11 (11.7%) reported having female *animateurs* who hadn't already been counted among the officers, and no organization that didn't have female officers had *animatrices*.

*Among the mixed-gender groups surveyed, 81.91 percent had at least one woman in a leadership position.*

While this result is encouraging, USAID and its partners should verify that these women exercise real influence and are not simply token board members for the donors' benefit.

**4. COs pursuing civic action (public advocacy).**

Here we simply wish to measure whether or not civic action is occurring. The indicator specifies "at the commune level" and "below the commune level." We don't find the latter distinction useful for two reasons. First, not enough communes are yet operational to permit the use of that administrative classification. We've therefore employed the existing administrative distinctions of *arrondissement*, *cercle*, and region. Second, during the pre-test, every respondent interviewed reported multiple and frequent contacts with the village chief, as protocol and custom dictate this sort of a relationship between community organization leaders and village elders. We thus feel that the concept "civic action" begins to be applicable in its Western connotation once the analysis gets above the village level.

<b>Table 31 Percent of COs pursuing civic action at the <i>arrondissement</i> level</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>Contacted Officials for at least two problems</b>	6 8.11%	18 19.15%	24 14.29%	16.99%
<b>Contacted Officials for at least one problem</b>	7 9.46%	18 19.15%	25 14.88%	17.25%
<b>No contact</b>	61 82.43%	58 61.70%	119 70.83%	65.76%
<b>Total</b>	74 100.00%	94 100.00%	168 100.00%	100.00%

*We estimate that 34.24 percent of target COs but only 17.57 percent of women's groups attempted any civic action at all at the arrondissement level. Mixed groups were over twice as likely than women's groups to engage in civic action at this level (38.30 percent to 17.57 percent).*

Table 31, above, presents results for civic action at the closest administrative level above the village (until the decentralized system of communes is operational). The chi-square statistic confirms intuition in being strongly significant ( $p = .013$ ). In other words, there is a systematic difference in the amount of civic action pursued by mixed groups and women's groups.

<b>Table 32 Percent of COs pursuing civic action at the <i>cercle</i> level</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>Contacted officials for at least two problems</b>	0 00.00%	2 2.13%	2 1.19%	1.71%
<b>Contacted officials for at least one problem</b>	2 2.70%	2 2.13%	4 2.38%	2.24%
<b>No contact</b>	72 97.30%	90 95.74%	162 96.43%	96.05%
<b>Total</b>	74 100.00%	94 100.00%	168 100.00%	100.00%

*We estimate that only 3.95 percent of all COs and 2.70 percent of women's groups employ civic action at the cercle level, the next administrative level above the arrondissement.*

Because of the important role that development parastatals often play in serving as extension agents on behalf of the State, we asked CO leaders about their interactions with these hybrid entities.

<b>Table 33 Percent of COs pursuing civic action with development parastatals</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>Contacted officials for at least two problems</b>	5 6.76%	12 12.77%	17 10.12%	11.59%
<b>Contacted officials for at least one problem</b>	3 4.04%	2 2.13%	5 2.98%	2.50%
<b>No contact</b>	66 89.19%	80 85.11%	146 86.90%	85.91%
<b>Total</b>	74 100.00%	94 100.00%	168 100.00%	100.00%

*Among all target COs, we estimate that 14.09 percent contacted a development parastatal at least once in the year preceding the survey. Among women's groups, 10.80 percent made such contact.*

Interestingly, 14 of the 22 (63.64 percent) cases of civic action with parastatals occurred in the agricultural sector, and all 22 of these cases of civic action occurred in the Sikasso and Koulikoro regions and not in Bamako. This implies that any future survey using fewer urban respondents could bias the civic action results upwards.

Table 34 presents total statistics for CO civic action below the regional level.

<b>Table 34 Percent of COs pursuing civic action at the <i>arrondissement</i>, <i>cercle</i>, or parastatal level</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>Pursued action at all three levels</b>	0 00.00%	1 1.06%	1 00.60%	00.85%
<b>Pursued action at two levels</b>	0 00.00%	9 9.57%	9 5.36%	7.69%
<b>Pursued action at one level</b>	23 31.08%	33 35.11%	56 33.33%	34.32%
<b>No contact</b>	51 68.92%	51 54.26%	102 60.71%	57.14%
<b>Total</b>	74 100.00%	94 100.00%	168 100.00%	100.00%

*We estimate that 42.86 percent of all target COs and 31.08 percent of women's COs pursued some form of civic action.*

#### **5. Percent of COs pursuing issues with effective civic action.**

When asked to identify and describe an instance of working in collaboration with the authorities to resolve a problem, only 73 of the 168 organizations surveyed were able to present such an example.

Respondents were asked to identify and describe the most complex problem over which their CO had interacted with authorities during the preceding twelve months. Enumerators were instructed to observe whether respondents mentioned analysis of the problem at hand, proposal of a solution, formulation of an action plan, collaboration with other organizations, and participation of rank and file members.

The table below presents scores on an "effective civic action index" received by the 73 organizations providing examples.

**Table 35 Percent of COs pursuing issues with effective civic action.**

**[Index: Problem analyzed + position developed + action plan formulated + other entities contacted + rank-and-file members participating; one point for each index item; a score of 5 = "effective civic action;" 0 = "ineffective civic action"]**

Management Score	Women's Groups	Mixed Groups	Total	Weighted Percentages
Five	1 4.17%	4 8.16%	5 6.85%	7.38%
Four	9 37.50%	14 28.57%	23 31.51%	30.32%
Three	4 16.67%	17 34.69%	21 28.77%	31.15%
Two	2 8.33%	3 6.12%	5 6.85%	6.55%
One	5 20.83%	6 12.24%	11 15.07%	13.92%
Zero	3 12.50%	5 10.20%	8 10.96%	10.68%
Total	24 100.00%	49 100.00%	168 100%	100%

*We estimate that 37.70 percent of all COs engaging in civic action pursue it in an effective manner, as defined by scoring at least four out of five on the "effective civic action" index. Among women's organizations engaging in civic action, 41.67 percent met this standard.*

Interestingly, women's groups appear to engage in somewhat less civic action than mixed groups but are slightly more effective when they do it.

The consultants recognize the problems inherent in measuring "effective" civic action. This should be a results-based measure, but organizations face different administrative environments. Consequently, a very effective organization in a very autocratic environment could score lower than a less effective organization working with more progressive local leadership. Those who wrote the indicators thus decided to evaluate based on the steps highlighted in the index above. The problem with this index, however, is that it speaks of "effectiveness" (results) yet is exclusively process-oriented. Future evaluators may wish to create an index which weights process and results (e.g., decisions affected) equally.

**6. Financial sustainability -- COs that mobilize resources from non-USAID, non-member sources.**

In order to evaluate financial sustainability we attempted to gather data on organizational effectiveness in diversifying revenue sources. To operationalize this, we asked CO leaders about non-member, non-USAID, revenue sources. Their responses are summarized below.

<b>Table 36 Percent of COs citing revenue sources other than their partner NGO and member dues.</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>No other confirmed revenue sources</b>	47 63.51%	61 64.89%	108 64.29%	64.62%
<b>Other sources cited</b>	27 36.49%	33 35.11%	60 35.71%	35.38%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

*We estimate that 35.38 percent of all target COs and 36.49 percent of women's COs mobilized resources from at least one non-USAID, non-member source.*

**IR 3.1.1: "Target intermediary NGOs and federations support community organizations' democratic self-governance and civic action."**

All of the indicators pertaining to federations were problematic in that no sampling frame of federations exists. An attempt was made to systematically seek anecdotal information on federations in all three questionnaires. Exploratory interviews were also undertaken with 11 federations. The data gathered here will move in the direction of creating a sampling frame for future studies.

**Performance Indicator:**

**1. COs which report that they made organizational changes and/or used at least one of the new skills for which they were trained.**

Organizational leaders who reported that their members had received trainings of any sort in the previous twelve months were asked to describe the utility of these trainings to their organizations. Enumerators recorded the frequency with which respondents mentioned organizational changes made or other ways in which they had used skills gained from trainings.

<b>Table 37 Percent of COs reporting they made organizational changes or used the new skills for which they were trained.</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>No evidence of change</b>	5 8.93%	6 8.57%	11 8.73%	8.64%
<b>Training skills used</b>	51 91.07%	64 91.43%	115 91.27%	91.36%
<b>Total</b>	56 100.00%	70 100.00%	126 100%	100%

*We estimate that 91.36 percent of all target COs receiving training in the past year and 91.07 percent of women's COs have made use of the skills in which they were trained.*

Note that the results for women's and mixed groups for this indicator are virtually identical. Women's and mixed COs appear to use new knowledge gained from training in the same proportions.

Because these data are based on reports by the organizations themselves, and there are clear incentives to create a favorable impression in order to attract future assistance, they may be biased upward.

**IR 3.1.1.1 (also called 3.1.2.1) "The capacity of target NGOs and federations is strengthened."**

**Performance Indicators:**

**1. Target intermediary NGOs and federations govern themselves democratically.**

This was originally designed as a four-item index. Because of the same problems associated with the CO attendance measure, we dropped attendance from this index. The three criteria for NGO democratic governance are therefore voluntary adhesion, leadership alternation by regular elections, and holding regular meetings in accordance with organizational by-laws.

Twenty-six of the 30 INGOs surveyed considered themselves voluntary in founding and of these, 25 (83.33%) considered their organizations to still be voluntary.

Eleven of the 30 INGOs (36.67%) allowed for regular leadership alternation by election in their by-laws and followed this provision. Fourteen more elected leaders for an indeterminate period or chose their leaders by consensus (seven each).

Nineteen of the thirty partner INGOs (63.33 percent) held meetings in accordance with the manner stipulated in their by-laws.

<b>Table 38 Percent of Intermediary NGOs governing themselves democratically [Index: voluntariness + leadership alternation + meetings/by-laws; one point for each scale item; a score of 3 = "very democratic;" 0 = "very undemocratic"]</b>		
<b>Democracy Score</b>	<b>Frequency</b>	<b>Percentage</b>
<b>Three</b>	10	33.33%
<b>Two</b>	6	20.00%
<b>One</b>	13	43.33%
<b>Zero</b>	1	3.33%
<b>Total</b>	30	100.00%

*Exactly one-third (33.33 percent) of the partner INGOs govern themselves democratically as assessed by meeting the three criteria in the democratic governance index.*

## **2. Target groups have sound management practices.**

To evaluate management practices among INGOs, previous consultants devised a complex index with six criteria each of which had several sub-criteria.

The first of these criteria was "good financial management," which consisted of the publication of an annual report, the execution of an annual external audit, and the carrying out of corrective measures recommended by the audit. Only six of the thirty USAID-partner NGOs (20 percent) fulfilled all three of these criteria. Twenty-seven of thirty published an annual report, but only seven carried out external audits and one of these seven did not address the recommendations of the audit.

The second criterion was "good strategic planning practices," including evidence of gender analysis, a vision statement or concrete goals and objectives, a written or clearly explained strategic plan, and evidence of the implementation of this plan. Thirteen of the 30 organizations (43.33%) satisfied all of these criteria. One-third of the organizations (10 of 30) showed no evidence of gender analysis and 40 percent (12 of 30) could provide no written evidence of carrying out their strategic plan. These were the most serious impediments to organizations who did not receive credit for good strategic planning practices.

The third sound management criterion was "good training and facilitation practices." Just over half of the INGOs (16 of 30, or 53.33%) were scored as meeting this criterion, which required that they have formally trained trainers on staff, that their clients (e.g., COs) participate in determining the training program, and that training curricula with clear learning objectives exist. Almost all of the NGOs met the first two criteria (27, or 90%, and 29, or 96.67%, respectively.). The stumbling block came in demonstrating that they had clearly-defined training programs, as evidenced by clearly articulated written curricula, which only 16 of the 30 could show. This standard is more rigorous than the other two, but seems reasonable given the desire to evaluate whether effective capacity-building is occurring.

Fourth, NGOs were evaluated for "good personnel practices," including the existence of an organizational chart, job descriptions for core staff, and at least one woman employed in a professional position. Nine of the 30 were scored as fulfilling this criterion. The biggest weakness here was again related to planning and recordkeeping -- only 11 of the 30 NGOs maintained written job descriptions and staff training plans, while 21 had organizational charts and 27 had at least one woman employed in a professional position.

"Ethical standards respected," the fifth criterion, is very difficult to measure. The indicators adopted by the DG team included the existence of a code of conduct, staff trained to respect the code of conduct, and evidence that the code of conduct had been implemented, as evidenced by the organization's annual audit. By these formal standards, only one organization was scored as fulfilling the criterion. Only nine of 30 NGOs were able to produce a written code of conduct, only five organizations incorporated that code of conduct into their training, and only four were determined to have implemented provisions in their code.

The sixth and final good management criterion was "good conflict resolution skills," as judged by evidence of at least one staff member trained in conflict resolution skills and evidence that these skills had been used during the previous year. Thirteen of these organizations had personnel trained in conflict resolution, but only seven displayed evidence of having used these skills in the previous year. One appreciates the difficulty in measuring this concept -- use of non-use of conflict resolution skills could indicate a lack of will or it could simply indicate that the organization is functioning well.

<b>Table 39 Percent of Intermediary NGOs with sound management practices            [Index: financial management + strategic planning + training + personnel            practices + ethical standards + conflict resolution;            one point for each scale item;            a score of 4-6 = "sound management;" &lt; 4 = "very unsound management"]</b>		
<b>Management Score</b>	<b>Frequency</b>	<b>Percentage</b>
<b>Six</b>	0	00.00%
<b>Five</b>	1	3.33%
<b>Four</b>	3	10.00%
<b>Three</b>	4	13.33%
<b>Two</b>	4	13.33%
<b>One</b>	15	50%
<b>Zero</b>	3	10.00%
<b>Total</b>	30	100.00%

*Only 13.33 percent of the USAID partner NGOs were judged to have sound management practices as judged by meeting at least four of six of the criteria in the sound management index.*

Nevertheless, it is important to note that this is a higher percentage than the 4.92 percent of COs judged to have sound management practices, in spite of the fact that the NGOs were held to a much more rigorous standard.

**IR 3.1.2: "Target intermediary NGOs and federations effectively aggregate and represent community organization interests at the local level and beyond."**

**Performance Indicators:**

**1. Number of target intermediary NGOs and federations for which 2 or more of their CO partners report that the organization in question effectively represents their interests.**

This indicator was impossible to measure exactly as it was written because it would have required stratifying by NGO, which would have enlarged the sample as well as survey costs astronomically. Nevertheless, we believe that we have measured the indicator as well as possible under the given constraints by asking each CO respondent to describe the nature of the representation they receive from their NGO partners to the national administration. Enumerators were then instructed to code the response to reflect whether or not the CO response reflected effective representation by the partner NGO.

Consequently, the responses reported in the table below reflect the estimations made by 161 different CO leaders regarding the nature of the representation they receive. The reader will note that there is very little difference between the representation received by women's COs and mixed COs.

	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>Partner NGO does not effectively represent interests</b>	26 36.11%	35 39.33%	61 37.89%	38.70%
<b>Partner NGO effectively represents interests</b>	46 63.89%	54 60.67%	100 62.11%	61.30%
<b>Total</b>	72 100.00%	89 100.00%	161 100%	100%

*We estimate that 61.30 percent of all target COs and 63.89 percent of women's COs feel that their partner INGO effectively represents their interests.*

**2. Number of federations formed to address specific concerns related to government decisions.**

The data do not provide the means to obtain a comprehensive sense of the number of federations formed.

*However, of the nineteen NGOs reporting collaboration with federations, five (26.32 percent) reported collaboration with federations which had formed within the previous year.*

### **3. Number of target federations whose membership is stable or increasing.**

The informal federation questionnaire administered to an unscientific sample of federations did not include questions which operationalized this indicator. The measurement problem is complicated by the fact that no sampling frame exists of federations collaborating with USAID or its partners. Nevertheless, we can get a sense of this indicator through the local officials questionnaire. Twenty-four local officials were asked to name the federations in their arrondissement or commune for which membership was stable or increasing. Many were hesitant to speculate about internal affairs of autonomous organizations, but six officials (25.00 percent) gave the names of federations meeting these criteria. This coupled with the generally acknowledged explosion of associational life in Mali in the last six years leads us to suspect that this is a fruitful period for federational expansion.

*Six of twenty-four local officials (25.00 percent) were able to name stable or growing federations operating in their jurisdictions.*

### **4. Number of federations and intermediary NGOs engaged in sustained action on issues of mutual concern.**

*Thirteen of the thirty INGOs (43.33 percent) presented written evidence of sustained collaboration with other NGOs or federations.*

**IR 3.1.2.2 "The civic action skills of target intermediary NGOs and federations are improved."**

#### **Performance Indicator:**

#### **1. Percentage of trained intermediary NGOs and federations using civic action techniques in a given year.**

*When presented with a series of eight different types of civic action, ranging from contacting public officials and organizing public meetings to using media outlets, every NGO (100.00%) reported using at least three different civic action techniques.*

While it is important for organizations to broaden their arsenal of possible civic action techniques, we should probably monitor quality in addition to quantity of results. We also need to collect data on NGOs, Federations, and COs that have participated in civic education programs.

**IR 3.2 "Effective Decentralization occurs by 1999."**

In addition to the surveys, USAID asked the consultants to collect information on the progress of Mali's ambitious decentralization process and other aspects of the enabling environment of democratic governance. The Malian data collection firm, with the support of the DG team gathered general information about decentralization but did not obtain specific details on all the indicators. Consequently, the information provided below may need to be supplemented with further details before it is forwarded to USAID/Washington.

**Performance Indicators:**

**1. Percentage of communal boundaries decided.**

*All communal boundaries were established under Law Number 96-059 of November 1996. Minor alterations may still occur.*

Law number 96-059 of the Republic of Mali establishes 682 new communes across the eight regions of Mali. Adding in the six communes of the District of Bamako, Mali has 688 communes, of which 664 are considered rural and 24 urban. There was some dissatisfaction concerning some of the final boundaries, and the final number of communes will approach or slightly surpass 700. USAID should monitor developments to get the final count.

**2. Percentage of elections of mayors, communal boards and councils decided.**

*Under five percent of mayors, communal boards and councils are decided.*

Nationwide municipal elections have yet to occur, though some urban commune administrations are already in place.

**3. Planned laws and regulations about communal councils, boards, and mayors' authority and resources decided by 1999.**

*Mission of Decentralization authorities reported to Info-Stat that "all texts and laws [concerning decentralization] have been voted upon."*

USAID should nevertheless confirm that roles, rights, responsibilities are clear among localities and the national government.

**4. The portion of total human and financial resources generated and dispersed by communes.**

*Substantial legal ground has been traveled in ensuring that communes have the necessary human and financial resources to run effective programs, but the exact total breakdown of resources is not yet known.*

It is difficult to determine the division of revenues and expenses among localities and the national government. Decrees 95-210 (of 30 May 1995), 96-084 (of 20 March 1996), and 96-

119 (of 11 April 1996) dictate how human resources will be deconcentrated under the new decentralized system.

Sixty percent of the TDRL tax will fund the communes in which it originates, but the system is not yet operational.

#### **5. Frequency and number of public reporting on council and board meeting minutes and operations.**

*Commune officials report that commune operations are transparent and that citizens have input in communal council deliberations, though exact data on this input are unavailable.*

Interviews in existing communes in Bamako reveal that officials are aware of the desire for transparency in the operations of communal administration, though systematic data on public reporting does not exist.

#### **IR 3.3 "Enabling environment empowers target COs and intermediary NGOs and federations."**

##### **Performance Indicators:**

##### **1. Progress toward legal recognition of cooperatives, village associations and federations adapted to decentralization.**

*Interviews at the Mission of Decentralization revealed a desire for civil society to have a symbiotic, mutually supportive relationship with the new localities. No evidence was provided, however, of a change in the legal status of cooperatives, village associations, and federations.*

##### **2. Number of enabling environment issues around which two or more NGOs and federations work together to alleviate constraints.**

The nature of the data prevented effective cross-referencing of NGOs, federations, and individual enabling environment issues on which they collaborated. Nevertheless, to get a sense of the pervasiveness of such collaboration, we asked the respondents at each of the thirty NGOs to cite cases where there was sustained collaboration on issues involving the legal status of COs, cooperatives, or federations. The results of this query follow.

<b>Table 41 USAID-partner INGOs reporting collaboration on enabling environment issues</b>		
	<b>Frequency</b>	<b>Percentage</b>
<b>INGOs reporting collaboration</b>	7	23.33%
<b>INGOs not reporting collaboration</b>	23	76.67%
<b>Total</b>	30	100%

*Seven of the thirty USAID-partner NGOs (23.33 percent) report collaboration with other NGOs or federations on enabling environment issues.*

### **3. Number of COs knowledgeable about their rights and obligations vis-à-vis local governments.**

In order to evaluate CO leaders' awareness of their rights and obligations under the new decentralized system, we asked respondents two questions. First, we asked them "what are the objectives of decentralization?" We coded the responses according to whether respondents had a general idea of the meaning of the concept.

<b>Table 42 Percent of CO leaders knowledgeable about the meaning of "decentralization."</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>Correct answer</b>	44 59.46%	71 75.53%	115 68.45%	72.38%
<b>Incorrect answer</b>	5 6.76%	13 13.83%	18 10.71%	12.44%
<b>"Don't know"</b>	13 17.57%	10 10.64%	23 13.69%	11.99%
<b>No answer</b>	12 16.22%	0 0.00%	12 7.14%	3.18%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

We estimate that 72.38 percent of CO leaders are knowledgeable about the meaning of "decentralization." However, only 59.46 percent of women's CO leaders can provide the same information.

Mixed group leaders are significantly more likely to understand the meaning of "decentralization" than women's CO leaders (75.53 percent versus 59.46 percent). Indeed, 89.36 percent of mixed group leaders queried ventured a guess, right or wrong to the question, while only 66.21 percent of the women's CO leaders did the same. Women's group leaders therefore seem somewhat less knowledgeable and much less confident than their male counterparts.

We then asked respondents to explain the role of villagers in localities in the new, decentralized system. Most respondents spoke of rights, responsibilities, or some mixture of the two. Because DGSO team members considered this understanding of responsibilities as well as rights to be important to a democratic polity, we highlight these distinctions below.

<b>Table 43 Responses of CO leaders to "the role of villagers under decentralization."</b>				
	<b>Women's Groups</b>	<b>Mixed Groups</b>	<b>Total</b>	<b>Weighted Percentages</b>
<b>Rights and responsibilities</b>	5 6.76%	6 6.38%	11 6.55%	6.45%
<b>Responsibilities</b>	37 50.00%	59 62.77%	96 57.14%	60.27%
<b>Rights</b>	1 1.35%	1 1.06%	2 1.19%	1.13%
<b>Other, "don't know," no answer</b>	31 41.89%	28 29.78%	59 62.77%	32.15%
<b>Total</b>	74 100.00%	94 100.00%	168 100%	100%

When asked to explain the role of villagers in decentralized localities, 67.85 percent of CO leaders interviewed spoke of rights, responsibilities, or some combination thereof. Among women's CO respondents, 58.11 percent spoke of those issues. Among those queried, 6.45 percent (6.76 percent of women) spoke of a blend of rights and responsibilities and 60.27 percent more (exactly 50 percent of women) spoke of the responsibilities of citizens under the new system.

These data suggest that most respondents understand the increased role local citizens will be expected to play under decentralization.

## **V. Conclusions and Recommendations**

Over a long period of time, a series of consultants has collaborated with USAID/Mali to prepare the groundwork for and conduct a useful baseline study of the performance of civil society in Mali. The present report is the product of this long collaborative project and represents a first step toward doing meaningful monitoring and evaluation (M&E) of the Democratic Governance Strategic Objective. A few comments are in order to permit USAID to benefit from the present report, as well as to guide future rounds of DGSO M&E.

1. *Sampling Issues:* As described in the methodology report (Annex D), Annex A, and in the present report, if USAID wants to conduct scientifically valid studies of its partner Malian organizations as well as do serious impact assessment, sample frames must be constructed of every distinct population that is to be studied. Sample frame construction should be completed well before data collection is to begin in order to permit the proper sequencing of research activities, including but not limited to writing scopes of work, hiring capable data collectors, drawing a sample, notifying PVOs, NGOs, and COs, as well as individual respondents of the data collection team's impending arrival, and conducting a timely study. At the same time, sample frame construction should not occur so far in advance that the universe being studied will have changed by the time data collection takes place.

Much work can be done by USAID before the next round of M&E data collection.

Distinct, but related activities, include the following:

a. USAID must develop a reliable, detailed sample frame of all COs (and all gender types) collaborating with all DG partners in all regions of the country. Partner PVOs should be contacted by mail, by telephone, and in person over a period of time in order to allow the necessary time and cross checks to develop a reliable sample frame. Info-Stat, which did a very good job pulling together the frame used in the present study, would be an obvious choice to assist in this endeavor.

b. Similarly, USAID must determine whether it is possible to devise anything resembling a sample frame of non-target COs, or it must design a viable, scientifically-defensible plan for doing some sort of a multi-stage sample in the geographic regions where the target CO study is being carried out. Both of these approaches will be time-consuming and should be planned out well in advance of the next round of DG M&E data collection.

c. A sample frame must be developed for both target and non-target federations. USAID partner organizations have already been queried about the federations they work with. A comprehensive list can be developed from the survey questions CO 12, INGO 13, INGO 15, and ARR 5-12 (See Annex E), after which contacts can be made with these federations as well as key informants for various sectors in order to come up with reliable lists.

d. Considerable care must be devoted to future sampling methodology. Given the constraints of carrying out the study in the time frame desired, Info-Stat performed a multi-stage sampling procedure which may have overincluded more easily accessible locations in Koulikoro and Sikasso regions. Future evaluators should consult with Info-Stat and plot past jurisdictions sampled, as one would suspect that such a strategy could bias upwards such indicators as those for civic action, especially at the regional and national level. Other considerations which must be confronted in future studies include the effect of new target COs on the results -- if USAID is having the desired impact in democratic governance, COs which have not had the benefit of USAID support for as long as others will presumably bias the results downward. One possible

solution is the use of analysis by cohorts, as described in MSI's March methodology report. Another, more tractable, solution is to control for the amount of time a CO has been a USAID partner. Either way, evaluators will have to manage the issue of increasing sample size.

*2. Data collection issues:* In order better to evaluate data quality, the consultants have used the concept of "triangulation," where an effort was made as much as possible to confirm observations on a single indicator with more than one data source. Given time and labor constraints, this was often difficult, but future evaluators should keep in mind that these indicators are very subjective and the data risk being contaminated over time as USAID partners understand what our data needs are and are tempted to "tell us what we want to hear." One solution may be to do spot-checks with a smaller sub-sample of COs in order to do brief case studies of their civic action behavior, for example, in order to get a more profound sense of what the data mean.

In the course of trying to confirm information given to us by CO leaders, we found that very few COs perform systematic recordkeeping in the manner apparently expected by USAID. Whether just for reporting purposes (assuming it is not an excessive encumbrance) or because USAID believes systematic recordkeeping to be emblematic of organizational effectiveness, there is a pressing need to give USAID partners clear guidance on this matter.

*3. Data analysis issues:* In this study, USAID has supported the collection of a wealth of information about local participation in the development process. Given adequate time, much more information can be gleaned from the CO, INGO, federation, and local official data. For example, other strategic objective teams may be interested in using sectoral information in the data sets to get an idea of relative civic action performance by COs in their sector.

Further, this report and the data sets contain ample information for future evaluators to calculate different measures using the present data as well as future data sets. Every effort has been made to present the results in such a manner that the operations that we performed are understood by future evaluators. In the methodological report and methodological notes in Annexes C and D, as well as in the body of this report, we have made every effort to make clear the priorities and assumptions which have driven and guided our data analysis.

*4. Reporting issues:* The consultants want USAID to understand that, while we have made every effort possible to minimize sampling and data collection error, no data set is perfect. Consequently, rather than imputing spurious rigor to the quantitative results, we wish them to consider the results holistically -- in their entirety, these results paint a very informative picture of the status of democratic governance among USAID-partner civil society organizations. The percentages provided offer valuable guidance on organizational behavior but should be viewed as careful-but-approximate estimates.

*5. Program Issues:* A careful reading of this report can give USAID guidance on possible program directions for the DGSO. In some areas, women's and mixed COs may need similar support, while in others, the data may suggest different priorities for different gender types. For example, in the area of "formalization" of organizational procedures (e.g., recordkeeping and by-laws), women's COs performed as well or better than mixed COs. In terms of frequency of civic action and literacy, on the other hand, women's COs lagged behind mixed COs.

*6. General Comments:* As has been mentioned earlier, the DGSO indicators are very much based on formalistic conceptions of how organizations should behave. This conception certainly lends itself to more concrete measures, but we should recognize the distinction between

process and results. Future modifications of the indicators should always keep in mind DGSO program goals and how best to measure whether or not those goals are being met. What governance characteristics are most relevant in organizations' pursuit of a better quality of life for their members and localities? Indeed, the collection of political data by a bilateral donor is potentially controversial and should be done only inasmuch as it sheds light on and contributes to accomplishing the development goals of the people of Mali.

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## **ANNEX**

- A. Sample Frame Development
- B. Federations Named in NGO Interviews
- C. Methodological Notes
- D. MSI Preliminary Methodology Report
- E. Baseline Survey Instruments
  - 1. CO Questionnaire
  - 2. INGO Questionnaire
  - 3. Local Official Questionnaire

**ANNEX A:  
SAMPLE FRAME DEVELOPMENT  
FOR THE DGSO BASELINE STUDY**

Selection of a sample must be preceded by definition of a sample frame, that is definition of the universe from which the sample or samples will be selected. Sometimes sample frame definition is simple, and sometimes it is complicated, as was the case for the DGSO baseline study.

On the following pages is a series of tables describing the first steps in defining the sample frame for the present study. The introductory table summarizes the tables, the steps taken, and the decisions made with each step.

As described in the main text of this report, several further steps were necessary before DG had a usable sample frame. This should serve to underline both the necessity as well as the complexity of the task.

**STEPS IN SAMPLE FRAME DEFINITION  
FOR THE MALI DGSO BASELINE DATA COLLECTION**

**TABLE 1** presents the questionnaire form used by the DG team to interview PVOs on intermediate NGOs and the COs they work with.

**OBSERVATION:** The step was necessary because information on COs was incomplete, and not uniform.

**TABLE 2** consolidates all the information collected during step one. Some changes were made in sector and gender classification based on available documents.

**OBSERVATION:** The vast majority of COs and NGOs work with World Education, Save the Children throughout the country, and CLUSA in Koulikoro.

**TABLE 3** summarizes all the information consolidated in Table 2. Table 3 presents only the column and row totals.

**OBSERVATION:** Table 3 is a gives an invaluable overview of CO operations throughout Mali. Note that the men's column contains very few COs.

**TABLE 4** summarizes NGOs and COs working in the sample regions of Koulikoro, Sikasso and Mopti.

**DECISION:** The men's column is eliminated because there were not nearly enough COs to fill a statistically valid cell (30 or more).

**TABLE 5** repeats Table 4, but eliminates all but those NGOs that work with World Education, Save the Children Fund, and CLUSA.

**OBSERVATION:** CO totals are large only for the following two cells: 1) "Mixed" Youth, health and education, and 2) "Women's" sustainable development. It was later discovered, however, that informants' classification by sector was not consistent and perhaps arbitrary.

**DECISIONS:** It was decided that: 1) Including the few NGOs and COs that work through other PVO partners adds nothing to the baseline study at this time since the overlap with World Education, Save the Children and CLUSA is almost 100%;

2) Stratifying by sector was not warranted.

[Add a:\tables 1-5 here]

**ANNEX B:  
FEDERATIONS NAMED IN INGO INTERVIEWS**

1. ADEV
  - CCA-ONG
  - SECO-ONG
  - Groupe Pivot
2. ACA
  - Fédération Nationale des artisans \*
  - Fédération Nationale des employeurs du Mali \*
3. AMADCOM - None
4. CAEB - None
5. GADS - None
6. FDS
  - La Fédération primaire des APE \*
7. AMPRODE - None
8. AID/MALI - None
9. AMPJ
  - Nièta Ton de zantièbougou \*
  - Reseau Yiribasuma de Niarela \*
  - CCA-ONG; Groupe Pivot \*
10. PADI
  - Fédération des APE \*
11. ASG - None
12. AADEC
  - Consortium 3A \*
  - CCA-ONG \*
  - SECO \*
13. AJA
  - Fédération des artisans du Mali \*
14. JIGI
  - Fédération Nationale des associations de santé communautaire \*
15. IEP - None
16. AED
  - CCA-ONG \*
  - SECO-ONG \*
  - CAFO \*
17. ADAC - None
18. GRID
  - Fédération des associations villageoises de Nienadougou \*
19. SABA
  - Comité de coordination des AV(zones chvn) \*
  - SICOV \*

20. G.FORCE

- Fédération des Tons de Sikasso \*
- PGT \*
- EDP \*

21. MATUGO

- groupement villageois à Falebougou, Touba, Banamba

22. GRADE-Banlieue

- CCA-ONG \*
- Groupe Pivot \*
- Fédération des APE \*

23. OMAES

- Fédération des APE \*

24. AMADE

- Union Regionale des Cooperatives agricoles de kayes
- Entente-Kayes \*
- UTEPADE-Kayes \*

25. AMPPF

- CCA-ONG \*
- Groupe Pivot survie de l'enfant \*
- Projet Sectoriel F.N.U.A.P \*

26. AREN - None

27. ACOD

- Syndicat des producteurs de coton et de culture vivrieres (SYCOV) \*

28. AMAPROS - None

29. GRADE

- Fédération primaire des APE (arrondissement) \*
- Fédération de cercle des APE (cercles) \*
- Fédération regionale des APE \*
- G.R.A.T. - Fédération des pêcheurs du MALI \*
- Fédération des APES \*

Note: \* = Federations formed in the twelve months preceding the survey

## ANNEX C: METHODOLOGICAL NOTES

### **I. An additional note on weighting frequencies**

The present report has presented numerous indicators primarily in terms of frequencies, percentages, and cross-tabulations. The reporting requirements of USAID have necessitated this type of presentation, and weights have been included to approximate proportional sampling. This was necessary because USAID requires global percentages on many indicators (see discussion in main report).

We can not emphasize enough that weighting should be used cautiously. For example, we do not know the exact proportions of men's organizations, women's organizations, and mixed organizations in the population at large. We've noted that the most important stratification is between women's organizations and all others, and have made the suggestion that future data collection combine men's organizations with mixed organizations. In this study, we have used weights of .196 for women's groups and .804 for mixed groups. Suppose that men's organizations were in fact exactly as numerous as women's organizations. If we factored these men's organizations into the weighting scheme, it would change our weights to .164 and .836, respectively. The point is that the weights don't change much and, in any case, we have a much better approximation than we would have if we did not weight and used the unadulterated disproportionate sample.

Nevertheless, it is important that USAID understand the nuances of weighting because this detail must be carefully considered in future rounds of M&E when comparisons are made across different years.

### **II. A note on the presentation of nominal and ordinal data**

Most of the indicators in this study are categorical or ranked data, as opposed to continuous interval data. This presents some limits as to what manipulations can be done with the data. For example, because the intervals between different values of nominal and ordinal data either have no meaning or are not consistent, descriptive statistics such as means and standard deviations are not as useful in evaluating these types of data as they are with interval data. Nevertheless, as long as one does not attempt to read too much into it (and recognizes that the appropriate measures of central tendency are the mode for nominal data and the median for ordinal data), the calculation of means can permit one to get a sense of the data and even perform statistical tests to compare means from different samples. The following table illustrates the calculation of means with ordinal data.

<b>ANNEX C (Continued)</b>				
<b>EXAMPLE ONE: NATIONAL AND REGIONAL DECISIONS AFFECTED</b>				
	Points		Women's Groups	Mixed Groups
No effort to contact	0	%	89	67
		Score	0	0
Contact but no decisions	1	%	5	19
		Score	5	19
One decision affected	2	%	3	10
		Score	6	20
Two or more decisions affected	3	%	3	4
		Score	9	12
Totals		%	100	100
[Maximum score = 3 X 100 = 300]		Score	20	51
Total score/Maximum score			20/300	51/300
Mean response			.07	.17
<b>EXAMPLE TWO: COs REPORTING A PARTNERSHIP WITH LOCAL GOVERNMENT IN PROVISION OF SERVICES</b>				
	Points		Women's Groups	Mixed Groups
No verified report of partnership	0	%	95	76
		Score	0	0
Partnership exists	1	%	5	24
		Score	5	24
Total		%	100	100
[Maximum score = 1 X 100 = 100]		Score	5	24
Total score/Maximum score			5/100	24/100
Mean response			.05	.24

**Annex D:  
MSI Preliminary Methodology Report**

**31 March 1997**

This report was written with the technical input of Roger Popper.

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## 1. INTRODUCTION AND BACKGROUND

Since December 1994, USAID/Mali has been undergoing a process of reengineering which has involved the development of four strategic objectives and a new results-based framework. Several previous consulting teams have assisted the Mission in the development of a performance monitoring and evaluation plan. The present team of MSI consultants was brought in to assist the Democratic Governance Strategic Objective (DGSO) team to design and carry out a baseline survey among its partner community organizations (COs) and intermediary non-governmental organizations (INGOs). The primary task in this baseline study is to operationalize indicators of organizational performance and measure them in order to provide the DG team, USAID/Mali, and USAID/Washington with data on the effectiveness of DG activities in Mali. The present report introduces the study and its various components, explains the process of operationalization and the sampling methodology employed, and provides a preliminary analysis plan. A future report will provide further methodological guidance to the mission in the interest of building local capacity to carry out the annual survey, and will also provide results and analysis from the data collection, which is incomplete as of this writing.

### A. Civil Society and Democratization

Since before Africa's dramatic transitions of the last eight years, *civil society* was in vogue as a term referring to the public space between the household and the state. Civil society consists of social networks based on affinity and cooperation, outside the realm of the state. It serves to coordinate social activities on a free and independent basis and as such was often posited to hold great promise as a counterweight to authoritarian states. More recently, state-society relations have been held to be more than a zero-sum game -- civil society can provide services and reinforce state capacity, to their mutual benefit. This is integral to the very concept of governance -- "the conscious management of regime structures with a view to enhancing the legitimacy of the public realm" (Hyden and Bratton, p. 7).

This evolution of cooperation and trust is often assumed to be a prerequisite for the long-term consolidation of democratic gains. Indeed, many believe that "The existence of an active civil society is crucial to the vitality of political democracy" (Hadenius and Ugglä, p. 1622). Civil society is a relational concept, both in terms of the horizontal ties between organizations and the vertical links that tie them to a national system.

The term civil society encompasses a vast array of organizations and has been used in a variety of different ways. In the present study, we exclude profit-making enterprises and organizations such as political parties which aim to take over state power rather than simply influencing it. A critical characteristic for our purposes is that the organizations concerned have as a primary purpose the influencing of public policy.

The primary tasks of civil society in the context of democracy are: 1. to aggregate interests and provide a context in which groups vie for power with other groups as well as the state. In order for the multifarious organizations in civil society to perform this pluralist function they must exhibit autonomy; 2. "The growth and preservation of democracy depend ultimately on the support this form of government has in the hearts and minds of the people" (Hadenius and Ugglä, p. 1622). The people have to buy into the democratic rules of the game. Civil society is believed

to hold great potential to serve this educational role in the consolidation of democratic gains. These two functions of civil society are certainly intertwined, though USAID/Mali is most explicitly concerned with buttressing the pluralist function.

## **B. USAID/Mali and its Democratic Governance Strategic Objective (DGSO)**

Since December 1994, USAID/Mali has been undergoing a process of re-engineering and strategy re-orientation. This re-engineering process and its concomitant results orientation marks a dramatic change from previous USAID endeavors in Mali.

USAID/Mali's program aspires to the following goal: "Mali achieves a level of sustainable economic, social, and political development that eliminates the need for concessional foreign assistance."

The 1996 - 2002 strategic plan focuses on four highly interrelated strategic objectives within the social economic, and political realms. Among these four strategic objectives contributing to USAID Mali's program goal is a Democratic Governance Strategic Objective (DGSO) which foresees that: "Community organizations in target communes are effective partners in democratic governance, including development decisionmaking and planning."

The program orientation and objectives diverge from previous Mission efforts in important ways, not least of which being the addition of a political dimension or objective to economic and social ones. As a result of Mali's transition to a multi-party democracy in 1991, the possibility of achieving sustainable (social, economic, and environmental) development became a reality for the first time in Mali's history. Thus, the promotion of democratic governance in which community organizations (COs) -- as the base unit of civil society -- participate as equal partners in sustainable national development efforts is viewed as a means to achieving the Mission program goal, as well as a desirable end in itself.

An interesting characteristic of the Democratic Governance Strategic Objective (DGSO) is its clear, single-minded focus on capacity-building among the constituent organizations of civil society. Rather than a diffuse objective focusing on state institutions and other more conventional targets of governance initiatives, USAID/Mali has, consistent with the explosion of organizational activity since March 1991 and the current move toward decentralization, chose for their work to be entirely civil society focused. Implicit in the DGSO is a USAID contribution to promoting an enabling environment which facilitates this process of grassroots empowerment. A critical component of this strategy is support for meaningful decentralization through devolution of power and not simply deconcentration of the state apparatus.

USAID/Mali's activities, however, are indirectly concerned with the enabling environment and "rules of the game" and more directly involved with capacity-building among a hierarchy of civil society organizations. They are engaging in projects aimed at promoting functional literacy, civic education, management techniques, organizational skills, promoting local finance institutions, etc. These activities are intended to build the necessary expertise and organizational confidence which will permit civil society organizations to become meaningful partners in sustainable

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development. The aim of the present survey is to get initial observations on indicators in order to monitor organizational performance and, eventually, assess the impact of USAID programs.

DGSO civil society collaboration is primarily conducted through a hierarchy of non-governmental organizations (NGOs) as follows. USAID supports the programs of five American private voluntary organizations (PVOs): Save the Children-USA, World Education, The Cooperative League of the United States of America (CLUSA), CARE, and AfriCare. These PVOs, in turn, provide program support and training to thirty different Malian intermediary NGOs (INGOs). These INGOs -- "modern," formal organizations -- collaborate with community organizations (COs) at the village level. Most USAID support of the COs that are the centerpiece of the DGSO is thus channeled indirectly through PVOs and INGOs. These COs include cotton producer associations, urban neighborhood associations, women's groups, health committees, parent-teacher associations, etc. They are generally aimed at fairly specific development tasks at the village level and are attractive to USAID because they are truly decentralized and permit direct contact with the rural dwellers who make up eighty percent of the country's population.

## 2. PERFORMANCE MONITORING OF THE DGSO

For purposes of reporting program results to Washington, as well for its own management information systems, the USAID/Mali DG team needs to measure its performance. Because the DGSO is integrally related to civil society, organizational performance indicators constitute the most important part of the monitoring and evaluation project at hand. The six-year plan for DGSO monitoring and evaluation aims to measure changes in performance of these organizations over time.

A two-person team from Management Systems International (MSI) was hired to design a baseline survey to serve as a point of departure for this monitoring and evaluation. This MSI team, consisting of the authors of the present report, designed the sampling methodology, refined indicators and designed three questionnaires, designed a scope of work for a Malian data collection firm, and hired and trained that data collection firm. Davis will return to Mali in early May to analyze the data. The purpose of the present report is to describe the technical assistance provided to date and to provide an analysis plan which will assist the Malian firm in preliminary data analysis before Davis' return.

The principal unit of analysis in the present study is the organization. In order to understand the role of INGOs in aggregating interests, as well as the degree to which COs are active partners in sustainable development, we designed a study aimed at operationalizing indicators for both INGOs and COs. The present report describes the design of a census of all thirty INGOs working with the partner PVOs of the DG team. It also describes a survey of over one hundred COs which collaborate with the thirty INGOs. Because of the subjective and qualitative nature of much of the information sought in this study, we added a set of qualitative interviews to be conducted with local government officials (mayors and *arrondissement* heads). These qualitative data will be used to supplement, confirm and otherwise shed light on the quantitative data collected.

Based on the indicators developed by previous consultants and the Mission, only one type of sampling stratification was explicitly called for -- stratification by gender. Numerous indicators called for measures of female participation and empowerment to be collected for mixed-gender organizations. While no other stratifications were required, the consultants wanted to balance the competing prerogatives of permitting important sub-group comparisons to be made while not increasing sample size to an impractical magnitude. In the interest of accounting for differences in remoteness from the capital city and differences in wealth, among other factors, a decision was made to stratify by geographic/administrative region. A conscious decision was made to not stratify the sample by sector of operation (e.g., youth, sustainable development, communications) in order to keep the sample size manageably small while being confident that large enough sectoral subgroups would emerge in order to permit such comparisons.

One factor which slowed down the completion of the consultants' work during the design of this study was the non-existence of a sampling frame of all COs working with USAID/Mali partner INGOs. Measures were taken to construct a sampling frame with CO names, regions, and gender characteristics. An equivalent sampling frame does not yet exist for COs with no affiliation with USAID, and there was insufficient time to construct this frame in time for the present study. This baseline study will be therefore not permit rigorous inferences to be drawn about the DG team's impact because we were unable to sample a control group. Similarly, conclusions about the spread effect of USAID activity on non-target COs will not be possible until this sampling frame is constructed. We therefore strongly advise USAID/Mali to invest the necessary resources to construct this frame.

Nevertheless, because we resolved the sampling problem concerning target COs, the present baseline survey will provide valuable performance monitoring data for COs affiliated with USAID partners. It will constitute an important first stage of monitoring. USAID has an exciting opportunity to perform true impact assessment in future years if it does the necessary groundwork.

The Mission has devoted a good deal of effort to developing a precise strategic objective, as well as the intermediate results necessary to achieve it. In brief, the strategy envisions management and civic action capacity-building for INGOs and federations in order to permit them to better aggregate the interests of and build the civic action capacities of their partner COs at the local level and beyond. INGOs and federations are viewed as critical intermediaries in the process of accomplishing the strategic objective, making "COs in target communes effective partners in democratic governance, including development decisionmaking and planning."

The Mission has designated this as their third strategic objective among four. Strategic Objective Three has three principal intermediate results (IRs) on which it depends. IR 3.2 consists of effective decentralization occurring by the end of 1999. IR 3.3 envisions an enabling environment in Mali which empowers COs, INGOs, and federations. Results on these intermediate results are sought indirectly through questions in both surveys, as well as through qualitative interviews with local officials and the Mission of Decentralization. These will be reported in MSI's final report, along with the more systematic survey results.

IR 3.1, the principal focus of the CO and INGO surveys, reads as follows: "Target community organizations are engaged in democratic self-governance and civic action at the local level and beyond."

IR 3.1 depends upon the successful achievement of IR 3.1.1 -- "Target intermediary NGOs and federations support community organizations' democratic self-governance and civic action" -- and IR 3.1.1.1 -- "The capacity of target NGOs and federations is strengthened." Equally important are IR 3.1.2 -- "Target intermediary NGOs and federations effectively aggregate and represent community organization interests at the local level and beyond" -- as well as IR 3.1.2.2 -- "The civic action skills of target intermediary NGOs and federations are improved."

The DGSO baseline data collection is designed to operationalize indicators of performance related to the DGSO and the intermediate results. The following section provides details on this operationalization.

### 3. OPERATIONALIZATION AND INSTRUMENTATION

The baseline surveys are based on indicators developed by previous consultants and the Mission and approved by Washington. Operationalization was not always straightforward, due to the qualitative and subjective nature of the information being sought. Therefore, in order to ensure reliability, we sought, where possible, to include multiple measures of a given indicator or include direct or indirect measures of indicators in more than one questionnaire.

In this section, the strategic objective, intermediate results, and associated indicators are presented, along with an indication as to where in the three questionnaires a given indicator has been operationalized. Where appropriate, further discussion of the indicator and its operationalization is added. [For questionnaires, please see the appendices. CO = Community organization questionnaire; INGO = Intermediary NGO questionnaire; ARR = Local officials questionnaire]

Democratic Governance Strategic Objective (SO 3): "Community organizations in target communes are effective partners in democratic governance, including development decisionmaking and planning."

#### Performance Indicators:

1. Percent of COs which have affected 2 or more development decisions.

CO 48, 49, 50, 52, 53, 54; ARR 18-21

2. Number of regional/national government decisions target intermediary NGOs and federations and their CO members and partners affected.

CO 52, 53, 54; INGO 67, 68

3. Percent of target COs forming a good partnership with local government in delivering public services.

CO 59, 60, 61; ARR 22-23

4. Percent of target communes where USAID finances DG activities in which new COs have formed during the year.

ARR 24, 25, 26

5. Percent of target communes in which non-target COs adopt civic action practices.

INGO 69, 70

Because we do not have a sampling frame for non-target COs, we are unable to produce data for non-target COs which will be comparable with that for target COs, but we do seek anecdotal evidence of civic action by non-target COs.

6. Percent of COs expanding their development services and activities.

CO 62-65; ARR 31

IR 3.1: "Target community organizations are engaged in democratic self-governance and civic action at the local level and beyond."

Performance Indicators:

1. Target COs govern themselves democratically.

[Index includes voluntary/ascriptive, leadership alternation according to by-laws, meetings according to by-laws, 75% board attendance, 60% general membership attendance]

CO 15-28

2. Target COs have sound management practices.

[Index includes published financial records, strategic planning and gender analysis, 80% of board members functionally literate, dues collected according to by-laws]

CO 29-42

3. Percent of mixed-gender COs with women in leadership positions.

CO 5, 9

4. COs pursuing civic action (public advocacy).

CO 44; ARR 17, 30

5. Percent of COs pursuing issues with effective civic action.

[Criteria: Problem analyzed, position developed, action plan formulated, government, population, other COs, NGOs, and federations contacted, rank-and-file members participating]

CO 45-47

6. Financial sustainability -- COs that mobilize resources from non-USAID, non-member sources.

CO 42, 43

IR 3.1.1: "Target intermediary NGOs and federations support community organizations' democratic self-governance and civic action."

[Note: All of the indicators pertaining to federations were problematic in that no sampling frame of federations exists. An attempt was made to systematically seek anecdotal information on federations in all three questionnaires. This will move in the direction of creating a sampling frame for future studies.]

Performance Indicator:

1. COs which report that they made organizational changes and/or used at least one of the new skills for which they were trained.

CO 68

IR 3.1.1.1 (also called 3.1.2.1) "The capacity of target NGOs and federations is strengthened."

Performance Indicators:

1. Target intermediary NGOs and federations govern themselves democratically.

INGO 16-29

2. Target groups have sound management practices.

INGO 30-57

IR 3.1.2: "Target intermediary NGOs and federations effectively aggregate and represent community organization interests at the local level and beyond."

Performance Indicators:

1. Number of target intermediary NGOs and federations for which 2 or more of their CO partners report that the organization in question effectively represents their interests.

CO 14

Because a census of COs was not conducted and no stratification was realistically possible by INGO, this closest we could come to operationalizing this indicator is obliquely to ask all the sample COs to describe the nature of the representation they receive from their partner INGOs. The enumerators then have instructions to code whether or not the partner INGO represents the CO effectively.

2. Number of federations formed to address specific concerns related to government decisions.

INGO 13-15; ARR 11, 12

3. Number of target federations whose membership is stable or increasing.

ARR 13

4. Number of federations and intermediary NGOs engaged in sustained action on issues of mutual concern.

INGO 62-66; ARR 14

IR 3.1.2.2 "The civic action skills of target intermediary NGOs and federations are improved."

Performance Indicator:

1. Percentage of trained intermediary NGOs and federations using civic action techniques in a given year.

INGO 58; ARR 3-7, 15-16

#### 4. DATA COLLECTION PERSONNEL

USAID/Mali devoted considerable thought to whether all of the desired tasks in the baseline study, including sampling, survey design, data collection and data analysis, among others, could be completed by a Malian *bureau d'études* or whether the tasks should be divided between a Malian firm and an American consulting firm. Ultimately, the latter course was taken, primarily

because of concerns for a rigorous sampling methodology as well as that the work be informed by expertise in the field of democracy and governance.

One of the first tasks asked of the external consultants was that they assist in designing the scope of work for a Malian data collection and analysis firm and participate in the hiring process. In collaboration with a DG team member, Davis spent the day of 19 February 1997 interviewing the heads of four firms estimated by the team to merit examination for possible hiring. Each firm head was asked a variety of questions pertaining to a variety of criteria judged to be important. Principal among these were their ability to train their enumerators and to carry out a useful pre-test of the survey instruments, their demonstrated experience and expertise at data collection, and their familiarity with data entry and the most important statistical packages (see the following table). Firms were also asked to provide documents including *curriculum vitae* of key personnel, as well as previous research reports produced.

Upon returning from the four interviews, the firms were evaluated and ranked as shown, and the consultant informed the team that he felt that either of the two best firms were capable of carrying out the desired data collection and doing the preliminary data analysis. There was a concern that the top-ranked firm had exceedingly well-qualified statisticians but had not demonstrated that it could carry out data collection under difficult circumstances, often in remote areas of the country.

Shortly thereafter, the DG team and the contracting office of USAID/Mali formally requested bids on the data collection and analysis project. The three top firms submitted bids, at which time the DG team and Davis met to examine them. Upon examination of the bids, it became clear that the bid of Info-Stat was superior to the others in a number of ways. First, it estimated a much lower cost than its competitors. Interestingly, the low estimate was not a consequence of a miscomprehension of the work at hand. On the contrary, Info-Stat budgeted considerably more funds for transport and logistics than its competitors, but gained substantial savings in the personnel line items. Davis was encouraged by Info-Stat's realistic appraisal of the costs of field research, combined with its desire to hire personnel who were up to the task but not over-qualified. This compared favorably with a firm that envisioned hiring three Ph.D.-level economists and statisticians but dramatically underestimated ground expenses.

During the DG team's deliberations, a concern was voiced that certain documentation was missing, in part because it had not been explicitly requested in the *appel d'offres*. Info-Stat was given the weekend to provide the names of qualified survey supervisors. Davis then called the references of the two supervisors named, was satisfied with their credentials and previous performance, and the recommendation was made for USAID/Mali to hire Info-Stat to perform data collection and preliminary analysis of the baseline survey.

Given the time constraints facing USAID in order to have Davis available to train the enumerators and assist them in conducting a pre-test of the survey instruments, a request was made of Info-Stat to be available to work almost immediately. Info-Stat demonstrated considerable flexibility in making dramatic scheduling changes in order to accommodate USAID and the consultant.

On Friday, March 7, two DG team members and Davis met with Bakary Doumbia, founder and president of Info-Stat, in order to plan the training of his eight enumerators and two supervisors to carry out the data collection.

### Evaluation of Malian Firms for DG Team Data Collection

(Most important cells shaded)

	Cabinet Conseil d'Etudes  (Yamoussa Traoré)	Info-Stat  (Bakary Doumbia)	Koni Expertise  (Konimba Sidibé)	SOCETEC  (Moustapha Deme)
<b>Experience</b>	Weak	Moderate	High	High
<b>Training Expertise</b>	Weak	High	High	Moderate
<b>Pre-Test</b>	[Unclear]	Moderate	High	Moderate
<b>Data Collection</b>	Weak	High	High	Moderate
<b>Data Entry/ Software</b>	Weak	High: Epi-Info SPSS	High: SPSS	Moderate
<b>Data Analysis</b>	Moderate	Moderate	High	Moderate
<b>Top Person Available?</b>	Yes	Yes	Probably, to oversee	No, Moustapha Deme is ill
<b>Sophistication of Enumerators</b>	[Unclear]	Moderate	Moderate	[Unclear]
<b>DG Experience</b>	Weak	Weak	Weak	Weak
<b>Intangibles</b>	Weak: Disorganized	High:  Small, dynamic firm	High:  Serious, conscientious	Weak:  Disorganized, Vague
<b>RANK</b>	4	2	1	3

## 5. TRAINING

Once Info-Stat was hired, a four-day training of the enumerators and supervisors on the survey instruments and specific issues in democracy and governance research began the following day at the firm's Lafiabougou offices. Given the time constraints under which the study was beginning, a full day of training was conducted on Saturday, March 8, and a half day the following day. The training was originally supposed to end on Monday, but Bakary Doumbia of Info-Stat asked the consultant to continue training on Tuesday due to the volume and complexity of the survey instruments.

The first morning was devoted to an introduction of the DG strategic objective. Two members of the DG team gave an overview of USAID's re-engineering process and results orientation and explained where the DG Strategic Objective fit into the Mission strategy. The monitoring and evaluation function of the baseline survey was explained as well. This provided important context, permitting the data collection team to understand the importance of their role in the process, as well as the point behind the study. The Info-Stat enumerators and supervisors showed great enthusiasm for the subject matter and ultimately provided essential contributions which improved the survey instruments.

Most of the afternoon of the first day was spent giving a logistical and substantive overview of the nature of the study and explaining the process of operationalizing USAID DG performance monitoring indicators, both for required reporting to Washington, but also to serve as management information permitting the DG team to improve its product. Before adjourning for the day, trainees were given copies of the CO and INGO questionnaires and asked to read them before the following days' sessions.

The entire following day was spent going over the CO questionnaire question by question in French. In each case, Davis would explain the information that was being sought and try to give an idea of why a particular formulation was being used. He also explained how each question was coded and frequently employed roleplaying exercises to demonstrate how to respond to various coding scenarios. The data collection team appeared very engaged in the discussion, and numerous suggestions were made on how to render questions more precise or clear.

The entire third day was spent going over the CO questionnaire question by question and getting the data collection team involved in translating from French into Bamanankan (Bambara). During this process, new definitional issues and clarifications were raised that had not come up the previous day. The training was so useful in discovering problem areas in the questionnaire that a complete revision was undertaken after the training and before the pre-test.

The fourth and final day of the training was devoted to familiarizing the data collection team with the INGO questionnaire as well as the more qualitative local official questionnaire. Because the INGO questionnaire is being administered exclusively in French, we simply went over it question by question to ensure complete comprehension of the questionnaire itself as well as its relation to the CO questionnaire. While the local official questionnaire is to be administered by the two supervisors, Doumbia of Info-Stat wanted to go over it with the enumerators for two reasons. First, he wanted them to have a holistic understanding of the entire data collection process. Second, he wanted to allow himself flexibility in switching supervisors if he felt a supervisor was not living up to expectations.

Upon completion of the classroom portion of the training, we gave the data collection team a full day off to allow Doumbia to make logistical preparations for the pre-test and later data collection, as well as to allow Davis to revise the questionnaires in preparation for the pre-test.

## 6. THE PRE-TEST

Consistent with scientific methodology, the survey instruments were administered to a small sample on 13 March 1997. This pre-test of the survey questionnaires provided the opportunity to further train the data collection team while discovering the strengths and weaknesses of the survey instruments and field research methodology.

The late hiring of the Malian team combined with the imminent departure of Davis constrained the length of time available for the pre-test to a single day, but this brief period was used to its fullest potential. We divided the data collection personnel into two groups of four enumerators, each with one supervisor. Davis and one DG team member accompanied one team to two villages near Kati, while Doumbia and another DG team member accompanied the other team in the town of Kati. Each team conducted four interviews among the leadership of two COs and conducted one interview with a leader of the INGO partner of these COs. Each enumerator observed one CO interview, conducted one CO interview, and either observed or conducted AN INGO interview. For each interview, Davis, Doumbia, or a DG team member was present, and in many cases, at least two of these people were present, in addition to one of the two Info-Stat supervisors. These interviews provided essential experience for the data collection team, and the close supervision afforded them the opportunity to have extensive input on their performance.

The pre-test also provided another opportunity to examine the questionnaires question by question and examine them for clarity and measurement precision. We were also able to examine some of the methodological decisions made and tasks expected of the enumerators to see whether they effectively served the purposes for which they were designed. For example, the original plan had Info-Stat conducting two interviews per CO and then synthesizing the two responses for one more reliable set of data for each organization. In the field, two enumerators were to conduct separate simultaneous interviews with different officers of the same CO. During these interviews, both enumerators were to confirm the existence of certain documents (e.g., by-laws, financial records) by asking to see them. After the pre-test, we discovered that it was both impractical and redundant to have two enumerators confirming the existence of the same documents at the same time. We briefly pondered the possibility of having a "lead enumerator" for each CO who would be the only one to visually confirm the existence of documents. This changed, however, upon examination of the pre-test data. These data revealed that, especially among women's organizations with low literacy rates, there were often dramatic discrepancies concerning objective information and, given available time and resource constraints, we had no reliable way of reconciling these discrepancies. Consequently, we were forced to rely on the standard statistical assumption that the errors are normally distributed and that our aggregate measures are reliable with one interview being conducted per organization.

A related change concerned the number of villagers permitted to be present at CO interviews. The original data collection plan provided strict instructions that enumerators were to conduct private interviews with one organizational leader at a time. The justification for this instruction was that we didn't want groups or elders influencing respondents away from providing useful but potentially unflattering information. The problem that we encountered with this procedure was that the most important posts in COs are often occupied by older, trusted villagers

who are not necessarily the best-informed members of the organization. Often organizations choose trusted elders to occupy key posts but back them up with younger, literate assistants (*adjoints*). It is also very alien to a group-oriented, consensus-based culture to impose Western individual-oriented interview techniques. Consistent with this, the decision was made to allow (but not to require) one trusted advisor to be present when an organizational officer was being interviewed. This person would be there to provide information to the officer and enumerator when asked.

The fact that this study requires organizational-level data to be sought in a structured, key informant-type interview led us to be less rigid about some logistical issues than we would have been in an attitudinal survey. For example, recognizing that the study is being conducted during the dry season when many villagers travel in search of work, we feared substantial non-response problems. Indeed, we encountered this problem during the pre-test when we were unable to encounter the president or secretary of a CO. We consequently made the decision to permit the interviewing of any major officer of a CO and we included an indicator which notes the position held by the respondent.

The day after the pre-test was devoted to meeting with the entire data collection team and discussing all issues raised by the day's experience in the field. Enumerators were able to benefit from favorable and constructively critical comments about their own and others' performance. Davis and the DG team were able to incorporate suggestions from Info-Stat personnel into the questionnaires as well as the field research logistical plan.

Careful, comprehensive enumerator training is absolutely essential to reducing non-sampling data collection error. Counting the pre-test and post-pre-test meeting, Davis spent the better part of six days involved in training the Info-Stat data collection team. It was time well-spent and the data collection team appeared to gain an intimate understanding of the objectives and methodology of the study as well as their role in the process. Nevertheless, the time spent training was a bare minimum considering the complexity of the study, particularly the fact that we are using three different questionnaires. Under ideal circumstances, we would have added at least a half day to the classroom portion of the training in order to permit formal practice interviews in French. It would have also been optimal to add at least a second full day to the pre-test in order to give enumerators more practice administering the CO questionnaire in Bamanankan under authentic interview conditions, and to give all enumerators practice administering the INGO questionnaire. This would also have increased the pre-test sample size, allowing the examination of more factors in the revision of the questionnaires and methodology. Reiterating, I believe that the training and the pre-test were adequate, but under ideal circumstances would have been at least twenty-five percent longer.

After the final revisions were completed on the questionnaires, Davis spent half of the afternoon on March 15 giving final instructions to Bakary Doumbia and his two supervisors. Final logistical details were decided, sampling procedures were finalized, and instructions were given to Doumbia regarding Davis' preferences for how the data sets are constructed and what initial analysis is conducted. Info-Stat's data entry and analysis is facilitated by the fact that the vast

majority of the CO and INGO questions were pre-coded. Davis gave instructions for Info-Stat to leave the post-coding of the few open-ended questions for him to do upon his return.

## **7. SAMPLING AND DATA COLLECTION**

### **A. Data Types**

Five principal types of data are being collected:

1. A survey census of 30 intermediary NGOs collaborating with American PVOs (World Education, Save the Children, CLUSA, CARE, AfriCare).
2. A survey sample of over 100 community organizations which work with any of these 30 INGOs.
3. Qualitative interviews with local officials in all of the arrondissements and communes where sample COs are located.
4. Qualitative interviews with leaders of 10 federations identified in the course of the previous three types of data collection.
5. Qualitative interviews with officials at the Mission of Decentralization and anywhere else deemed necessary to gather information on the enabling environment.

To a certain degree, the data sources are be "nested". That is, only local officials where COs exist will be interviewed, and only COs that work with INGOs that work with USAID-partner PVOs will be approached. This "nesting" is intended to allow analysis of cause-effect relations among NGOs, COs, and local government. It permits multiple checks of the most important indicators, ensuring reliability.

### **B. INGO Census**

A census will be conducted of all thirty intermediary NGOs collaborating with USAID-partner PVOs on governance-related activities. A previous proposal had been to only do a census of all INGOs collaborating with COs in the regions covered in the CO survey. However, we realized that such a study would involve about twenty-five of the thirty partner INGOs, and once we discovered that twenty-nine of the INGOs had headquarters in Bamako (with the thirtieth based in nearby Kati), we decided that for minimal added marginal cost, USAID could have data on all of its partner INGOs.

### **C. CO Sample**

A random sample of community organizations is being drawn from among partners of the INGOs. Earlier consultants had suggested a number of possible stratifications, including gender, sector, NGO, and region. Given the initial dearth of information about the breakdown of partner

COs by any sort of characteristics, we designed a worksheet to learn the breakdown of COs collaborating with each INGO by region, sector, and gender.

Gender characteristics of organizations constituted the only stratification explicitly called for in the indicators. All-male organizations are virtually non-existent in the universe, comprising barely one percent of the 1600-plus organizations identified. They would be interesting to include in future case studies but were excluded from the present study for statistical reasons. One should note, however, that, even though they are called "mixed" organizations, *associations villageoises* (AVs) in the cotton zone function for all practical purposes like all-male organizations. If AVs turn up in large enough numbers in the random sample, it will be interesting to compare them to women's groups and other mixed groups.

The DG team was very interested in having us stratify by sectors corresponding to the three other strategic objectives, that is, youth, sustainable development, and communications. After members of the DG team called all of the INGOs to fill in the worksheets, we found evidence that some INGOs had classified their COs according to the USAID sectors in very counterintuitive ways. Therefore, in order to avoid deeply flawed data analysis controlling for sector, we included a very detailed question in the CO questionnaire intended to make finer, more meaningful sectoral distinctions and thus provide more reliable, useful information. Then, at the data analysis phase, we can recode this variable to approximate USAID's sectors and do meaningful statistical analysis.

Stratification by partner INGO was statistically impractical, as it would dramatically increase the required sample size. Stratification by region made sense, as it would allow us to implicitly include a number of geographic characteristics, including remoteness, climate, agricultural productivity, and urbanization (or lack thereof).

We finally made the decision to stratify the CO random sample by gender characteristics and administrative region.

Below is a table summarizing the characteristics of the sample devised by the consultants in close consultation with the DG team.

### Sample for Baseline CO Study

Region	Women's COs	Mixed COs	[Regional Totals]
<b>Koulikoro</b>	20/124	20/636	40
<b>Mopti</b>	20/84	20/72	40
<b>Sikasso</b>	20/134	20/422	40
<b>[Gender Totals]</b>	60	60	120

Sample sizes were designed to allow statistical comparisons among the bottom row of cells (gender totals) and the right column of cells (regional totals). A common misunderstanding among amateur social scientists is that one needs large samples in order to perform statistical comparisons. In fact, *random* samples of 30 are almost as powerful as very large samples. One

should note the relationship between sample size and statistical power. For the t-test used in comparisons between small samples, the table stops at  $n=120$ , and power stops growing fast at  $n=30$ . The choice of sample size entailed reconciling statistical power with resource constraints. Given trade-offs between sampling error and data collection error, the consultants are confident that the present sampling methodology carefully balances these important considerations.

Info-Stat was given clear instructions regarding how to draw a random sample corresponding to each cell using Excel computer software's randomization function. Since data collection began, the DG team has twice contacted Davis with sampling problems encountered in the field. The first concerned the apparent non-existence of previously-counted women's groups in the Sikasso region. The second concerned the fact that the majority of the 156 COs previously reported to exist in Mopti are apparently planned but not yet *sur pied*. Measures were taken to rectify these unforeseen glitches, and the slightly-revised sampling methodology will be described in this team's final report. Nevertheless, these changes do not substantively change the analysis plan that follows.

#### **D. Local Official Interviews**

In order to increase opportunities for data verification and thereby increase the reliability of the data, the team added a set of qualitative interviews among local administration officials. The Info-Stat supervisors will interview the appropriate local government officials in every arrondissement or commune where COs are sampled. These interviews will permit us to "triangulate" and confirm information collected from COs regarding local decisions influenced, collaboration with local governments, services provided by COs, and civic action undertaken by COs.

#### **E. Federation Interviews**

While recognizing the constraints imposed by the lack of a sampling frame for federations with USAID-partner-CO members, the consultants and the DG team felt it was important to gather information on Federations. Info-Stat was asked to adapt the INGO questionnaires in order to conduct interviews with the leaders of up to ten different federations which they identify in the course of the data collection. The non-systematic data gathered in this manner will provide essential support to the data analysis and will inform future performance and monitoring data collection.

#### **F. Decentralization/Enabling Environment Interviews**

While the decentralization and enabling environment intermediate results indicators involve substantively different data collection techniques than are involved in the CO and INGO studies, the DG team felt it was important to include such data collection in the same study. Info-Stat has therefore been requested to make the necessary visits to the Mission of Decentralization in order to gather macro-level information on contextual factors affecting the empowerment of COs.

## G. Cohorts and Future Sampling Issues

Over time, community organizations will be added to USAID/Mali's DGSO activities. Each time DGSO performance monitoring is repeated, differences between cohorts which began to receive USAID support at different times must be taken into account.

It would appear that as cohorts multiply, samples must multiply, and survey costs must increase. Ways must be found to avoid or at least limit this increase in work and cost. Possibilities are at least twofold. First, if over time it is found that certain stratifications are uninteresting, certain cells on the table could be collapsed. For example, a future decision could be made to stratify by gender and cohort and no longer stratify by region. Second, for each successive round of the survey, the decision could be made to only compare two cohorts, specifically, early collaborators and late arrivals, for example.

## 8. DATA ANALYSIS PLAN

According to the division of labor devised by the DG team, Info-Stat will collect the data, construct the data sets, and generate the initial frequencies on the indicators as well as cross-tabulations by the most important stratifications called for in the study. We therefore expect Info-Stat to use Davis' March 15 instructions, the list of indicators with which they were provided, and this report to perform the preliminary data analysis. Then, upon his early May return to Mali, Davis will perform further data analysis in consultation and collaboration with Info-Stat.

### A. Tabulations and Cross-Tabulations

For every indicator, every time this study is repeated, tables of arithmetic means (commonly known as averages) will be prepared as shown below. The arithmetic mean is the total of all scores from a group divided by the number of organizations in the group ( $\text{Sum } x/n$ ). A separate table must be prepared for every "cohort" studied (for a discussion of "cohorts", see a later paragraph).

Region	Women's COs	Mixed COs	Overall Means
Koulikoro	$(\text{Sum } x)/n$	$(\text{Sum } x)/n$	$(\text{Sum } X)/(\text{Sum } n)$
Mopti	$(\text{Sum } x)/n$	$(\text{Sum } x)/n$	$(\text{Sum } X)/(\text{Sum } n)$
Sikasso	$(\text{Sum } x)/n$	$(\text{Sum } x)/n$	$(\text{Sum } X)/(\text{Sum } n)$
Overall Means	$(\text{Sum } X)/(\text{Sum } n)$	$(\text{Sum } X)/(\text{Sum } n)$	Grand $(\text{Sum } X)/(\text{Sum } n)$

The indicators for which tables like the above must be prepared are numerous (approximately 30), and are grouped approximately as follows:

1. Strategic Objective, 6 indicators
2. Community Organizations, 6 indicators
3. NGOs and Federations, 17 indicators

A more detailed analysis plan will result from simple mapping the above table to the questionnaire items.

## **B. Comparisons Within and Across Cohorts**

Over time, this monitoring and evaluation project will work with an expanding pool of COs, which presents problems and opportunities for this effort.

On the one hand, the periodic entry of new "cohorts" into the universe means that new organizations which USAID would not yet have impacted are in the same sample with older organizations for which one would expect impact to be considerable. Therefore, simple, periodic sampling of the entire universe of COs to track progress is rendered untenable. As cohorts come on line, sampling cells must proliferate, and decisions must be made regarding which to measure and track, and which to leave out (see the above sampling discussion).

On the other hand, the entry of new COs every year, at least theoretically, presents the opportunity of

1. Comparisons of cohorts to themselves over time.
2. Comparison of old cohorts with new arrivals in the same study, permitting "simulated longitudinal analysis."

Conventional wisdom at this point is that late entrants will be intrinsically weaker than early ones, biasing results of "simulated longitudinal analysis" in favor of the DG effort. First time data collection for new cohorts must be compared with the baseline for old cohorts to see if the conventional wisdom holds. In any event at this point, comparison of cohorts to themselves over time is the recommended, and indeed only justifiable, analysis approach.

## **C. The Basic Comparisons Table**

The basic analysis for every cohort will be longitudinal comparison over time, where baseline data is compared with current data for specific cohorts. The table below shows how the comparison data should be presented.

### Comparisons Table

GENDER TYPES				
REGIONS		WOMEN'S COs	MIXED COs	REGIONAL MEANS
Koulikoro	Base: New: Dif:			
Mopti	Base: New: Dif:			
Sikasso	Base: New: Dif:			
SECTOR MEANS	Base: New: Dif:			Base: New: Dif: (OVERALL GRAND MEANS)

#### D. Statistical Comparisons

Statistical comparison should consist of simple t-tests, comparing baseline and "new" means where:

$$t = (\text{Mean X New} - \text{Mean X Base}) / ((@_1 + @_2) / 2); \text{ and}$$

@<sub>1</sub> and @<sub>2</sub> are the standard deviations for the baseline and new samples.

The overall impact test compares the overall baseline and "new" means in the lower right-hand corner of the comparisons table.

T-tests for the cells in the right hand column and in the bottom row will tell us which sectors and regions are responsible for the overall impact. Due to small sample sizes, t-tests for the cells in the body of the table are weak, however in instances where the sample sizes are 15 or above, they may be informative.

#### E. Weighting of Means

The samples for this study are "cell-based" rather than "proportional". That is, samples and sample sizes were developed with the objective of allowing comparisons among sectors and regions, rather than to reflect proportions of those sectors and regions in the universe of organizations. Reasons for using "cell-based" rather than "proportional" samples are numerous, and include a lack of knowledge regarding the characteristics and extension of the overall universe of community organizations.

If we want the *grand mean* for any indicator to be influenced proportionally by the amount of population in the sectors and regions, we weight the sector or region means when calculating the overall grand mean.

The weighted grand mean is calculated as follows:

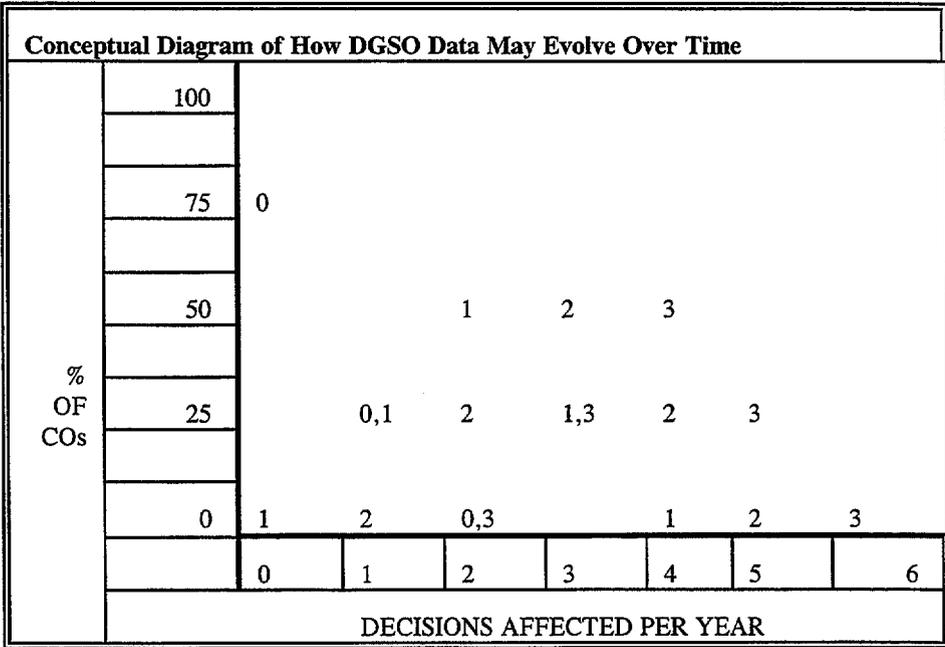
$$\frac{\text{The percent of universe in the sub-group}}{\text{divided by}} \\ \text{The average percent of universe in all the subgroups}$$

Popper used the following example from Peru to illustrate the usefulness and ease of calculating weighted means. In the table below, we see how the weighting of group means to arrive at a non-skewed grand mean is performed. Without weighting, Quechua speakers appear to constitute only 11.51 percent of the population, when with proportional weighting, they are more correctly estimated at 13.27 percent.

SUB-GROUP	% IN SUB-GROUP/ AVERAGE PERCENT IN SUBGROUPS	WEIGHT	% QUECHUA SPEAKERS	WEIGHTED % QUECHUA SPEAKERS
Lima metropolitan	29.5/14.3	2.063	7.2	14.9
Coast Urban	19.2/14.3	1.34	1.6	2.15
Coast Rural	4.1/14.3	.29	3.9	1.12
Mountain Urban	16.4/14.3	1.15	15.9	18.24
Mountain Rural	19.3/14.3	1.35	38.5	51.96
Jungle Urban	6.1/14.3	.43	4.3	1.83
Jungle Rural	5.4/14.3	.39	9.2	3.47
AVERAGE		1.00	11.51	13.27

## F. Frequency Curves

Statistical analysis will consist primarily of comparison among means. To understand the data, however, frequency graphs, as shown below, may be useful.



Where:

- 0 = Baseline
- 1 = After first year of DG programs
- 2 = After second year
- 3 = After third year

At baseline, majority of COs affect no decisions, but each year, the median number of decisions affected by partner COs increases.

Note that:

1. The vertical axis represents percent of COs
2. The horizontal axis represents number of decisions influenced, and
3. The body of the table shows "idealized" curves for baseline, first year, second year, and third year data.

The idea behind this diagram is that if the DG initiatives work, then the distribution mapping decisions influenced to frequencies of COs will move to the right over time.

In reality, data will not be nearly as neat as the table, but it helps data analysis, and perhaps management and planning, to have a visual image of data emanating from a successful intervention.

## 9. "OBJECTIVITY" AND DG DATA COLLECTION

In conclusion, a few remarks about the unique challenges of a study of this sort are in order:

A major challenge for studies such as this is to take subjective socio-political phenomena which are difficult to quantify and try to "objectively" measure them. By "objective" we mean that *different* data collectors with different backgrounds and biases, faced with *the same* interview answers and documents, fill out questionnaires in exactly *the same* way.

Social scientists call this goal "inter-rater (or inter-coder) reliability". Ideally, questions will be asked under as similar circumstances as possible, and different enumerators would code a given response in an identical manner.

In addition to the challenge posed to achieve inter-coder reliability, another challenge facing those undertaking a study of this sort resembles that faced by serious journalists and lawyers who try to tease out "objective truth" for among conflicting and confusing memories, perceptions and opinions. Both journalists and lawyers, when they are being serious, have adopted a criterion of "independent, confirming sources". That is, an observation is not valid until it comes from various sources who have not communicated among each other. A scientific word for "independent, confirming sources" is "triangulation." This means that different data sources support the same conclusion.

Areas in this study of community level governance and democracy where inter-rater reliability and triangulation are critical if data are to be taken seriously include important civic action questions where there is a fear that organizational activists will "tell enumerators what they want to hear." Consequently, the consultants have, where possible, done their best to incorporate independent verification of data into the study. This has been accomplished primarily through checking documents and including multiple versions of the same indicator, both in a single questionnaire and across questionnaires. As was mentioned above, we added a "local officials" questionnaire that was not requested in the scope of work for the baseline survey design but that we considered essential to the gathering of useful, reliable data.

Awareness of the flaws of one's methodology is an important characteristic of conscientious research. While we are conscious of the well-known concerns about the reliability of survey research methods, we view survey research as one useful approach to gathering data and feel that we have wherever possible taken appropriate measures to ensure the collection of useful, reliable data.

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**APPENDICES:**

1. CO Questionnaire
2. INGO Questionnaire
3. Local Official Questionnaire

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**ANNEX E:**  
**Baseline Survey Instruments**

1. CO Questionnaire
2. INGO Questionnaire
3. Local Official Questionnaire

L'Equipe Gouvernance Democratique de l'USAID  
et Info-Stat  
Questionnaire sur la Collecte des Données de Base pour le Suivi de  
la Performance des Organisations Communautaires  
Mars-Avril 1997

Bonjour. Je m'appelle [Enquêteur: Dites votre nom]. Je travaille pour un bureau d'étude du nom Info-Stat qui appuie l'Agence Americaine pour le Developpement Internationale (USAID) qui assiste votre ONG partenaire dans le financement de son programme. Dans le cadre de ce projet, je voudrais vous demander certaines informations sur votre organisation.

Vous n'êtes pas obligés de prendre part à cette étude et vous pouvez ne pas répondre à certaines questions. Vos réponses serviront à aider l'USAID mais n'auront pas d'impact positif ou négatif sur votre organisation. L'interview vous prendra environ une heure de temps mais nous aurions besoin aussi d'informations complémentaires sous forme de document. Acceptez-vous la procédure? [si oui, remplissez les lignes ci-dessous]

Identification	Code
Enquêteur _____ Date _____	E =
Début de l'interview _____ Fin de l'interview _____	S =
Superviseur _____	
Nom de l'Organisation _____	
Secteur: 1 = Jeunesse 2 = Santé 3 = Education 4 = Agriculture/coton 5 = Agriculture/non-coton 6 = Crédit 0 = Autre _____	
Type d'organisation: 1 = Uniquement des hommes 2 = Uniquement des femmes 3 = Mixte	
Poste Occupé par enquêté dans cette organisation 1 = Président 2 = Vice-President 3 = Secetaire 4 = Trésorier 5 = Animateur 0 = Autre _____	
ONG Intermédiaire Partenaire _____	
Région: 2 = Koulikoro 3 = Sikasso 5 = Mopti	
Cercle _____ [postcodification]	
Arrondissement _____ [postcodification]	
Future Commune _____ [postcodification]	
Ville (& Quartier) ou village _____ [postcodification]	
Distance du chef-lieu de l'arrondissement [codifier en nombre de kilomètres]	km
Distance de la capitale régionale [codifier en nombre de kilomètres]	km

Distance de Bamako [codifier en nombre de kilomètres]		km
Historique de l'Organisation		Code
1.	Quelle est la mission de votre organisation? Plus clairement, dans son document de création ou dans la conception des adhérents, elle a été créée pour accomplir quoi?  _____  _____  _____	
2.	Pendant combien d'années existez-vous comme organisation?	ans
3.	Pendant combien d'années votre responsable principal actuel détient ce poste?	ans
4.	Votre bureau est constitué de combien de membres?	
5.	[Pour les associations mixtes] Combien de ces membres de bureau sont des femmes?	
6.	Combien d'animateurs avez-vous?	
7.	Combien de ces animateurs sont membres du bureau?	
8.	Combien de ces animateurs ne sont pas membres du bureau?	
9.	[Pour les associations mixtes] Combien de ces animateurs non-membres du bureau sont des femmes?	
10.	Combien d'adhérents simples comptent votre organisation?	
11.	Est-ce que votre organisation est affiliée à une fédération? 0 = Non 1 = Oui	
12.	[Si oui] Donnez le nom de la fédération à laquelle vous appartenez.	
13.	Combien d'organisations communautaires, y compris la vôtre, forment cette fédération?	
14.	On nous a dit que vous collaborez avec [Enquêteur: Citez le nom de l'ONG intermédiaire écrit sur la page 1]. Comment estimez-vous que cette ONG partenaire représente vos intérêts auprès des autorités?  _____  _____  _____  0 = L'ONG partenaire ne représente pas les intérêts de l'OC avec efficacité 1 = L'ONG partenaire représente les intérêts de l'OC avec efficacité	

Auto-Gouvernance	Code
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15.	A la création de l'organisation, qui étaient considéré comme adhérent? 0 = Tout le monde dans le village ou spécifiquement un certain âge, une certaine classe ou selon le sexe. 1 = Seulement les personnes qui choisissaient d'y adhérer.	
16.	Actuellement, qui est considéré être membre de l'organisation? 0 = Tout le monde dans le village ou spécifiquement un certain âge, une certaine classe ou selon le sexe. 1 = Seulement les personnes qui choisissent d'y adhérer.	
17.	Est-ce que vous avez un statut et règlement intérieur? 0 = Non 1 = Oui	
18.	[Si oui] Veuillez me les montrer. 0 = Non confirmé 1 = Confirmé	
19.	Comment choisissez-vous les membres de votre bureau? 1 = Nomination par les notables du village 2 = Par consensus des membres 3 = Par vote par l'Assemblée Générale pour une période qui n'est pas précisée 4 = Par vote par l'Assemblée Générale pour une période bien déterminée 0 = D'autre modalité [expliquez] _____	
20.	Quelle est la fréquence des réunions du bureau? 7 = Pas de fréquence fixe (autant que nécessaire) 6 = Plus d'une fois par semaine 5 = Une fois par semaine 4 = Plus d'une fois par mois, mais pas de façon hebdomadaire 3 = Une fois par mois 2 = Au moins une fois par semestre 1 = Une fois par an	
21.	Quelle est la fréquence de vos assemblées générales? 7 = Pas de fréquence fixe (autant que nécessaire) 5 = Une fois par semaine 4 = Plus d'une fois par mois, mais pas de façon hebdomadaire 3 = Une fois par mois 2 = Au mois une fois par semestre 1 = Une fois par an 0 = Jamais	
22.	[Si l'organisation a un statut et règlement intérieur] Veuillez me montrer la partie concernant la procédure de sélection des membres du bureau. 0 = Non confirmé 1 = Confirmé [Par rapport à la réponse à la Q.19]	
23.	[Si l'organisation a un statut et règlement intérieur] Veuillez me montrer les règles appliquées à la fréquence des réunions de bureau. 0 = Non confirmé 1 = Confirmé [Par rapport à la réponse à la Q.20]	
24.	[Si l'organisation a un statut et règlement intérieur] Veuillez me montrer les règles appliquées à la fréquence des réunions de l'Assemblée Générale. 0 = Non confirmé 1 = Confirmé [Par rapport à la réponse à la Q.21]	

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25.	Gardez-vous les listes de présence de vos réunions du bureau ou des procès verbaux de vos réunions qui donnent le nombre présent? 0 = Non 1 = Oui				
26.	[Si oui] Puis-je avoir les listes de présence de vos réunions du bureau? [Le nombre des membres du bureau présents aux quatre (4) dernières réunions]				
27.	Gardez-vous la liste de présence ou des procès verbaux de vos Assemblées Générales? 0 = Non 1 = Oui				
28.	[Si oui] Puis-je avoir la liste de présence des réunions de l'Assemblée Générale? [Nombre de adhérents présents aux quatre (4) dernières réunions]				

Pratiques du Management		Code
29.	Votre organisation est-elle officiellement reconnue par l'administration Malienne? 0 = Non 1 = Oui	
30.	[Si oui] Veuillez me montrer votre récépissé ou un autre document officiel approprié. 0 = Non confirmé 1 = Confirmé	
31.	Enregistrez-vous correctement les écritures comptables? 0 = Non 1 = Oui	
32.	[Si oui] Veuillez me montrer votre système d'enregistrement comptable. 0 = Non confirmé 1 = Confirmé	
33.	Avez-vous fixé pour votre organisation des objectifs à atteindre dans les cinq (5) ans à venir? 0 = Non 1 = Oui	
34.	[Si oui] Quels sont vos objectifs? a. _____ b. _____ 0 = Zero ou un objectif donné 1 = Deux objectifs concrets dont les membres de l'organisation ou de la communauté en général bénéficieront	
35.	[Si l'organisation est mixte] Quelle est l'impact de votre organisation sur les femmes? _____ _____ 0 = Pas d'évidence d'analyse d'impact sur la femme 1 = Evidence des précédentes analyses	
36.	Combien de vos membres du bureau ont fréquenté l'école formelle (NB: française ou franco-arabe) jusqu'à au moins la fin de la 4ième année?	
37.	Combien de vos membres du bureau ont pris des cours d'alphabétisation fonctionnelle pendant au moins 6 mois?	
38.	Combien de vos membres du bureau n'ont pris part à aucun de ces deux types et durées de scolarisation?	

39.	Vos adhérents payent-ils des cotisations périodiques? 0 = Non 1 = Oui	
40.	[Si oui] A combien s'élèvent les cotisations annuelles?	cfa par an
41.	[Si oui à la Q.39] Veuillez me montrer les règlements concernant la procédure de paiement des cotisations dans votre statut. [Confirmez si le comportement actuel des membres est conforme au statut] 0 = Non confirmé 1 = Confirmé	
42.	En plus de votre ONG partenaire et/ou vos cotisations périodiques, avez-vous d'autres sources de revenus? 0 = Non 1 = Oui	
43.	[Si oui] Veuillez me citer une ou deux importantes sources de revenus en plus de une aide quelle conque de [Enquêteur: Prononcez le nom de l'ONG partenaire nommée sur la première page] et de vos cotisations.  a. _____  b. _____  0 = Non confirmé 1 = Confirmé [Enquêteur: C'est confirmé si au moins <i>une</i> autre source existe]	

Participation à l'Administration Local		Code
44.	Vous avez ici une liste de certaines actions que les organisations font. Pour chacune d'elles, veuillez me dire combien de fois votre organisation a exécuté cette activité durant les 12 derniers mois. [Codifiez de a à d comme suit: 0 = Jamais 1 = Une fois 2 = Deux fois ou plus] [Enquêteur: Il s'agit de combien de problèmes distincts pour lesquelles ils ont fait ces actions. Donc, s'ils ont contacté une autorité dix fois pour le même problème, c'est "1"]	
a.	Avez-vous contacté votre chef d'arrondissement concernant un problème de développement? (Exple: Eau, éducation, crédit, agriculture, santé, etc.)	
b.	Avez-vous contacté votre commandant de cercle concernant un problème de développement?	
c.	Avez-vous contacté une société mixte comme l'OHVN, la CMDT, l'Office du Niger, l'Opération Riz, ou ODEM pour un problème de développement?	
d.	Avez-vous informé le publique de vos préoccupations à travers les medias, les contacts personnels, les brochures, etc.?	

45.	[S'il y a eu des cas de contacts dans les réponses à la Q.44] Rappelez-vous et identifiez le problème le plus complexe pour lequel votre organisation a collaboré avec l'administration local dans les derniers 12 mois. Expliquez.  _____  _____  _____  _____	
46.	[Par rapport à la Q.45] Comment avez-vous démarché et quelle est l'action concrète que vous avez réalisée? [Enquêteur: <i>Ne guidez pas</i> . Relevez simplement toutes les démarches entreprises par la personne sondée.]	
a.	"Nous avons analysé un Problème ..." 0 = Non mentionné 1 = Mentionné	
b.	"L'Organisation a proposé une solution ..." 0 = Non mentionné 1 = Mentionné	
c.	"...Nous avons formulé un plan d'action..." 0 = Non mentionné 1 = Mentionné	
d.	"Nous avons travaillé avec des groupements ou entités en dehors de notre organisation..." 0 = Non mentionné 1 = Mentionné	
47.	[Toujours par rapport à la Q.45] Qui dans votre organisation ont pris part à ces activités? 0 = Pas mention des adhérents simples 1 = Les adhérents simples ont participé	
48.	[S'il y a eu des cas de contacts dans les réponses à la Q.44] En vous référant sur votre discussion de vos contacts avec les dirigeants de l'administration de l'arrondissement, du cercle et des sociétés mixtes: Combien de fois dans les 12 derniers mois votre organisation a pu convaincre les autorités afin d'obtenir un changement des décisions prises? 0 = Jamais 1 = Une fois 2 = Deux ou plusieurs fois	
49.	[S'il cite au moins un cas d'influence] Citez des exemples prouvant comment votre action a pu influencer au moins <i>une</i> décision. (Exple: Santé, eau, education, crédit, agriculture, sécurité, etc.)  a. _____  b. _____ 0 = Pas d'exemple concret cité 1 = Au moins un exemple concret cité	
50.	Veillez me montrer n'importe quel document décrivant clairement la nature de cette activité. 0 = Non confirmé 1 = Confirmé [S'ils ont pu influencer au moins <i>une</i> décision]	

<b>Participation aux Affaires Régionales et Nationales de l'Administration ou du Gouvernement</b>	
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51.	Voici une autre liste d'actions que les organisations font. Après que je liste chacune d'elles, veuillez m'expliquer combien de fois votre organisation s'est engagée dans une de ces actions pendant les derniers 12 mois. [Codifiez de a à c comme suit: 0 = jamais 1 = une fois 2 = deux ou plusieurs fois]	
a.	Avez-vous contacté votre député pour un problème de développement?	
b.	Avez-vous contacté votre administration régionale ou du district pour un problème de développement?	
c.	Avez-vous contacté un ministère pour un problème de développement?	
52.	[S'il y a eu des cas de contacts dans les réponses à la Q.51] En vous référant sur votre discussion de vos contacts avec les autorités régionaux et nationaux: Combien de fois dans les 12 derniers mois votre organisation a pu convaincre les autorités afin d'obtenir un changement des décisions prises? 0 = jamais 1 = une fois 2 = deux ou plusieurs fois	
53.	[Si l'enquêté cite au moins un cas d'influence] Donnez des exemples sur comment votre action a influencé une décision. a. _____ b. _____ 0 = Pas d'exemple concret cité 1 = Au moins un exemple concret cité	
54.	Veillez me montrer des documents que vous avez qui peuvent clarifier la nature de cette activité. 0 = Non Confirmé 1 = Confirmé	
55.	Pour qu'une organisation communautaire puisse faire son travail, elle a besoin de travailler avec les services de l'administration local. En principe, vous avez certains droits qui facilitent cette interaction. Pouvez-vous me dire, s'il vous plaît, quels sont les droits qui sont les plus utiles pour votre organisation? a. _____ b. _____ c. _____ 0 = Un ou aucun droit décrit 1 = Deux ou plusieurs droits décrits	
56.	Avez-vous entendu parler de la décentralisation? 0 = Non 1 = Oui	

57.	[Si oui] Quels sont les objectifs de la décentralisation? <hr/> <hr/> <hr/> <hr/>	
58.	[Si oui] Quel sera le rôle des villageois dans les nouvelles localités? <hr/> <hr/>	

Développement Communautaire: Collaboration avec l'Administration Local		Code
59.	<p>Parfois les organisations communautaires travaillent avec le gouvernement afin de donner des biens publics à la communauté. Par exemple, des organisations communautaires reçoivent des services du gouvernement de leur arrondissement, l'assistance financière, matérielle et du personnel pour leur permettre d'aider leurs villages ou leurs communautés.</p> <p>Collaborerez-vous avec votre arrondissement dans un cas mentionné dans la provision de services publics? 0 = Non 1 = Oui</p>	
60.	<p>[Si Oui] Donnez-nous deux exemples sur comment vous êtes engagés dans ce genre de collaboration. (e.g., assistance matérielle, financière et humaine, etc.)</p> <p>a. _____</p> <p>b. _____</p> <p>0 = Pas d'exemple concret cité 1 = Au moins un exemple concret cité</p>	
61.	<p>Veuillez me montrer des documents que vous avez qui peuvent clarifier la nature de cette interaction.</p> <p>0 = Non Confirmé 1 = Confirmé</p>	

Développement Communautaire: Provision de Services et Renforcement de Capacité		Code
<p>Au début de cet interview, vous avez parlé de la mission de votre organisation. [Enquêteur: Faites un rappel à l'enquêté de sa réponse à la Q.1] Maintenant, j'aimerais discuter les activités que vous menez et leur rapport avec cette mission.</p>		
62.	<p>Veuillez citer des activités ou services de développement que votre organisation a fourni pendant les 12 derniers mois (exple: santé, eau, éducation, crédit, agriculture, sécurité, etc.).</p> <p>a. _____</p> <p>b. _____</p> <p>c. _____</p> <p>d. _____</p> <p>e. _____</p>	
63.	<p>[S'il y a des activités ou services] Parmi les activités ou services mentionnés ci-dessus y-a-t-il des activités nouvelles pour votre organization pendant les douze derniers mois?</p> <p>0 = Non 1 = Oui</p>	

64.	<p>[Si oui] Quels sont les nouvelles activités ou nouveaux services de développement qui sont clairement indiqués dans le cadre de la mission de votre organisation?</p> <p>a. _____</p> <p>b. _____</p> <p>c. _____</p> <p>0 = Pas de nouveaux services dans le cadre de la mission 1 = nouveaux services dans le cadre de la mission.</p>	
65.	<p>[Si oui à la Q.63] Quels sont les nouveaux services ou activités qui sont hors de la mission de votre organisation?</p> <p>a. _____</p> <p>b. _____</p> <p>c. _____</p> <p>0 = Pas de nouveaux services hors de la mission 1 = Nouveaux services hors de la mission.</p>	
66.	<p>Les membres de votre bureau ou les adhérents simples de votre organisation ont-ils subi des formations durant les derniers 12 mois? 0 = Non 1 = Oui</p>	
67.	<p>[Si oui] Spécifiez ces formations, s'il vous plait?</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p>	
68.	<p>Comment ces formations ont été utiles pour votre organisation?</p> <p>_____</p> <p>_____</p> <p>0 = Aucune indication de changement au niveau de l'organisation ou d'utilisation des connaissances. 1 = Evidences d'au moins un changement organisationnel ou d'utilisation des connaissances apprises.</p>	

Merci beaucoup. Vos réponses ont été très utile.  
 [Enquêteur: Veuillez écrire sur la première page l'heure à laquelle l'interview a pris fin.]

[Enquêteur: Veuillez noter ci-dessous toutes les observations qui vous semblent intéressantes ou les commentaires fournis volontairement par l'enquêté. Veuillez écrire ces commentaires en indiquant le numéro de la question. Utilisez le verso de la feuille si nécessaire.]

L'Equipe Gouvernance Democratique de l'USAID  
et Info-Stat  
Questionnaire sur la Collecte des Données de Base pour le Suivi de  
la Performance des Organisations Non-Gouvernementales  
Mars-Avril 1997

Bonjour. Je m'appelle [Enquêteur: Dites votre nom]. Je travaille pour un bureau d'étude du nom Info-Stat qui appuie l'Agence Americaine pour le Developpment Internationale (USAID) qui veut connaitre les activités des organisations communautaires et leurs ONG partenaires. Dans le cadre de ce projet, je voudrais vous demander certaines informations sur votre organisation.

Vous n'êtes pas obligés de prendre part à cette étude et vous pouvez ne pas répondre à certaines questions. Vos réponses serviront à aider l'USAID mais n'auront pas d'impact positif ou négatif sur votre organisation. L'interview vous prendra environ une heure de temps mais nous aurions besoin aussi d'informations complémentaires sous forme de document. Acceptez-vous la procédure? [si oui, remplissez les lignes ci-dessous]

Identification	Code
Enquêteur _____ Date _____	E =
Début de l'interview _____ Fin de l'interview _____	S =
Superviseur _____	
Nom de l'ONG Intermédiaire _____	
Secteur: 1 = Jeunesse 2 = Santé 3 = Education/Formation 4 = Agriculture/coton 5 = Agriculture/non-coton 6 = Crédit 0 = Autre [spécifiez] _____	
Type d'organisation: 1 = Uniquement des hommes 2 = Uniquement des femmes 3 = Mixte	
PVO Partenaire _____ [postcodification]	
Poste occupé par enquêté dans cette ONG 1 = Président 2 = Vice-Président 3 = Secrétaire 4 = Trésorier 5 = Animateur 0 = Autre _____	
Régions d'Intervention Principal _____	
Coordonnées: Rue _____ Porte _____, Quartier _____, Ville _____	
Boite Postale: _____	
Numéro de téléphone: _____	

Historique de l'Organisation		Code
1.	Pendant combien d'années vous existez comme ONG? [nombre d'années]	ans
2.	Pendant combien d'années votre responsable principal actuel détient-il ce poste? [nombre d'années]	ans
3.	Avez-vous un organigramme? 0 = Non 1 = Oui	
4.	[Si oui] Veuillez me montrer votre organigramme. 0 = Non confirmé 1 = Confirmé	
5.	Quel est votre effectif de personnel?	
6.	Combien de vos membres appartiennent au personnel d'appui (exple: secrétaires, chauffeurs, gardiens, etc)?	
7.	Combien de vos membres appartiennent au corps professionnel (exple: membres du bureau, formateurs, comptables, animateurs, etc.)?	
8.	Combien de femmes y- a-t-il dans ce corps professionnel?	
9.	Avez-vous des descriptions de tâches écrites pour chacun de vos personnel? 0 = Non 1 = Oui	
10.	[Si oui] Veuillez me montrer toutes les descriptions de tâches. 0 = Non confirmé 1 = Confirmé	
11.	Combien d'organisations communautaires (tant que les AVs, APEs, etc., mais excluant les GIEs) collaborent avec votre ONG?	
12.	Votre ONG ou certaines de ses organisations communautaires partenaires collaborent-elles avec des fédérations? 0 = Non 1 = Oui	
13.	[Si oui] Veuillez me citer les fédérations avec lesquelles vous ou vos organisations communautaires partenaires collaborent ainsi que leur adresses et le nombre d'organisations constitutives de ces fédérations.  a. _____  b. _____  c. _____	
14.	Certaines de ces fédérations datent-elles des 12 derniers mois? 0 = Non 1 = Oui	
15.	[Si oui] Veuillez me citer les fédérations datant des 12 derniers mois avec lesquelles vous et vos organisations communautaires partenaires collaborent.  _____  _____	

Auto-Gouvernance		Code
16.	A la création de votre ONG, qui faisait partie? 0 = Tout le monde d'un certain groupe d'âge, d'une certaine classe sociale ou selon le sexe 1 = Seulement les personnes qui choisissaient d'y adhérer	
17.	Maintenant, qui fait partie de votre ONG? 0 = Tout le monde d'un certain groupe d'âge, d'une certaine classe sociale ou selon le sexe 1 = Seulement les personnes qui choisissaient d'y adhérer	
18.	Comment choisissez-vous les membres de votre bureau? 1 = Ils se sont choisis eux-mêmes 2 = Consensus des membres 3 = Vote par l'Assemblée Générale pour une période indéterminée 4 = Vote par l'Assemblée Générale pour une période bien déterminée  0 = D'autre modalité [expliquez] _____	
19.	Quelle est la fréquence des réunions de votre bureau? 7 = Pas de fréquence fixe (autant que nécessaire) 6 = Plus d'une fois par semaine 5 = Une fois par semaine 4 = Plus d'une fois par mois, mais pas de façon hebdomadaire 3 = Une fois par mois 2 = Au moins une fois par semestre 1 = Une fois par an	
20.	Quelle est la fréquence de vos Assemblées Générales? 7 = Pas de fréquence fixe (autant que nécessaire) 5 = Une fois par semaine 4 = Plus d'une fois par mois, mais pas de façon hebdomadaire 3 = Une fois par mois 2 = Au moins une fois par semestre 1 = Une fois par an 0 = Jamais	
21.	Est-ce que vous avez un statut et règlement intérieur? 0 = Non 1 = Oui	
22.	[Si oui] Veuillez me les montrer. 0 = Non confirmé 1 = Confirmé	
23.	[Si l'ONG a un statut et règlement intérieur] Veuillez me montrer, la partie concernant la procédure de sélection des membres du bureau. 0 = Non confirmé 1 = Confirmé [Par rapport à la réponse à la Q.18]	
24.	[Si l'ONG a un statut et règlement intérieur] Veuillez me montrer les règles appliquées à la fréquence des réunions du bureau. 0 = Non confirmé 1 = Confirmé [Par rapport à la réponse à la Q.19]	

25.	[Si l'ONG a un statut et règlement intérieur] Veuillez me montrer les règles appliquées à la fréquence des réunions de l'Assemblée Générale. 0 = Non confirmé 1 = Confirmé [Par rapport à la réponse à la Q.20]				
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26.	Gardez-vous les listes de présence de vos réunions de bureau ou des procès verbaux de vos réunions qui donnent le nombre présent? 0 = Non 1 = Oui				
27.	[Si oui] Puis-je avoir les listes de présence de vos réunions de bureau? [Le nombre de membres du bureau présents aux quatre (4) dernières réunions]				
28.	Gardez-vous les listes de présence ou des procès verbaux de vos Assemblées Générales? 0 = Non 1 = Oui				
29.	[Si oui] Puis-je avoir les listes de présence de vos Assemblées Générales? [Nombre de membres présents aux quatre (4) dernières réunions]				

Pratiques du Management		Code
30.	Est-ce que vous publiez des rapports financiers annuels? 0 = Non 1 = Oui [Si non, allez à la Q.36]	
31.	[Si oui] Veuillez me montrer votre dernier rapport. 0 = Non confirmé 1 = Confirmé	
32.	Effectuez-vous des audits annuels externes et publiez-vous les résultats de ces audits? 0 = Non 1 = Oui	
33.	[Si oui] Veuillez me montrer les résultats de votre dernier audit. 0 = Non confirmé 1 = Confirmé	
34.	Est-ce que vous avez suivi les recommandations d'audit de l'année dernière? 0 = Non 1 = Oui	
35.	Veuillez me montrer des preuves écrites qui démontrent que vous avez suivi les recommandations d'audit de l'année dernière. 0 = Non confirmé 1 = Confirmé	
36.	Est-ce que vous avez un code de conduite écrit? 0 = Non 1 = Oui	
37.	[Si oui] Veuillez me montrer votre code de conduite. 0 = Non confirmé 1 = Confirmé	
38.	[Enquêteur: Examinez le rapport d'audit pour voir s'il y a des preuves que l'organisation a appliqué son code de conduite (exple: sanctions ou avertissements du personnel, etc.) 0 = Pas de preuves d'application et/ou de renforcement du code de conduite 1 = Preuves existent qu'il y a application et/ou renforcement du code de conduite	
39.	Votre ONG a-t-elle une vision et/ou des buts et objectifs? 0 = Non 1 = Oui	

40.	[Si oui] Veuillez me montrer une copie de votre vision et/ou des buts et objectifs. 0 = Non confirmé 1 = Confirmé	
41.	[Si l'organisation est mixte] [Enquêteur: Examinez les documents s'ils reflètent vraiment l'analyse de l'impact de l'ONGI sur les femmes. Si vous n'en trouvez pas, posez la question suivante.] Veuillez me montrer des documents en votre possession ou l'impact de votre organisation sur les femmes est discuté. 0 = Pas de preuves d'analyse d'impact sur la femme 1 = Preuves écrites d'analyse d'impact sur la femme	
42.	Avez-vous un plan stratégique écrit? 0 = No 1 = Yes	
43.	[Si oui] Veuillez me le montrer. 0 = Non confirmé 1 = Confirmé	
44.	[S'il n'y a pas de plan stratégique écrit] Expliquez, s'il vous plaît, ce que votre ONG prévoit de faire dans les cinq années à venir, et comment vous envisagez agir dans ce sens.  _____ _____ _____ _____ 0 = Pas de preuves qu'un plan stratégique réaliste et bien élaboré existe 1 = Preuves qu'un plan stratégique réaliste et bien élaboré existe	
45.	Veuillez me montrer des preuves écrites (tant que des procès verbaux ou des rapports d'activités) que vous exécutez ce plan. 0 = Non confirmé 1 = Confirmé	
46.	Avez-vous des formateurs parmi vos membres? 0 = Non 1 = Oui	
47.	Est-ce-qu'ils ont reçu une formation formelle de formateurs? 0 = Non 1 = Oui	
48.	[Si oui] Qui a formé vos formateurs?  _____ 0 = Pas de preuves de formation formelle des formateurs 1 = Au moins une organisation bien connue a déjà formé leurs formateurs	
49.	Comment décidez-vous du type de formation à donner à vos organisations communautaires partenaires?  _____ _____ _____ 0 = Pas de preuves de l'apport des organisations de base dans le choix des thèmes de formation 1 = Les organisations de base participent à l'élaboration du programme de formation	

50.	Avez-vous des programmes de formation écrits? 0 = Non 1 = Oui	
51.	[Si oui] Veuillez me montrer vos programmes de formation. 0 = Pas de confirmation de programmes de formation avec des objectifs clairs 1 = Les programmes de formation montrent des objectifs clairs	
52.	Avez-vous un plan de formation écrit pour votre personnel? 0 = Non 1 = Oui	
53.	[Si oui] Veuillez me montrer votre plan de formation.	
54.	[Enquêteur: Le plan de formation traite-il le code de conduite de l'organisation?] 0 = Non 1 = Oui	
55.	Des membres de votre personnel ont-ils reçu une formation en matière de résolution de conflits? 0 = Non 1 = Oui	
56.	Des membres de votre personnel ayant reçu une formation en résolution de conflits ont-ils eu l'occasion d'utiliser ces techniques pendant les douze derniers mois? 0 = Non 1 = Oui	
57.	[Si oui] Veuillez me décrire un cas qui s'est produit ces douze derniers mois et qui a amené des membres de votre staff à utiliser ces techniques.  _____ _____ _____ _____ 0 = Pas de preuves que des techniques de résolution de conflits étaient utilisées. 1 = Preuves que des techniques de résolution de conflits étaient utilisées.	

Participation aux Affaires Locales, Régionales et Nationales du Gouvernement		
58.	Voici une liste d'actions que les organisations font parfois. Pour chacune d'elles, dites-moi combien de fois votre organisation s'est engagée dans une de ces actions durant les douze derniers mois. [Prière noter de a à h comme suit: 0 = Jamais 1 = Une fois 2 = Deux fois ou plus]	
a.	Avez-vous contacté un maire ou un chef d'arrondissement concernant un problème de développement?	
b.	Avez-vous contacté un commandant de cercle concernant un problème de développement?	
c.	Avez-vous contacté un député concernant un problème de développement?	
d.	Avez-vous contacté l'administration du District ou d'une région concernant un problème de développement?	
e.	Avez-vous contacté un ministère concernant un problème de développement?	
f.	Avez-vous contacté une structure mixte comme l'OHVN, la CMDT, l'Office du Niger, l'Opération Riz ou ODEM concernant un problème de développement?	
g.	Avez-vous exprimé une préoccupation au public à travers les médias, contacts personnels, brochures, etc.?	
h.	Avez-vous organisé une rencontre publique au niveau du cercle, régional ou national pour exposer une préoccupation?	
59.	[S'il y a eu des cas de contacts] Combien de fois dans les 12 derniers mois votre organisation a pu convaincre les autorités de n'importe quel niveau afin d'obtenir un changement des décisions prises? 0 = Jamais 1 = Une fois 2 = deux ou plusieurs fois	
60.	[Si l'enquêté cite au moins un cas d'influence] Veuillez me donner au moins un exemple d'un cas ou votre action a pu influencer une décision. a. _____ b. _____	
61.	[Si l'enquêté cite au moins un cas d'influence] Veuillez me montrer des documents en votre possession qui décrivent la nature de cette activité. 0 = Non confirmé 1 = Confirmé	
62.	[Rappelez l'enquêté des actions dont il a parlé dans la Q.58] Dans les exemples décrits en haut, peu importe le résultat, avez-vous collaboré avec d'autres ONGI ou fédérations? 0 = Non 1 = Oui [Si non, allez à la Q.66]	

63.	<p>[Si oui] Veuillez me citer toutes les autres ONGI ou fédérations avec lesquelles vous avez eu à collaborer.</p> <hr/> <hr/> <hr/> <hr/>	
64.	<p>Veillez me montrer des documents en votre possession qui puissent attester de votre collaboration avec d'autres ONGI ou Fédérations. 0 = Non confirmé 1 = Confirmé</p>	
65.	<p>Dans les exemples de collaboration précédents avec les ONG ou fédérations, y a-t-il eu des cas de collaboration d'une période s'étendant sur plusieurs mois afin d'apporter des changements dans les statuts juridiques des organisations communautaires, les coopératives ou fédérations? 0 = Non 1 = Oui</p>	
66.	<p>[Si oui] Veuillez citer tous les cas de collaboration soutenue afin d'apporter des changements dans les statuts juridiques des organisations communautaires, les coopératives ou fédérations.</p> <hr/> <hr/> <hr/> <hr/>	
67.	<p>Connaissez-vous des organisations communautaires partenaires qui entreprennent exceptionnellement des actions constructives avec l'administration ou le gouvernement? 0 = Non 1 = Oui</p>	
68.	<p>[Si oui] Veuillez citer des cas d'action constructive auprès des autorités par vos OCs partenaires.</p> <hr/> <hr/> <hr/> <hr/>	
69.	<p>Connaissez-vous des organisations communautaires avec lesquelles vous ne travaillez pas mais qui entreprennent exceptionnellement des actions constructives auprès des autorités? 0 = Non 1 = Oui</p>	

70.	<p>[Si oui] Citez, s'il vous plaît, ces organisations communautaires avec lesquelles vous ne travaillez pas mais qui entreprennent exceptionnellement des actions constructives avec les autorités.</p> <hr/> <hr/> <hr/> <hr/>	
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Merci beaucoup. Vos réponses nous ont été très utiles.

[Enquêteur: Veuillez écrire sur la première page l'heure à laquelle l'interview a pris fin.]

[Enquêteur: Veuillez noter ci-dessous toutes observations qui vous semblent intéressantes ou les commentaires fournis volontairement par l'enquêté. Veuillez écrire ces commentaires en indiquant le numéro de la question. Utilisez le verso de la feuille si nécessaire]

L'Equipe Gouvernance Démocratique de l'USAID Mali  
et Info-Stat  
Questionnaire sur la Collecte des Données de Base pour le Suivi de Performance  
Questionnaire destiné aux Arrondissements et Communes  
[Questions devant être posées au Chef d'Arrondissement (ou Maire) ou à Son Adjoint]  
Mars-Avril 1997

Bonjour! Je m'appelle [Enquêteur: dites votre nom]. Je travaille pour un bureau d'étude du nom Info-Stat qui aide l'USAID Mali à comprendre la nécessaire collaboration entre la population et l'administration dans le domaine du développement. Afin de mieux suivre et d'évaluer l'efficacité des programmes de l'USAID, nous sommes en train de recueillir des informations sur les activités des ONGs intermédiaires qui bénéficient des financements de l'USAID à travers les partenaires PVOs américains. Nous sommes aussi en train de nous renseigner sur les OCs qui collaborent avec ces ONGIs.

Vous n'êtes pas obligés de prendre part à cette étude et vous pouvez ne pas répondre à certaines questions. Vos réponses serviront à aider l'USAID mais n'auront pas d'impact négatif ou positif sur les organisations dans votre arrondissement. L'interview vous prendra environ une heure, mais nous aurons besoin aussi d'informations complémentaires sous forme de documents. Acceptez-vous la procédure? [Si oui, remplissez les lignes ci-dessous]

Identification	Code
Enquêteur _____ Date _____	
Début de l'interview _____ Fin de l'interview _____	
Poste de la Personne Interviewée 1 = Chef d'arrondissement    2 = Adjoint au Chef d'arrondissement 3 = Maire de commune        4 = l'Adjoint au maire de commune	
Région:    2 = Koulikoro    3 = Sikasso    5 = Mopti	
Cercle _____ [postcodification]	
Arrondissement _____ [postcodification]	
Distance de la Capitale régionale _____ [codifier en nombre de kilomètres]	km
Distance de Bamako _____ [codifier en nombre de kilomètres]	km

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Principales Activités de Développement		Code
<p>Avant de commencer, je voudrais vous poser quelques questions générales sur les principales activités de développement au niveau de votre arrondissement.</p>		
1.	<p>Citez, s'il vous plaît, les cinq principaux projets de développement financés par les PVO ou ONG donateurs (dans les domaines de la santé, l'hydraulique, l'éducation, le crédit, l'agriculture, les infrastructures, etc) dans votre arrondissement dans les douze dernier mois. Soyez aussi précis que possible.</p> <p>a. _____</p> <p>_____</p> <p>b. _____</p> <p>_____</p> <p>c. _____</p> <p>_____</p> <p>d. _____</p> <p>_____</p> <p>e. _____</p> <p>_____</p>	

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2.	<p>Pour chacun des projets cités en haut, dites-moi s'il vous plaît, quels sont les donateurs, PVOs, ONGs, OCs et villages qui y ont participé.</p> <p>a. _____</p> <p>_____</p> <p>b. _____</p> <p>_____</p> <p>c. _____</p> <p>_____</p> <p>d. _____</p> <p>_____</p> <p>e. _____</p> <p>_____</p>	
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ONGs et Fédérations	Code	
<p>Maintenant, je voudrais vous poser quelques questions sur le rôle des ONGs et fédérations dans les actions de développement dans votre arrondissement.</p>		
3.	<p>Quelles sont les ONGs qui ont été plus actives dans la promotion du développement social et économique dans votre arrondissement?</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p>	

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4.	<p>Lesquelles de ces ONGs sont venues à vous afin que vous les aidiez à résoudre un problème qui paraissait important pour elles et les organisations communautaires avec lesquelles elles travaillent?</p> <hr/> <hr/> <hr/>	
5.	<p>Quelles sont les fédérations qui ont été plus actives dans la promotion du développement social et économique dans votre arrondissement?</p> <hr/> <hr/> <hr/> <hr/> <hr/> <hr/>	
6.	<p>Lesquelles de ces fédérations sont venues à vous afin que vous les aidiez à résoudre un problème qui paraissait important pour elles et leurs organisations communautaires membres?</p> <hr/> <hr/> <hr/>	
7.	<p>Veuillez me dire les types d'activités menées par chacune des fédérations citées.</p> <hr/> <hr/> <hr/> <hr/> <hr/> <hr/>	

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8.	<p>Veuillez me dire le nombre d'organisations membres de chacune des fédérations citées.</p> <hr/> <hr/> <hr/> <hr/> <hr/>	
9.	<p>Est-ce que certaines des ONGs ou fédérations citées sont exclusivement composées de femmes? 0 = Non 1 = Oui</p>	
10.	<p>[Si oui] Veuillez les citer.</p> <hr/> <hr/> <hr/> <hr/> <hr/>	
11.	<p>Avez-vous constaté la création de nouvelles fédérations ces douze derniers mois suite à un problème particulier? 0 = Non 1 = Oui</p>	
12.	<p>[Si oui] Veuillez les citer.</p> <hr/> <hr/> <hr/>	

13.	Selon vous, quelles sont les fédérations dans votre arrondissement (ou commune) qui sont stables ou dont l'adhésion s'accroît?  _____  _____	
14.	Connaissez-vous particulièrement des ONGIs ou Fédérations qui ont collaboré d'une manière fructueuse afin de résoudre des problèmes ou fournir des services?	
15.	Avec quelles ONGIs ou fédérations travaillez-vous le plus?  _____  _____	
16.	Veuillez me donner le nombre de décisions prises dans votre arrondissement (ou commune) sur lesquelles les ONGIs, fédérations ou leurs partenaires COs ont exprimé leurs points de vue ces douze derniers mois?	

Villages/Organisations Communautaires (OCs)		Code
Maintenant, je voudrais vous poser quelques questions sur les organisations communautaires et les problèmes de développement au niveau des villages de votre arrondissement.		
17.	Certaines organisations communautaires sont plus promptes que d'autres à faire connaître leurs besoins aux responsables administratifs. Est-ce-qu'il y a particulièrement des OCs dans votre arrondissement qui ne mâchent pas leurs mots sur des questions qui touchent leurs membres et leurs villages? [Enumérez-les toutes]  _____  _____  _____  _____  _____	
18.	Parmi les OCs que vous venez de mentionner, est-ce-que certaines ont pu influencer deux ou plusieurs décisions ces douze derniers mois? 0 = Non 1 = Oui	

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19.	<p>[Si oui] Veuillez me citer ces OCs qui ont pu influencer deux ou plusieurs décisions ces douze derniers mois.</p> <p>_____</p> <p>_____</p> <p>_____</p>	
20.	<p>Parmi ces OCs qui ont influencé deux ou plusieurs décisions ces douze derniers mois, y a-t-il des organisations féminines?</p> <p>0 = Non 1 = Oui</p>	
21.	<p>[Si oui] Veuillez me citer les OCs féminines qui ont influencé deux ou plusieurs décisions ces douze derniers mois.</p> <p>_____</p> <p>_____</p> <p>_____</p>	
22.	<p>Certains affirment que le développement est souvent fait d'une manière unilatérale et que l'idéal serait que les villages aient certaines responsabilités par rapport à leurs propres affaires. Y-a-t-il des OCs avec lesquelles vous avez un partenariat authentique quant à la prestation de services? Elles doivent payer des taxes. En retour, vous pouvez apporter de l'appui financier, matériel, technique, et/ou en personnel aux projets villageois.</p> <p>0 = Non 1 = Oui</p>	
23.	<p>[Si oui] Avec quelles OCs avez-vous un partenariat authentique quant à la prestation de services?</p> <p>_____</p> <p>_____</p> <p>_____</p>	
24.	<p>Combien de nouvelles OCs se sont formées dans votre arrondissement depuis l'année dernière?</p>	
25.	<p>Combien d'entre ces nouvelles OCs sont officiellement reconnues à votre niveau?</p>	
26.	<p>Combien d'entre ces nouvelles OCs ne sont pas officiellement reconnues à votre niveau?</p>	

27.	A votre niveau, est-ce possible d'avoir une liste de toutes les organisations de base officiellement reconnues dans votre circonscription? 0 = Non 1 = Yes	
28.	A votre niveau, est-ce possible d'avoir une liste de toutes les organisations de base <i>mêmes si elles ne sont pas officiellement reconnues</i> dans votre circonscription? 0 = Non 1 = Yes	
29.	Avez-vous jamais entendu parler des organisations communautaires suivantes? [Enquêteur: Marquez les organisations à interviewer dans cet arrondissement] 0 = N'a pas entendu parler d'elles 1 = A entendu parler d'elles	
a.	_____	
b.	_____	
c.	_____	
d.	_____	
e.	_____	
f.	_____	
30.	Parmi ces organisations communautaires, combien de fois certaines sont-elles venues à vous l'année dernière en vue de résoudre des problèmes de développement? [Enquêteur: Marquez les noms encore] 0 = Pas du tout 1 = Une fois 2 = Deux ou plusieurs fois	
a.	_____	
b.	_____	
c.	_____	
d.	_____	
e.	_____	
f.	_____	
31.	D'après vos remarques, lesquelles de ces organisations ont élargi leurs services et activités de développement durant les douze derniers mois? [Enquêteur: Marquez les noms encore] 0 = Les mêmes ou moins de services 1 = L'OC a élargi ses services et/ou activités	
a.	_____	
b.	_____	
c.	_____	
d.	_____	
e.	_____	
f.	_____	

32.	Pensez-vous que les leaders d'organisations communautaires reconnaissent leurs droits et devoirs pendant le processus de formulation de politiques en matière de développement? 0 = Non 1 = Oui	
33.	Quels sont les lois et droits les plus importants pour les organisations communautaires?  _____  _____  _____	
34.	Si on vous disait d'élaborer des programmes d'éducation civique, quels droits feriez-vous apprendre aux leaders d'organisations communautaires?	

Décentralisation et Environnement Propice (Uniquement pour l'Arrondissement)		Code
Maintenant, je voudrais vous poser quelques questions sur l'évolution de la Décentralisation.		
35.	Votre arrondissement sera divisé en combien de communes?	
36.	Quels sont les noms des nouvelles communes qui doivent remplacer cet arrondissement? [Si les noms ne sont pas encore déterminés, demandez le nom du chef-lieu]  a. _____  b. _____  c. _____  d. _____  e. _____	
37.	Est-ce-que les limites de toutes ces communes sont officiellement fixées? 0 = Non 1 = Oui	
38.	Est-ce-que les limites de toutes ces communes sont légalement reconnues? 0 = Non 1 = Oui	

39.	<p>Certaines collectivités sont plus aptes que d'autres à épouser le changement. Connaissez-vous des collectivités qui se sont montrées suffisamment prêtes à se prendre en charge? Par exemple, quelles sont les collectivités qui sont à même de s'acquitter de leurs impôts à temps?</p> <p>a. _____</p> <p>b. _____</p> <p>c. _____</p> <p>d. _____</p> <p>e. _____</p>	
40.	<p>Est-ce-qu'il y a des villages dans votre arrondissement qui ont commencé à affecter les revenus provenant des impôts pour résoudre leurs problèmes locaux? 0 = Non 1 = Oui</p>	
41.	<p>[Si oui] Veuillez les citer.</p> <p>a. _____</p> <p>b. _____</p> <p>c. _____</p> <p>d. _____</p> <p>e. _____</p>	
42.	<p>Quel est le statut juridique des organisations communautaires au Mali?</p> <p>_____</p> <p>_____</p> <p>_____</p>	
43.	<p>Est-ce-qu'il y a des textes de lois en cours d'élaboration qui faciliteront la participation des organisations communautaires dans le processus de développement?</p> <p>_____</p> <p>_____</p>	



44.	<p>Quel est le statut juridique des fédérations et coopératives au Mali?</p> <hr/> <hr/>	
45.	<p>Est-ce-qu'il y a des textes de lois en cours d'élaboration qui faciliteront la participation des fédérations et coopératives dans le processus de développement?</p> <hr/> <hr/>	
46.	<p>Avez-vous remarqué une forme de coopération de la part des fédérations et ONGs en vue de promouvoir les lois qui facilitent leur activité? 0 = Non 1 = Oui</p>	
47.	<p>Décrivez-moi cette coopération, s'il vous plaît.</p> <hr/> <hr/>	
48.	<p>Quelles étaient les fédérations et ONGs concernées?</p> <hr/> <hr/>	

Merci beaucoup. Vos réponses nous ont été très utiles.

[Enquêteur: Veuillez noter ci-dessous toutes les observations qui vous semblent pertinentes ou les commentaires fournis volontairement par l'interlocuteur. Veuillez écrire ces commentaires en indiquant le numéro de la question. Utilisez le verso si nécessaire]