

External Gender Review
of the
NPT and NFP programmes

administered by NUFFIC

Overall report

Karin Verbaken
Adriana Marrero
Mansah Prah
Thu Thuy Tran
Yelfign Worku
Fatima Kahtan

Leiden, The Hague January 2009

Foreword

Since the start of NPT implementation in 2003, Nuffic has observed that the gender dimensions of Higher Education were not well integrated in NPT projects. Attention for the differential needs of women and men in the capacity building endeavours (NPT projects) was hardly visible, despite references in the project outline formats and Tender criteria. This experience made Nuffic realise that more insights were needed into the enabling and disabling factors which hamper on gender integration in the NPT programme. At the same time, Nuffic wanted to have more information on how the NFP programmes contributed to equitable access of women to higher education scholarships. Such insights could help to adjust the programmes and improve our performance with regard to gender equality and women's empowerment.

The Dutch policy regarding development cooperation 'Our common Concern' (Koenders, 2007) gives specific importance to gender and sexual & reproductive health and rights. Acknowledging the perceived weakness in the NPT and NFP, Nuffic, in collaboration with the Ministry of Foreign Affairs, commissioned a Review of the NPT and NFP programmes, so that these can be addressed in the new NFP and NICHE programmes¹. The Review took place between 1 September and 31 December 2008, in The Netherlands, in Colombia, Ethiopia, Ghana, Vietnam and Yemen. Its findings and recommendations are presented in six reports: Five country reports and an overall synthetic report based on the countries' findings.

The Review findings and recommendations were discussed at the Gender Seminar of 26 January 2009 (organized by Nuffic in collaboration with the Ministry of Foreign Affairs - Minbuza), with the representatives of Minbuza Cultural Cooperation, Education & Research Department, Education and Developing Countries Division (DCO/OO) and Social and Institutional Development Department, Women and Development Division (DSI/VR), of the Platform for International Education (PIE), of Profound (platform of universities for applied sciences) and with (gender) experts of Dutch institutions of higher learning and Nuffic staff.

The recommendations of the Review reports do not necessarily reflect the formal policy and opinion of the Nuffic or other actors. The results of both the Review and the Gender Seminar will be used to formulate a hands-on strategy to incorporate gender dimensions in NICHE and NFP, in order to achieve actual results in this domain.

Nuffic would like to thank the Review team and all the actors who participated in this Review for their effort, commitment and participation in this study. Without this, we would not have been able to gain the insights we need regarding the gender dimensions in our programmes and practices and we would not be able to adjust our approach.

Mr. Joep Houterman
Director Capacity Building & Scholarships

¹ The Netherlands Initiative for Capacity Development in Higher Education (NICHE) and new Netherlands Fellowship Programmes (NFP) will be administered by Nuffic on behalf of MINBUZA DCO/OO. They will start in 2009. The new programmes will have a slightly different design. For example, Multi Year Agreements and Tailor Made training will no longer be available.

Prólogo

Desde el inicio de la implementación del NPT en 2003, Nuffic ha venido observando que los proyectos NPT no integraban de forma adecuada las dimensiones de género de la Educación Superior. La atención por las necesidades diferenciadas de los hombres y las mujeres en los esfuerzos de capacitación (proyectos del NPT) era apenas visible, a pesar de las referencias en los formatos del perfil del proyecto y los criterios de licitación. Ante esta experiencia, Nuffic se dio cuenta de la necesidad de comprender mejor los factores potenciadores y obstaculizadores que dificultan la integración del género en el programa NPT. Al mismo tiempo, Nuffic quería aprender más sobre cómo los programas NFP contribuían a un acceso equitativo de las mujeres a las becas para la educación superior. Toda esta información podría servir para adaptar los programas y mejorar nuestro desempeño con respecto a la igualdad de género y al empoderamiento de las mujeres.

El documento de política neerlandés en relación con la cooperación al desarrollo '*Our common Concern*' (Koenders, 2007) otorga una importancia explícita al género y a la salud y los derechos sexuales y reproductivos. Reconociendo las deficiencias percibidas en el NPT y NFP, Nuffic, en colaboración con el Ministerio neerlandés de Relaciones Exteriores, encargó una revisión de los programas NPT y NFP, a fin de que éstas pudieran abordarse en los nuevos programas NFP y NICHE². La revisión se llevó a cabo entre el 1 de septiembre y el 31 de diciembre de 2008, en los Países Bajos, Colombia, Etiopía, Ghana, Vietnam y Yemen. Sus conclusiones y recomendaciones se presentaron en seis informes: Cinco informes nacionales y un informe de síntesis general basado en los resultados de los países.

Las conclusiones y recomendaciones de la Revisión se debatieron en el Seminario sobre el Género celebrado el 26 de enero de 2009 (organizado por Nuffic en colaboración con el Ministerio de Relaciones Exteriores - Minbuza), con representantes de la Dirección de Cooperación Cultural, Educación e Investigación/departamento de Educación y Desarrollo (Minbuza DCO/OO) y de la Dirección de Desarrollo Social e Institucional/departamento de Emancipación y Derechos (Minbuza DSI/ER), así como la Plataforma para la Educación Internacional (Platform for International Education, PIE), Profound (plataforma de universidades para las ciencias aplicadas) y expertos (en género) de centros neerlandeses de educación superior y el personal de Nuffic.

Las recomendaciones de los informes de Revisión no reflejan necesariamente la política formal y la opinión de Nuffic u otros actores. Los resultados tanto de la revisión como del Seminario sobre el género se utilizarán para formular una estrategia práctica a fin de incorporar las dimensiones de género en NICHE y NFP, a fin de lograr resultados reales en este ámbito.

Nuffic quiere dar las gracias al equipo encargado de la Revisión y a todos los actores que participaron en ella por su esfuerzo, su compromiso y su participación en este estudio. Sin ello, no habríamos podido recopilar los conocimientos necesarios sobre las dimensiones de género en nuestros programas y prácticas que nos permitieran adaptar nuestro enfoque.

Joep Houterman
Director de Desarrollo de Capacidades y Becas

² El programa NICHE y los nuevos programas NFP serán administrados por Nuffic en nombre del Minbuza DCO/OO. Se pondrán en marcha en 2009. Los nuevos programas tendrán un diseño ligeramente diferente. Por ejemplo, ya no se incluirán convenios multianuales ni capacitaciones a medida.

Avant-propos

Depuis le début de la mise en place du programme NPT en 2003, la Nuffic a observé que la dimension de genre dans l'enseignement supérieur n'était pas correctement intégrée aux projets NPT. L'attention accordée aux besoins distincts des hommes et des femmes dans les efforts de renforcement des capacités institutionnelles (projets NPT) était à peine perceptible, en dépit des références énoncées pour les pré-projets et des critères d'appel d'offre. La Nuffic a compris la nécessité de mieux décrire les facteurs facilitant et limitant l'intégration des questions de genre dans le programme NPT. Parallèlement, la Nuffic souhaitait obtenir de plus amples informations sur la façon dont les programmes NFP contribuent à offrir aux femmes un accès équitable aux bourses pour l'enseignement supérieur. Ces révélations peuvent aider à ajuster les programmes et à améliorer nos performances en termes d'égalité des genres et d'autonomisation des femmes.

La politique néerlandaise de coopération au développement « Our Common Concern » (« Notre préoccupation commune » Koenders, 2007) accorde une importance particulière au genre ainsi qu'à la santé et aux droits sexuels et génésiques des femmes. Constatant les faiblesses des programmes NPT et NFP, la Nuffic a sollicité, en collaboration avec le ministère des Affaires étrangères, la réalisation d'une revue des programmes NPT et NFP, afin de remédier à ces faiblesses dans les programmes NFP et NICHE³. La revue a été conduite entre le 1^{er} septembre et le 31 décembre 2008 aux Pays-Bas, en Colombie, en Ethiopie, au Ghana, au Vietnam et au Yémen. Les résultats et les recommandations sont présentés dans six rapports : cinq rapports nationaux et un rapport de synthèse basé sur les résultats nationaux.

Les résultats et les recommandations de la Revue ont été discutés durant un Séminaire sur le Genre du 26 janvier 2009 (organisé par la Nuffic en collaboration avec le ministère des Affaires étrangères - MinBuZa), en présence des représentants de la Direction du MinBuZa pour la Coopération culturelle, l'Enseignement et la Recherche/Recherche et Communication DCO/OO, du MinBuZa/DCO et DSI/ER, de la Plate-forme néerlandaise pour l'Education internationale (PEI), de Profound (Plate-forme des Universités néerlandaises de Sciences appliquées), des experts (en genres) d'établissements néerlandais d'enseignement supérieur, ainsi que du personnel de la Nuffic.

Les recommandations de la Revue ne reflètent pas nécessairement la politique et l'opinion officielles de la Nuffic ou des autres acteurs. Les résultats de l'analyse et du séminaire sur le genre seront utilisés pour formuler une stratégie concrète visant à incorporer la dimension de genre dans les programmes NICHE et NFP, afin d'obtenir des résultats probants en la matière.

La Nuffic aimerait remercier l'équipe qui a conduit la Revue ainsi que tous les acteurs qui ont pris part à cette revue, pour leurs efforts, leur engagement et leur participation. Sans eux, nous ne serions pas parvenus à gagner les connaissances dont nous avons besoin en ce qui concerne la dimension genre de nos programmes et ce qui s'y pratique, et nous ne serions pas en mesure d'ajuster notre approche.

M. Joep Houterman
Directeur Renforcement des Capacités & Bourses

³ Le programme NICHE et le nouveau programme NFP seront administrés par la Nuffic pour le compte du MinBuZa DCO/OO. Ils débiteront en 2009. Les nouveaux programmes seront légèrement différents. Par exemple, les accords pluriannuels et les formations sur mesure ne seront plus disponibles.

Contents

Abbreviations	6
Executive summary	8
Resumen ejecutivo	14
Résumé	22
1 Introduction	30
2 General information on NPT and NFP programmes	32
2.1 Context, objectives and basic characteristics of NPT	32
2.2 Context, objectives and basic characteristics of NFP	33
2.3 New NICHE and NFP programmes	35
2.3.1 From NPT to NICHE	35
2.3.2 NFP new style	36
3 Methodology	37
3.1 Time frame of the Gender Review	38
3.2 Methodology employed and stakeholders interviewed	38
3.2.1 Desk Study	39
3.2.2 Country and project visits	39
3.2.3 Interviews	39
3.2.4 (Focal) group discussions and workshops	40
3.3 Constraints and limitations	41
4 Gender	43
4.1 Some concepts	43
4.2 National gender policies	44
4.3 Gender in Dutch development cooperation	44
4.4 Dutch National Action Plan 1325	46
5 Findings	48
5.1 Overall findings on gender	48
5.2 Factors that contribute to or hamper gender mainstreaming and women's empowerment in NPT/NFP at the organizational level (Nuffic)	50
5.3 Factors which contribute or hamper gender mainstreaming and women's empowerment in NPT	51
5.3.1 At the programming level	51
5.3.2 At the project implementation level	54
5.4 Factors which contribute to or hamper gender mainstreaming and women's empowerment in NFP	55
5.4.1 At the programming level	55
5.4.2 At the personal (project) level	58

6	Conclusions and lessons learned	62
6.1	Overall conclusions on gender	62
6.2	Factors that contribute to or hamper gender mainstreaming and women's empowerment in NPT/NFP at the organizational level (Nuffic)	62
6.3	Factors that contribute to or hamper gender mainstreaming and women's empowerment at the NPT programming level	63
6.4	Factors that contribute to or hamper gender mainstreaming and women's empowerment at the NPT project implementation level	64
6.5	Factors that contribute to or hamper gender mainstreaming and women's empowerment at the NFP programming level	65
6.6	Factors that contribute to or hamper gender mainstreaming and women's empowerment in NFP at the personal (project) level	65
6.7	Lessons learned	66
7	Recommendations	68
7.1	Overall recommendations	68
7.1.1	To Nuffic	68
7.1.2	Recommendations to the Ministry of Foreign Affairs/ Development Cooperation and/or the Embassies	68
7.2	Recommendations for NPT/NICHE	69
7.2.1	To Nuffic	69
7.2.2	For NPT/NICHE project implementers	69
7.2.3	Recommendations to the RNEs	70
7.3	Recommendations for NFP	70
7.3.1	To Nuffic	70
7.3.2	Recommendations to the NFP implementing institutes	71
7.3.3	Recommendations to MinBuZa and/or RNEs	71
	Documents consulted	73
	Annexes	
1.	Terms of Reference	77
2.	Review agenda, itinerary and persons consulted	84
3.	Guidelines for interviews	88
4.	Country reports ¹	
4.1	Colombia	
4.2	Ghana	
4.3	Vietnam	
4.4	Ethiopia	
4.5	Yemen	

¹ The country reports can be made available upon request: please contact mlangeveld@nuffic.nl or aabdoelhafiezkhan@nuffic.nl

Abbreviations

AWID	AWID Association for Women's Rights in Development
BPA	Beijing Platform of Action
CBO	Community Based Organization
CEDAW	Convention for the Elimination of all forms of Discrimination Against Women
CIS	Centre for International Cooperation (VU)
COCA	Checklist for Organizational Capacity Assessment
CRC	Convention on the Rights of Children
DCO	Direction Culture and Education (MinBuZa/DGIS)
DGIS	Directorate General International Cooperation (MinBuZa)
DSI/ER	Direction Social and Institutional Development/Emancipation issues
EU	European Union
FGM	Female Genital Mutilation
GDI	Gender Development Index
GER	Gross Enrolment Ratio
HDI	Human Development Index
HE	Higher Education
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HR	Human Rights
HTP	Harmful Traditional Practices
ICT	Information and Communication Technology
ISS	Institute of Social Studies
KIT	Royal Tropical Institute
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MHO	Joint Financing Programme for Cooperation in Higher Education
MinBuZa	Netherlands Ministry of Foreign Affairs
MOE	Ministry of Education
MOH	Ministry of Health
MOWA	Ministry of Women's Affairs
MsM	Maastricht School of Management
MYA	Multi-Year Agreement (NFP)
NAA	Netherlands Alumni Association (NFP)
NAP	National Action Plan
NFE	Non-Formal Education
NFP	Netherlands Fellowship Programme
NGO	Non-Governmental Organization
NICHE	Netherlands Initiative for Capacity Development in Higher Education
NPI	National Plan of Implementation (NPT)
NPT	Netherlands Programme for Institutional Strengthening of Post-secondary Education and Training Capacity
NUFFIC	Netherlands Organization for International Cooperation in Higher Education
ODA	Official Development Assistance

OECD/DAC	Organization for Economic Co-operation and Development/ Development Assistance Committee
PA	Programme Administrator (Nuffic)
PhD	Philosophical Doctor
RNE	Royal Netherlands Embassy
SDPRP	Sustainable Development and Poverty Reduction Programme
SRHR	Sexual and Reproductive Health and Rights
TEC	Technical Evaluation Committee
TM	Tailor-Made (NFP)
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNSC(R)	UN Security Council (Resolution)
UU	Utrecht University
VHL	Van Hall Larenstein University
VU	Free University
VWU	Vietnamese Women's Union
WAD	Women's Affairs Department
WAO	Women's Affairs Office
WRTC	Women's Research and Training Center (Yemen)
WUR	Wageningen University and Research

Executive summary

Introduction

In August 2008 Nuffic, in consultation with the Netherlands Ministry of Foreign Affairs, Directorate General International Cooperation, Direction Culture and Education (DGIS/DCO), commissioned a Gender Review of the Netherlands Programme for Institutional Strengthening of Post-secondary Education and Training Capacity (NPT) and the Netherlands Fellowship Programmes (NFP). The purpose of the review is to improve the current and future programmes in terms of gender mainstreaming, the enhancement of the position of women and gender relations. The rationale behind the Gender Review is that NPT and NFP should follow general Dutch development cooperation policy, which includes gender issues and the empowerment of women as a transversal or cross-cutting theme. In his policy document “Our Common Concern” (October 2007), the Minister for Development Cooperation gave a new impulse to gender issues in development by presenting it as a priority area. Achieving the millennium development goals requires attention for the differential needs of men and women, and dialogue on the policy and resources needed to address them. In addition, in order to reduce the gap between men and women, specific strategies and extra resources for the empowerment of women are needed. In his letter to Parliament (2008) and the tender document of NICHE it is recognized that more attention for gender is required.

The Gender Review took place from August to December 2008, and was conducted by an international team of gender consultants. After a briefing week in The Hague, during which the review methodology was further developed and meetings with Nuffic staff, Dutch NPT partners and NFP fellows were realized, in a time frame of seven weeks five countries were visited by the team leader accompanied by one or two of the local consultants. Draft reporting took place in October and November and the report was finalized in December 2008.

This final report brings together the findings and recommendations from the individual country reports, completed with overall findings and analysis at the programme level, and information in policy documents and gathered during visits to major Dutch counterparts and other stakeholders. The country reports are included as annexes. The country reports are the primary sources of information of the Gender Review, showing the ‘couleur locale’ and ample scope and diversity of information as well as the wide range of forms in which attention to gender has been approached in the countries visited.

General information on NPT and NFP programmes

The NPT and the NFP are the main instruments for Dutch development cooperation in higher education (HE) or post-secondary education. Both programmes, launched in 2002 and fully operating since 2004, are funded by the Netherlands Ministry of Foreign Affairs (MinBuZa) from the development cooperation budget. The purpose of the **NPT** is to strengthen the institutional capacity for post-secondary education and training of developing countries, by mobilizing the expertise of Dutch organizations. Support is given to Southern organizations that play a role in the development of post-secondary education and training capacity: institutions for post-secondary education, government ministries, national commissions and NGOs. The NPT is demand-driven and flexible, and it addresses local priorities. ‘Ownership’ on the part of stakeholders in the South is important and the programme is also output-oriented. The education and training capacity addressed must be relevant to the sectors and themes targeted for the Dutch bilateral assistance. At December 2008, the NPT is being implemented in 15 countries, with 163 projects and a total budget of € 38,951,000.

The **NFP** comprises demand oriented fellowship programmes for institutional development, aimed at alleviating qualitative and quantitative shortages of skilled manpower, in order to reduce poverty in developing countries. The target group consists of mid-career professionals already in employment. Organizations eligible are governmental, private and non-governmental, including educational institutions, planning agencies, ministries, community-based organizations and private enterprises. While fellowships are awarded to individuals, the need for training must occur within the context of the organization and applicants must be nominated by their employers. Half of the fellowships should be awarded to female candidates and also half should be spent on candidates from sub-Saharan Africa. NFP sub-programmes offered are: Individual fellowships for Short courses, Master degree programmes and PhD studies; Group training for Refresher and Tailor-made (TM) courses, and Multi-Year Agreements (MYAs). The budget for scholarships is around € 30 million/year and a total of 1,630 scholarships were provided in 2007. The number of applications from women is growing slowly but steadily, to 26% (Masters and PhD) and 38% (Short courses) in 2007. Fellowships awarded to women also increased since 2003: from 43.1% to 49.0% (Short courses), from 35.9% to 49.6% (Masters), from 25.0% to 45% (PhD).

New NICHE and NFP programmes

In August 2007, after an overall evaluation the decision was made to gradually phase out the existing NPT and NFP between 2008 and 2012. The new NPT is called **NICHE**: Netherlands Initiative for Capacity Development in Higher Education. NICHE has the same objectives but will be broader and more flexible, including one-off TM group trainings and MYA. In NICHE there will be more attention to vocational education, on a demand-driven basis and oriented at ownership. If necessary, there will be a new consultation with stakeholders. NICHE should also pay more attention to equal rights and opportunities for women (gender), which until now have been insufficiently addressed in the NPT. Embassies will play a bigger role in NICHE. NICHE also focuses on capacity building of interest for bilateral cooperation sectors and cross-cutting or more global themes.

The **new NFP** is not limited to bilateral development cooperation areas. Fellowships are awarded on an individual basis but the individual need of training must be embedded in the institutional strengthening of the local organization employing the fellow. The reviewed NFP continues to be demand-driven and focuses on individual fellowships. Project-based activities (TM) currently financed under the NFP will be transferred to the NPT. Within the target group more attention should be given to candidates from vulnerable or disadvantaged groups and/or areas. Wherever possible, Dutch Embassies will play a more important role in pre-selection. A minimum of 50% of all fellowships need to be effectively awarded to women, and equally a minimum of 50 % should be spent on fellows from sub-Saharan Africa.

Methodology

This Gender Review is not an evaluation but a **review** aimed to know what is going on in the NPF/NFP field as far as gender mainstreaming and women's empowerment is concerned; its focus is at **programme level** and not at project level; its approach has been **qualitative** rather than quantitative; and its focus is on the **future**, in which lessons learned in the past must be incorporated. The following research methods were employed. A **desk study**, concerning all relevant NPT/ NFP programme and many project documents; national policies and strategies on gender and on (higher) education; multilateral agreements and progress reports like CEDAW, Beijing Platform Action Plan, MDGs etc.; specific contributions on gender of NPT implementers, and Dutch and other donors' policies on gender mainstreaming. **Country visits** allowed for a better understanding of local society and culture, as well as overall gender

relations. Projects, implementers, alumni and other stakeholders like Ministries, RNE staff and other donors participated in group meetings and (debriefing) **workshops**, and in semi-structured **interviews**. The interviews focused on the organizational and the programming dimensions of the institutions, as well as on questions related to NPT/NFP topics. In the Netherlands Nuffic staff and personnel and the main NPT counterpart institutions were also interviewed. In all countries the Gender Review was concluded with a workshop to which all interviewees and NPT/NFP stakeholders were invited. Attendance was limited, which might be interpreted as a lack of commitment to the issue of gender; however participation and discussion were lively and participants showed satisfaction on the Review.

Constraints and limitations

Limitations were multiple but the most important constraint to an optimal implementation of the Gender Review was the **very limited time frame**, above all felt at the preparatory and reporting phases. The overwhelming variety, volume and complexity of documents on NPT and NFP at policy, programming and implementation and other stakeholders' levels took much more time to familiarize and master than foreseen. Added to this came the changing of 3 of the countries selected for field visits, which brought about the engagement of 2 new local consultants who had not participated in the briefing and as a consequence had not had the opportunity to get acquainted with the NPT/NFP programmes and the review methodology.

Conclusions

Most respondents refer to **gender** as the equal participation of both men and women (in university or NPT projects and in NFP). All countries visited have legislation to protect women and have subscribed international conventions, and in some specific gender policies and national machineries are put in place. In general, the situation of women has improved considerably, but gender equality has not yet become reality. Next to poverty, the high prevalence of violence against women, more extreme in (post-) conflict situations, is frequently mentioned as a big problem. Respondents see violence against women as a major obstacle to development in general as well as to gender equality. In countries like Colombia and Vietnam men and women participate equally in primary and secondary **education**, but at the higher levels men still outnumber women. However, access to education alone is not enough, since socio-cultural values are equally important for women's empowerment.

It has been found that apart from a weak mandate, **Nuffic** does not have a gender policy of its own, nor a vision or mission statement on how to treat gender. In most countries local stakeholders display little awareness of and alignment with the national gender policies and Nuffic feels powerless in bringing about this gender perspective. At Nuffic female personnel is numerically over-represented at the lower levels, but less present at management staff level; there is no human resource policy that takes gender capacity into account when hiring and evaluating personnel, nor is gender training a feature at Nuffic. Several Nuffic Administrators are rather gender sensitive, more as a consequence of personal interest than of an institutional policy. The overall conclusion is that Nuffic is not a gender sensitive organization.

At the **NPT programme level**, few local and Dutch implementers are aware of (Nuffic's) interest to incorporate gender in projects, National Plans of Implementation (NPI) generally are not gender sensitive and do not comply with Dutch or national gender policies. Due to the absence of women's organizations and advocates of gender and women's issues in the NPI process, in the selection of local implementer organizations gender sensitiveness and expertise do not play a role. Most implementing organizations have little gender awareness or expertise. The same applies to the majority of Dutch counterpart institutions, albeit that some

of them (are able to) mobilize gender expertise within their (university) structure when needed. Nuffic NPT programme documents do not give clear guidelines on gender mainstreaming.

Although **at project level** there is some evidence of gender mainstreaming, there is the perception that NPT contributions to changes in the recipient organisations in this respect were insubstantial. Very few NPT projects develop the gender issue into specific objectives, expected results, activities and/or impact; these efforts seem more the initiative of local implementers than of Dutch counterpart institutions. Also in some countries the Nuffic Programme Administrator (PA) plays a stimulating role in the incorporation of a gender perspective. A gender analysis at the moment of project formulation has not taken place. There is little evidence that local implementers and/or Dutch counterparts are adequately equipped to promote gender mainstreaming and the empowerment of women. Technical gender expertise is not programmed or budgeted for, and the extent and intensity with which gender- or sex-disaggregated data and information are used is quite limited. Generally, projects are locally managed by male directors/coordinators and local implementers report to see very few female visitors amongst the international experts.

In Vietnam and Yemen the NPT programme includes a special project on the strengthening of a national women's organization, aiming directly at gender and women's empowerment and including a clear gender perspective. However, in both cases these projects hardly have a "gender radiation" effect towards the other NPT projects, in the sense of supporting them in the development of gender related policies, strategies, training, monitoring etc.

The **NFP programme** seems to be adequately designed for contributing to gender equality in a quantitative sense. The aspiration to award 50% of all NFP fellowship to women is being met at a worldwide level for Masters and Short courses, and almost for PhD. For in-country Tailor Made and MYA courses there is no information available. At country level, only in Colombia and Vietnam do women aspire for a NFP fellowship as much as men, and here the 50% rule is exceeded widely. In the other countries like Ethiopia the amount of women's applications is very limited. In most countries the lack of access to information on the NFP, above all for women that do not have a job or that live in the countryside, was mentioned as an obstacle to NFP accessibility. Sometimes, other actors like national Ministries play a discriminatory role in the selection process. In a more qualitative perspective, it is concluded that NFP 2008 offers only 6 courses with an explicit reference to gender related issues.

At the **personal level**, crucially, enduring and resistant socio-cultural factors threaten the effectiveness of development endeavours like the NFP. Amongst the cultural constraints, above all family responsibilities attributed to women are the main obstacles to their participation in fellowships. Women seem to have more problems with leaving their children behind than men. In some countries, religious conventions also go against the idea of women travelling to foreign countries unaccompanied. The stringent visa policy of the Netherlands is regarded a big obstacle for female candidates who do not want to travel without their children or are not allowed by their relatives to travel on their own. Another major obstacle is the condition that potential fellows are mid career professionals with a steady job, a stage at which women usually have binding family responsibilities.

In certain countries the number of female graduates is just too small as women still do not participate in equal terms in primary and secondary education. The gender gap becomes a matter of availability of women graduates, and not of accessibility. The lack of sufficient

proficiency in the English language is an obstacle that affects women more than men money-wise and regarding accessibility. Short courses are regarded to be more suited to the needs of women, as are regional or in-country studies (and sandwich studies for Masters and PhD). Notwithstanding the overall constraints, in all countries NFP is recognized and appreciated by women for its potential of empowering them to improve their lives.

A first lesson that has come to the fore is that a limited gender awareness is a big underlying problem to all gender mainstreaming and women's empowerment efforts. Gender sensitivity is a kind of awareness that is not given, but has to be brought about through a process of education, to start with a proper understanding of the term gender. Furthermore, gender mainstreaming is often only avowed with lip service, when at the same time no gender mainstreaming framework, measures and accountability are put in place. Related to this, it becomes clear that the (political or personal) will on its own is apparently not a strong enough force to stimulate gender mainstreaming. Neither do activities of women's networks and associations alone bring about the impetus for change. There is the need for concerted efforts on all sides – the state, the donors, women's groups, civil society - for meaningful gender change to occur. The will for gender mainstreaming should be openly advocated by the highest authorities, at government ministries and embassies. It is also important that men take a stand alongside with women to advocate for gender issues.

Gender equality is not a sectoral but a cross-cutting issue. Worldwide there is still a lack of capacity and methodologies to mainstream gender effectively in specific sectors. This also affects the NPT projects in their different sectors. Therefore, it is needed to develop sector specific intervention strategies and impact indicators. Both NPT and NFP are faced with the uphill task of implementation within the context of enduring socio-cultural values and a high level of sensitivity regarding matters concerning women and gender. There is the need for the programmes to in a sense 'reinvent' themselves in each cultural setting in order to offer a culturally sensitive and responsive approach and meet the specific needs of women.

Recommendations

To **Nuffic** at the **organizational level** the most important recommendations are:

1. Develop a gender policy or vision or include a statement on gender in its mission and a commonly shared gender concept for post-secondary education.
2. Apply gender sensitivity criteria in selection and evaluation of personnel.
3. Establish a gender desk to orient gender mainstreaming and to account for compliance with the overall gender policy, and nominate a gender responsible at high staff level.
4. Establish a gender task force with participation of MinBuZa (DCO and DSI/ER) to integrate gender/women's empowerment policy priorities in NPT and NFP.
5. Review programme documents to incorporate a gender perspective, making clear the importance of gender mainstreaming to sustainable development, the achieving of MDGs, the compliance of international conventions etc.
6. Organize gender training for Nuffic staff and PAs.
7. Include gender criteria in all mission ToRs and in consultant profiles.
8. Seek donor harmonization and alignment with similar programmes of other donors.

To the **Ministry of Foreign Affairs/Development Cooperation** and/or the **Embassies**:

9. Implement gender training for RNE gender and education advisors and NPT/NFP officers.
10. Integrate gender priorities in Dutch development cooperation (like on violence against women and the National Action Plan 1325) into the NPT/NICHE and NFP programmes.

As regarding the NPT/NICHE programme the following is recommended to Nuffic:

11. Set gender targets and include gender priorities of Dutch cooperation in NPIs.
12. Include in NICHE needs assessment women's organisations and sex disaggregated data.
13. Pay attention to capacity building needs in the area of violence against women.
14. Include in each NPT/NICHE country a gender specific project linked to other NICHE projects, charged with awareness raising and gender capacity building to the other projects.
15. Include specific gender criteria in the project approval procedure.
16. Consider the feasibility of gender budgeting in NICHE.

NPT/NICHE project implementers are recommended to

17. Provide gender training to project staff to equip them with gender mainstream skills.
18. Design projects taking into account gender criteria like those from OECD/DAC/WID, and set targets for (the increase of) female teachers, project staff and fellowships.
19. Consider and include gender policies and issues within the respective project sector and consult gender expertise centres within the sector.

Recommendations to the RNE's are to:

20. Involve in the NICHE needs assessment the RNE gender specialist.
21. Incorporate their priorities in the area of gender mainstreaming and empowerment of women into the NICHE programme.

Regarding NFP Nuffic is recommended to:

22. Target younger women such as fresh undergraduates below the managerial grade and without major family responsibilities, also important to reach the more vulnerable groups.
23. Drop the condition of employer support and make individual female fellowships possible.
24. Inform women's organisations and networks about the availability of MYA and other NFP programmes, and celebrate MYA with women's educational organizations.
25. Implement a closer monitoring of the 50% rule in TM and MYA trainings.
26. Study the possibility to include in the fellowship pre-courses in English.
27. Make efforts of awareness raising to the Dutch NFP implementing institutions on the importance and policy relevance of gender mainstreaming and women's empowerment.

Recommendations to the NFP implementing institutes / course providers:

28. Offer more Short courses and Masters/PhD sandwich schemes for women.
29. Design and offer more courses on gender issues.
30. Develop capacity building in the area of violence against women, and the NAP 1325.

Recommendations on NFP to MinBuZa and/or RNE:

31. Explore (other) funding possibilities of secondary education activities in order to expand the pool of female fellows in countries where relatively few girls enter or complete secondary education.
32. MinBuZa should look into the possibilities of a more flexible visa policy.
33. Invite explicitly women to candidate for NFP, inform that priority is given to female candidates and involve women's organizations and networks in informing the target groups.
34. Inform other actors like Ministries on the 50% rule and make them comply with it.
35. Recruit a local female coordinator in countries where socio-cultural obstacles to female fellowships are most present, to accompany the candidates and their families in the application process, and to organize female candidates into small groups for travelling abroad.

Resumen ejecutivo

Introducción

En agosto de 2008, Nuffic, en consulta con el Ministerio neerlandés de Relaciones Exteriores, Directorado General de Cooperación Internacional/Dirección de Cultura y Educación (DGIS/DCO), encargó una Revisión de Género del Programa neerlandés para el Fortalecimiento Institucional de la Educación y Capacitación Postsecundaria (NPT) y el Programa Neerlandés de Becas (NFP). El objetivo de la revisión es mejorar los programas tanto actuales como futuros en cuanto a la integración del género, el fortalecimiento de la posición de las mujeres y las relaciones de género. La decisión de llevar a cabo una Revisión de Género viene motivada por el deseo de que el NPT y el NFP sigan la política general de cooperación al desarrollo de los Países Bajos, en la que se incluyen las cuestiones de género y el empoderamiento de la mujer como un tema transversal. En su documento de política, “*Our Common Concern*” (octubre de 2007), el Ministro de Cooperación al Desarrollo dio un nuevo impulso a las cuestiones de género dentro del desarrollo, al presentarlas como un ámbito prioritario. Alcanzar los Objetivos de Desarrollo del Milenio exige prestar atención a las necesidades diferenciadas de los hombres y las mujeres, y entablar un diálogo sobre la política y los recursos necesarios para abordarlas. Además, para reducir la brecha entre hombres y mujeres, se requieren estrategias específicas y recursos adicionales a fin de empoderar a las mujeres. En su carta al Parlamento (2008) y en el documento de licitación de NICHE se reconoce la necesidad de prestar más atención al género.

La Revisión de Género se llevó a cabo entre agosto y diciembre de 2008, y corrió a cargo de un equipo internacional de asesores en materia de género. Se organizó una semana preparatoria en La Haya durante la cual se desarrolló la metodología de la revisión y se celebraron reuniones con el personal de Nuffic, las contrapartes neerlandesas del NPT y los becarios del NFP. Posteriormente, el jefe del equipo acompañado por uno o dos asesores locales visitó cinco países durante un periodo de siete semanas. El borrador del informe se elaboró en octubre y noviembre, y el informe se completó en diciembre de 2008.

Este informe final recoge las conclusiones y recomendaciones de los informes nacionales individuales, complementados con análisis y conclusiones generales a nivel de programas, así como con información contenida en los documentos de política y recopilada durante las visitas a las principales contrapartes neerlandesas y otras partes interesadas. Los informes nacionales se incluyen como anexos. Estos últimos son las principales fuentes de información de la Revisión de Género, aportan ‘color local’ y una enorme diversidad de datos, al tiempo que ponen de manifiesto la amplia variedad de formas en que se ha prestado atención al género en los países visitados.

Información general sobre los programas NPT y NFP

Los programas NPT y NFP son los principales instrumentos para la cooperación al desarrollo neerlandesa en materia de educación superior o postsecundaria. Ambos programas, que fueron lanzados en 2002 y están en pleno funcionamiento desde 2004, son financiados por el Ministerio neerlandés de Relaciones Exteriores (MinBuZa) a partir del presupuesto de cooperación al desarrollo. El objetivo del NPT es fortalecer la capacidad institucional para la educación y capacitación postsecundaria de los países en vías de desarrollo, movilizandolos la experticia de organizaciones neerlandesas. Se ofrece apoyo a organizaciones del Sur que desempeñan un papel en el desarrollo de la educación y la capacitación postsecundarias: centros de educación postsecundaria, ministerios gubernamentales, comisiones nacionales y ONG. El NPT está impulsado por la demanda, es flexible y responde a prioridades locales. La

‘apropiación’ por parte de las partes interesadas en el Sur es importante y el programa también está orientado a los resultados. Las capacidades de educación y capacitación fortalecidas han de ser relevantes para los sectores y los temas en los que se concentra la ayuda bilateral neerlandesa. A diciembre de 2008, el NPT se implementa en 15 países, con 163 proyectos y un presupuesto total de 38.951.000 euros.

El **NFP** comprende programas de becas para el desarrollo institucional orientados a la demanda, que aspiran a reducir las insuficiencias cualitativas y cuantitativas de personal especializado con miras a reducir la pobreza en los países en vías de desarrollo. El grupo meta está integrado por profesionales a mitad de carrera que ya trabajan. Entre las organizaciones elegibles se encuentran las organizaciones gubernamentales, privadas y no gubernamentales, incluidos los centros educativos, agencias de planificación, ministerios, organizaciones comunitarias y empresas privadas. Aunque las becas se conceden a individuos, la necesidad de capacitación ha de estar integrada dentro de una organización y los solicitantes deben contar con el apoyo de sus empleadores. La mitad de las becas deberán concederse a mujeres candidatas y la mitad deberá destinarse a candidatos del África subsahariana. Los subprogramas del NFP ofrecidos son: Becas individuales para [Cursillos](#), [Programas de master](#) y Estudios de doctorado; Capacitación en grupo para [Reciclaje](#) y [Cursos a medida \(TM\)](#), y Convenios multianuales (MYA). El presupuesto para las becas es de unos 30 millones de euros al año y en 2007 se concedieron un total de 1.630 becas. El número de solicitudes presentadas por mujeres está aumentando de forma lenta, pero constante, hasta situarse en el 26% (Masters y Doctorados) y el 38% (Cursillos) en 2007. Las becas concedidas a mujeres también han aumentado desde 2003: del 43,1% al 49,0% (Cursillos), del 35,9% al 49,6% (Masters), del 25,0% al 45% (Doctorados).

Nuevos programas NICHE y NFP

En agosto de 2007, después de una evaluación global se tomó la decisión de retirar paulatinamente el NPT y el NFP existentes entre 2008 y 2012. El nuevo NPT se llama **NICHE**: Iniciativa neerlandesa de desarrollo de capacidades en la educación superior. NICHE tiene los mismos objetivos, pero será más amplio y más flexible, incluyendo capacitaciones TM en grupo, así como MYA. En NICHE se prestará más atención a la formación profesional, desde un punto de vista impulsado por la demanda y orientado a la apropiación. Si es preciso, se celebrará una nueva consulta con las partes interesadas. NICHE también deberá prestar más atención a la igualdad de derechos y oportunidades para las mujeres (género), algo que hasta ahora no se ha abordado de forma suficiente en el NPT. Las embajadas desempeñarán un papel más destacado en NICHE. NICHE también se concentrará en el fortalecimiento de capacidades de interés para los sectores de la cooperación bilateral y temas transversales o más globales.

El **nuevo NFP** no se limita a los ámbitos de la cooperación al desarrollo bilateral. Las becas se conceden individualmente, pero la necesidad individual de capacitación ha de estar integrada en el fortalecimiento institucional de la organización local a la que está adscrito el becario. El NFP revisado sigue estando impulsado por la demanda y se concentra en las becas individuales. Las actividades basadas en proyectos (TM) que actualmente se financian a través del NFP se transferirán al NPT. Dentro del grupo meta se prestará más atención a candidatos de grupos y/o zonas vulnerables o desfavorecidos. Siempre que sea posible, las Embajadas de los Países Bajos desempeñarán un papel importante en la preselección. Un mínimo del 50% de todas las becas deberá adjudicarse a mujeres, y también un mínimo del 50% deberá destinarse a becarios del África subsahariana.

Metodología

La presente Revisión de Género no es una evaluación sino una **revisión** que tiene por objeto saber lo que está pasando en el ámbito del NPT/NFP en lo que respecta a la integración del género y el empoderamiento de las mujeres; se concentra en el **nivel de programa** y no en el nivel de proyectos; su enfoque es más **cualitativo** que cuantitativo; y dirige su atención al **futuro**, en el que deberán incorporarse las lecciones aprendidas en el pasado. Se han empleado los siguientes métodos de investigación. Un **estudio preparatorio** de todos los documentos programáticos relevantes y muchos documentos de proyecto del NPT/NFP; políticas y estrategias nacionales en materia de género y de educación (superior); acuerdos multilaterales e informes de avance como la CEDAW, la Plataforma de Acción de Beijing, los Objetivos de Desarrollo del Milenio, etc.; contribuciones específicas en materia de género por parte de los ejecutores del NPT, y políticas en materia de integración del género de donantes neerlandeses y otros donantes. **Visitas a países** con objeto de adquirir una mejor comprensión de la sociedad y la cultura locales, así como de las relaciones de género en su conjunto. Se mantuvieron reuniones de grupo y **talleres** informativos finales, así como **entrevistas** semiestructuradas con los proyectos, ejecutores, ex estudiantes y otras partes interesadas –como los Ministerios, el personal de la Embajada Real de los Países Bajos (ERPB) y otros donantes. Las entrevistas se concentraron en las dimensiones organizativas y de programación de las instituciones, así como en preguntas relacionadas con temas del NPT/NFP. En los Países Bajos, también se entrevistó al personal de Nuffic y a las principales contrapartes del NPT. En todos los países, la Revisión de Género se cerró con un taller en el que estaban invitados todos los entrevistados y las partes interesadas del NPT/NFP. La asistencia fue limitada, lo cual podría interpretarse como una falta de compromiso con el tema de género; sin embargo, la participación fue activa, el debate muy animado y los participantes evidenciaron su satisfacción con la Revisión.

Restricciones y limitaciones

Hubo muchas limitaciones pero la restricción más importante para una implementación óptima de la Revisión de Género fue el **marco de tiempo muy limitado**, sobre todo durante la fase preparatoria y de presentación de informes. Debido a la enorme variedad, volumen y complejidad de documentos sobre el NPT y NFP a nivel de política, planificación programática e implementación y a nivel de las demás partes interesadas, se necesitó mucho más tiempo del previsto para familiarizarse con ellos y dominarlos. A ello hay que añadir el cambio de 3 de los países seleccionados para las visitas de campo, lo que motivó la contratación de 2 nuevos asesores locales que no habían participado en la reunión preparatoria y por consiguiente no se habían podido familiarizar con los programas NPT/NFP y la metodología de la revisión.

Conclusiones

La mayoría de los entrevistados hacen referencia al **género** como la participación igualitaria de hombres y mujeres (en la universidad o en proyectos del NPT y en el NFP). Todos los países visitados tienen una legislación para proteger a las mujeres y han suscrito convenios internacionales, y algunos de ellos están implementando políticas y mecanismos nacionales específicos en materia de género. En general cabe decir que si bien la situación de las mujeres ha mejorado considerablemente, la igualdad de género todavía no es una realidad. Además de la pobreza, a menudo se menciona como un grave problema la alta prevalencia de la violencia contra las mujeres, que es más extrema en situaciones de (post)conflicto. Los entrevistados consideran la violencia contra las mujeres como uno de los principales obstáculos para el desarrollo en general así como para la igualdad de género. En países como Colombia y Vietnam, los hombres y mujeres participan por igual en la **educación** primaria y secundaria, pero a niveles más altos sigue habiendo más hombres que mujeres. Por otra parte, el acceso a la educación por sí solo no es suficiente, dado que los valores socioculturales son igualmente importantes para el empoderamiento de las mujeres.

Se ha evidenciado que, aparte de un mandato limitado, **Nuffic** no tiene una política de género propia ni ha formulado una visión o una misión sobre cómo abordar las cuestiones de género. En la mayoría de los países, se observa un bajo grado de concienciación y alineación de las partes locales interesadas con las políticas de género nacionales, y cierta impotencia por parte de Nuffic para introducir esta perspectiva de género. En Nuffic, el personal femenino es numéricamente superior en los niveles inferiores, pero a nivel de directivos se da la situación inversa; no existe una política de recursos humanos que tenga en cuenta la capacidad en materia de género al contratar y evaluar al personal, y Nuffic no suele impartir capacitaciones en materia de género. Varios responsables de programas de Nuffic son sensibles a la dimensión de género, más como consecuencia de su interés personal que como resultado de una política institucional. La conclusión general es que Nuffic no es una organización sensible al género.

A **nivel del programa NPT**, pocos ejecutores locales y neerlandeses son conscientes del interés (de Nuffic) por incorporar el género en los proyectos; por lo general los Planes Nacionales de Implementación no son sensibles al género y no cumplen las políticas neerlandesas o nacionales en materia de género.

Debido a la ausencia de organizaciones de mujeres y otros actores que promuevan el género y los temas de la mujer en el proceso de los Planes Nacionales de Implementación, en la selección de la organización ejecutora local no desempeña ningún papel la experticia y sensibilidad al género. La mayoría de las organizaciones ejecutoras tiene escasa conciencia y experticia en materia de género. Lo mismo puede decirse de la mayoría de las contrapartes neerlandesas, aunque algunas de ellas movilizan (o pueden movilizar) experticia en materia de género dentro de su estructura (universitaria) si es preciso. Los documentos del programa NPT de Nuffic no ofrecen directrices claras sobre la integración del género.

Aunque a **nivel de proyectos** hay algunas pruebas de integración del género, en general parece que el NPT no contribuye de forma sustancial al cambio en las organizaciones receptoras en este sentido. Muy pocos proyectos del NPT formulan objetivos, resultados esperados, actividades y/o impactos específicos en materia de género; cuando existen, estos esfuerzos parecen ser más la iniciativa de ejecutores locales que de las contrapartes neerlandesas. Asimismo, en algunos países, el Responsable de Programas de Nuffic desempeña un papel estimulante en la incorporación de la perspectiva de género. En el momento de formular el proyecto no se ha realizado ningún análisis de género. No parece que los ejecutores locales ni las contrapartes neerlandesas estén debidamente equipados para promover la integración del género y el empoderamiento de las mujeres. No se suele programar ni presupuestar la experticia técnica en materia de género, y la medida e intensidad con la que se usan datos e información desglosados por género o sexo es bastante limitada. Por lo general, los proyectos son gestionados a nivel local por directores/coordinadores del sexo masculino y los ejecutores locales informan que ven muy pocas mujeres entre los expertos internacionales que los visitan.

En Vietnam y Yemen, el programa NPT incluye un proyecto especial sobre el fortalecimiento de una organización nacional de mujeres, cuyo objetivo directo es el género y el empoderamiento de la mujer y que incluye una clara perspectiva de género. Sin embargo, en ambos casos, estos proyectos apenas tienen un efecto de “radiación del género” hacia los otros proyectos del NPT, en el sentido de que les apoyen en el desarrollo de políticas, estrategias, capacitaciones, monitoreo, etc. relacionados con el género.

El **programa NFP** parece haber sido diseñado adecuadamente para contribuir a la igualdad de género en un sentido cuantitativo. El objetivo de conceder el 50% de todas las becas del NFP a mujeres se está cumpliendo en todo el mundo para los Masters y los Cursos y casi se ha

alcanzado para los Doctorados. No se dispone de información en relación con los cursos locales MYA y A Medida. A nivel de países, sólo en Colombia y Vietnam, las mujeres aspiran a una beca NFP en igual medida que los hombres, y en estos países se supera con creces la norma del 50%. En los demás países como Etiopía, la cantidad de solicitudes presentadas por mujeres es muy limitada. En la mayoría de los países, la falta de acceso a información sobre el NFP, sobre todo para las mujeres que no tienen trabajo o que viven en zonas rurales, se mencionó como un obstáculo para la accesibilidad del NFP. A veces, otros actores como los Ministerios nacionales desempeñan un papel discriminatorio en el proceso de selección. En una perspectiva más cualitativa, se ha llegado a la conclusión de que el NFP 2008 ofrece sólo 6 cursos que hacen referencia de forma explícita a cuestiones relacionadas con el género.

A **nivel personal**, existen factores socioculturales arraigados y persistentes que amenazan la eficacia de esfuerzos de desarrollo como el NFP. Entre las limitaciones culturales, los principales obstáculos para la participación de las mujeres en las becas son sobre todo las responsabilidades familiares que se les atribuyen. Las mujeres parecen tener más problemas que los hombres para separarse de sus hijos. En algunos países, las convenciones religiosas también son contrarias a que las mujeres viajen al extranjero sin ir acompañadas. La rigurosa política de visados de los Países Bajos supone un gran obstáculo para las candidatas que no quieren viajar sin sus hijos o a quienes sus familiares no permiten viajar solas. Otro principal obstáculo es la condición de que los becarios sean profesionales a mitad de carrera con un trabajo estable, fase en la que las mujeres suelen tener responsabilidades familiares vinculantes.

En algunos países, el número de mujeres graduadas es sencillamente demasiado bajo puesto que las mujeres todavía no participan en pie de igualdad en la educación primaria y secundaria. La brecha de género se convierte en una cuestión de disponibilidad de mujeres graduadas, y no de accesibilidad. La falta de un dominio suficiente del inglés es un obstáculo que afecta a las mujeres más que a los hombres tanto por razones económicas como de accesibilidad. Los cursillos se consideran más adecuados para las necesidades de las mujeres, así como los estudios regionales o locales (y los estudios sándwich de Master y Doctorado). Pese a las limitaciones globales, en todos los países las mujeres reconocen y aprecian el NFP por su potencial de empoderarlas para mejorar sus vidas.

Una primera lección que ha de resaltarse es que una limitada sensibilización de género es un gran problema subyacente en todos los esfuerzos de integración del género y empoderamiento de las mujeres. La conciencia de género no es algo que venga dado, sino que ha de lograrse a través de un proceso de educación, empezando por una buena comprensión del término ‘género’. Además, a menudo la integración del género se apoya sólo en teoría, al no haberse instaurando ningún marco ni medidas ni ningún mecanismo de rendición de cuentas que la apoyen. En relación con ello se hace evidente que, por lo visto, la voluntad (política o personal) en sí misma no es suficientemente para estimular la integración del género. Las actividades de las redes y asociaciones de mujeres por sí solas tampoco lograrán dar el impulso necesario para el cambio. Se necesitan unos esfuerzos concertados de todos los actores –el Estado, los donantes, los grupos de mujeres, la sociedad civil– para que tenga lugar un cambio significativo en relación con el género. La voluntad de integrar el género debería ser defendida públicamente por las máximas autoridades, en los ministerios y las embajadas. Asimismo es importante que los hombres adopten una postura solidaria con las mujeres defendiendo las cuestiones de género.

La igualdad de género no es una cuestión sectorial sino transversal. En todo el mundo sigue existiendo una falta de capacidad y de metodologías para integrar eficazmente el género en sectores específicos. Esto también afecta a los proyectos del NPT en sus diferentes sectores. Por ello es necesario desarrollar estrategias de intervención e indicadores de impacto específicos por sector. En lo que a la implementación se refiere, tanto el NPT como el NFP se enfrentan a la ardua tarea de tener que moverse dentro del contexto de valores socioculturales persistentes y enfrentarse a una gran susceptibilidad hacia las cuestiones relacionadas con las mujeres y el género. Es preciso que los programas en cierto sentido se ‘reinventen’ a sí mismos en cada situación cultural a fin de ofrecer un enfoque culturalmente adecuado y viable, que responda a las necesidades específicas de las mujeres.

Recomendaciones

Las recomendaciones más importantes para **Nuffic a nivel organizativo** son:

1. Desarrollar una política o visión de género, o incluir una declaración sobre el género en su misión y un concepto de género compartido para la educación postsecundaria.
2. Incorporar criterios de sensibilidad de género a la hora de seleccionar y evaluar al personal.
3. Crear una oficina de género que canalice la integración del género y se responsabilice del cumplimiento de la política de género global, así como nombrar a un responsable del género a alto nivel.
4. Crear un Grupo de Trabajo sobre género con la participación del MinBuZa (DCO y DSI/ER) para integrar las prioridades de política de género/empoderamiento de las mujeres en el NPT y NFP.
5. Revisar los documentos del programa con el fin de incorporar una perspectiva de género, dejando clara la importancia de la integración del género para un desarrollo sostenible, para alcanzar los Objetivos de Desarrollo del Milenio, cumplir los convenios internacionales, etc.
6. Organizar capacitaciones en materia de género para el personal de Nuffic y los Responsables de Programas.
7. Incluir los criterios de género en los Términos de Referencia de todas las misiones y en los perfiles de los asesores.
8. Aspirar a la armonización y alineación con programas similares de otros donantes.

Para el Ministerio de Relaciones Exteriores/Cooperación al Desarrollo y/o las

Embajadas:

9. Implementar capacitaciones de género para los asesores en materia de género y educación de las ERPB y los encargados del NPT/NFP.
10. Integrar las prioridades de género en la cooperación al desarrollo neerlandesa (como por ejemplo sobre la violencia contra las mujeres y el Plan de Acción Nacional 1325) en los programas NPT/NICHE y NFP.

En lo que concierne al programa NPT/NICHE se recomienda lo siguiente a Nuffic:

11. Fijar objetivos de género e incluir las prioridades de género de la cooperación neerlandesa en los Planes Nacionales de Implementación.
12. Incluir datos desglosados por sexo e involucrar a organizaciones de mujeres en la evaluación de necesidades de NICHE.
13. Prestar atención a las necesidades de capacitación en el ámbito de la violencia contra las mujeres.
14. Incluir en cada país del NPT/NICHE un proyecto específico sobre género vinculado a otros proyectos NICHE cuyo objetivo sea sensibilizar y fortalecer las capacidades de los demás proyectos en materia de género.
15. Incluir criterios específicos de género en el procedimiento de aprobación del proyecto.

16. Considerar la viabilidad de la presupuestación de género en NICHE.

Se recomienda a los ejecutores de proyectos del NPT/NICHE que:

17. Faciliten capacitación en materia de género al personal del proyecto para equiparlo con habilidades de integración del género.

18. Diseñen proyectos que tengan en cuenta criterios de género como los de la OCDE/CAD/WID, y fijen los objetivos para (incrementar el número de) mujeres entre los becarios y el personal docente y de proyectos.

19. Consideren e incluyan políticas y cuestiones de género en el sector de proyecto en cuestión, y consulten a centros de experticia en materia de género dentro de dicho sector.

Recomendaciones a las ERPB:

20. Implicar a un especialista de la Embajada en materia de género en la evaluación de necesidades de NICHE.

21. Incorporar sus prioridades en el ámbito de la integración del género y el empoderamiento de las mujeres en el programa NICHE.

En relación con el NFP se recomienda a Nuffic:

22. Incluir a las mujeres jóvenes como por ejemplo aquellas que acaben de terminar sus estudios, que ocupen puestos por debajo del grado directivo y que no tengan grandes responsabilidades familiares. Lo anterior también es importante para llegar a los grupos más vulnerables.

23. Eliminar la condición según la cual ha de contarse con el apoyo del empleador y hacer posible las becas individuales para mujeres.

24. Informar a las organizaciones y redes de mujeres sobre la disponibilidad de MYA y otros programas NFP, así como firmar MYA con organizaciones educativas de mujeres.

25. Implementar un monitoreo más estrecho de la norma del 50% en las capacitaciones TM y MYA.

26. Estudiar la posibilidad de incluir en la beca cursillos previos de inglés.

27. Hacer esfuerzos para sensibilizar a las instituciones neerlandesas ejecutoras del NFP de la importancia y la relevancia política de la integración del género y el empoderamiento de las mujeres.

Recomendaciones a los centros ejecutores / facilitadores de cursos del NFP:

28. Ofrecer más cursillos y estudios sándwich a nivel de Master/Doctorado para mujeres.

29. Diseñar y ofrecer más cursos sobre cuestiones relacionadas con el género.

30. Desarrollar las capacidades en el ámbito de la violencia contra las mujeres y el Plan de Acción Nacional 1325.

Recomendaciones sobre el NFP al MinBuZa y/o a las ERPB:

31. Explorar (otras) posibilidades de financiamiento de actividades de educación secundaria a fin de ampliar el grupo de mujeres becarias en países en los que relativamente pocas chicas ingresan a la educación secundaria y la completan.

32. El MinBuZa debería examinar las posibilidades que existen para diseñar una política de visado más flexible.

33. Invitar de forma explícita a las mujeres para que se presenten como candidatas al NFP, informarles de que se da prioridad a las candidatas femeninas e implicar a organizaciones y redes de mujeres a la hora de informar a los grupos meta.

34. Informar a otros actores como los ministerios acerca de la norma del 50% y asegurarse de que la cumplan.

35. Reclutar a una coordinadora en los países donde existan más obstáculos socioculturales para las becas a mujeres, acompañar a las candidatas y a sus familias en el proceso de solicitud, y organizar a las candidatas en pequeños grupos para viajar al extranjero.

Résumé

Introduction

En août 2008, la Nuffic (organisation néerlandaise de coopération internationale dans l'enseignement supérieur) a sollicité, en concertation avec le ministère néerlandais des Affaires étrangères, auprès de la Direction Générale pour la Coopération Internationale et la Direction Coopération culturelle, Enseignement et Recherche (DGSI/DCO), la réalisation d'une Revue de l'Aspect Genre dans le *Programme néerlandais pour le renforcement des capacités institutionnelles de formation et d'enseignement postsecondaires* (NPT) et le *Programme néerlandais de bourses d'études* (NFP). L'objectif de cette revue est d'améliorer l'intégration de la dimension de genre, de la position de la femme et des relations entre les genres au sein des programmes actuels et futurs. Cette Revue de l'Aspect Genre atteste de la nécessité, pour les programmes NPT et NFP, de s'aligner sur la politique générale néerlandaise de coopération au développement, où les questions de genre et de l'autonomisation des femmes sont des thèmes transversaux. Dans son document stratégique intitulé « Notre préoccupation commune » (« Our common Concern » octobre 2007), le ministre de la Coopération au Développement a fait de la question du genre dans le secteur du développement une priorité absolue. Pour atteindre les Objectifs du Millénaire pour le Développement, une attention particulière doit être accordée aux besoins distincts des hommes et des femmes et un dialogue doit être établi afin de déterminer la politique et les ressources nécessaires pour satisfaire ces besoins. Par ailleurs, la réduction des inégalités entre les hommes et les femmes doit passer par la mise au point de stratégies spécifiques et la mobilisation de ressources supplémentaires visant à émanciper les femmes. La lettre du ministre au Parlement (2008) et l'appel d'offre lancé pour le programme NICHE relaient la nécessité d'accorder une attention accrue à la question du genre.

La Revue de l'Aspect Genre a été conduite entre août et décembre 2008 par une équipe internationale d'experts en genres. Lors d'une première semaine de concertation à La Haye la méthodologie d'analyse a été ajustée et des entretiens ont été tenus avec le personnel de la Nuffic, des partenaires NPT néerlandais et des boursiers NFP. Durant les sept semaines suivantes le chef d'équipe a visité cinq pays accompagné de l'un ou de deux experts locaux. La première version du rapport a été écrite en octobre et novembre puis le rapport a été finalisé en décembre 2008.

Ce rapport final regroupe les résultats et les recommandations des différents rapports nationaux, complétés par des résultats et une analyse d'ensemble au niveau du programme, ainsi que par des informations contenues dans des documents stratégiques et rassemblées au cours des visites effectuées chez les principaux partenaires néerlandais et d'autres parties prenantes. Les rapports nationaux sont joints en annexes. Ces derniers constituent la principale source d'information pour la Revue de l'Aspect Genre, dans sa « couleur locale ». Ces rapports présentent une grande diversité de données, ainsi que les différentes approches à la question du genre dans les pays visités.

Informations générales sur les programmes NPT et NFP

Les programmes NPT et NFP sont les principaux instruments dont disposent les Pays-Bas en matière de coopération au développement dans l'enseignement supérieur ou postsecondaire. Les deux programmes, lancés en 2002 et entièrement opérationnels depuis 2004, sont financés par le ministère néerlandais des Affaires étrangères sur le budget de la coopération au développement.

L'objectif du programme **NPT** est le renforcement des capacités institutionnelles de formation et d'enseignement postsecondaire dans les pays en voie de développement, en mobilisant l'expertise d'organisations néerlandaises. Une aide peut être allouée à des organisations du Sud qui interviennent dans le développement des capacités de formation et d'enseignement postsecondaire : institutions d'enseignement postsecondaire, ministères, commissions nationales et ONG. Le programme NPT repose sur la demande, apporte un soutien flexible suivant les besoins, adresse les priorités locales et est axé sur les résultats. L'« appropriation » par l'interlocuteur du Sud est un facteur essentiel. Les capacités d'enseignement et de formation ciblées doivent être liées aux secteurs et thèmes visés par l'assistance bilatérale néerlandaise dans le pays en question. En 2008, le programme NPT finançait 163 projets dans 15 pays, sur un budget total de € 38 951 000.

Le programme **NFP**, également axé sur la demande, propose des bourses d'études visant le développement institutionnel, et la diminution des insuffisances qualitatives et quantitatives en personnel qualifié, afin de réduire la pauvreté dans les pays en voie de développement. Sont éligibles les organisations gouvernementales, non gouvernementales et privées, y compris institutions d'enseignement, agences de planification, ministères, associations communautaires et entreprises privées. Le programme cible les professionnels à mi-carrière employés dans ces organisations. Tandis que les bourses sont octroyées à des individus, les candidats doivent être désignés par leurs employeurs et les formations doivent s'inscrire dans le plan de développement des ressources humaines des organisations. Au moins 50 % des bourses octroyées doivent en principe revenir à des femmes, et au moins 50 % à des candidats originaires d'Afrique sub-saharienne. Les composantes du programme NFP sont les suivantes : bourses individuelles pour des [Cours de courte durée](#), des [Programmes de Masters](#) et de Doctorats ; Formations de groupe pour [Remise à niveau](#), Cours sur mesure et Accords pluriannuels. Le budget des bourses s'élève à environ € 30 millions/an. Un total de 1 630 bourses a été octroyé en 2007. Le nombre de candidates augmente lentement mais régulièrement, atteignant 26 % (Masters et Doctorats) et 38 % (Cours de courte durée) en 2007. Le nombre de bourses octroyées à des femmes est également en augmentation depuis 2003 : il est passé de 43,1 % à 49,0 % pour les Cours de courte durée, de 35,9 % à 49,6 % pour les Masters et de 25,0 % à 45 % pour les Doctorats.

Nouveaux programmes NICHE et NFP

En août 2007, après une évaluation générale, la décision a été prise de clore progressivement entre 2008 et 2012 les programmes NPT et NFP existants. Le nouveau programme NPT est appelé **NICHE**, acronyme anglais de « Netherlands Initiative for Capacity Development in Higher Education Institutions » (initiative néerlandaise pour le développement de la capacité des institutions d'enseignement supérieur). Plus vaste et plus flexible que son prédécesseur, NICHE affiche les mêmes objectifs et inclut les formations de groupe jusqu'ici comprises dans le programme NFP. Le programme NICHE, axé sur la demande et l'appropriation, est basé sur une nouvelle consultation des parties prenantes et cible plus particulièrement l'enseignement professionnel. Il accorde également plus d'attention à l'égalité des droits et des opportunités pour les femmes (aspect genre), insuffisamment abordés par le programme NPT. Les ambassades sont plus impliquées dans le programme NICHE, qui adresse le renforcement des capacités institutionnelles dans le cadre des secteurs de la coopération bilatérale.

Le **nouveau NFP** ne se limite pas aux secteurs de coopération du développement bilatéral. Des bourses sont également octroyées de manière individuelle, mais le besoin de l'individu de suivre une formation doit s'inscrire dans une logique de renforcement institutionnel de

l'organisation locale pour laquelle travaille le candidat. Le nouveau NFP demeure axé sur la demande. Une attention particulière est accordée aux candidats du groupe cible issus de milieux et/ou de régions vulnérables ou défavorisés. Dans la mesure du possible, les ambassades néerlandaises sont davantage impliquées dans le processus de présélection. Au moins 50 % des bourses octroyées doivent revenir à des femmes, et au moins 50 % à des candidats originaires d'Afrique sub-saharienne.

Méthodologie

Cette Revue de l'Aspect Genre n'est pas une évaluation mais une **revue** des acquis des programmes NPF/NFP en termes d'intégration de la dimension de genre et d'autonomisation des femmes. La revue est conduite au **niveau du programme** et non au niveau des projets, privilégiant une approche **qualitative** plutôt que quantitative, où les leçons du passé permettent de mieux préparer le **futur**. Les méthodes de recherche suivantes ont été utilisées : des **recherches documentaires**, portant sur les documents relatifs aux programmes NPT/NFP et sur ceux de nombreux projets ; les politiques et les stratégies nationales sur le genre et l'enseignement (supérieur) ; les accords multilatéraux et les rapports d'avancement comme CEDAW, le Programme d'Action de la Plate-forme de Beijing, les ODM, etc. ; les contributions spécifiques des exécutants NPT en matière de genre, la politique des Pays-Bas et d'autres bailleurs sur l'intégration de la dimension du genre. **Les visites dans les pays** ont permis de mieux comprendre la société et la culture locales, ainsi que les relations entre les hommes et les femmes. Exécutants des projets, anciens étudiants et autres parties prenantes comme les ministères, le personnel de l'ambassade du Royaume des Pays-Bas et d'autres bailleurs ont participé à des réunions de groupe, des **ateliers** (de débriefing) et des **interviews** semi-structurées. Les interviews ont porté sur les aspects liés à l'organisation des institutions, ainsi que sur les questions relatives aux programmes NPT/NFP. Aux Pays-Bas, le personnel de la Nuffic et les principaux partenaires du programme NPT ont également été interviewés. La Revue de l'Aspect Genre s'est achevée dans tous les pays par un atelier où ont été conviées toutes les personnes interviewées et les parties prenantes aux programmes NPT/NFP. L'assistance a été peu nombreuse, ce qui peut être interprété comme un manque d'intérêt pour la question du genre, mais les discussions ont été animées et les participants ont manifesté leur appréciation pour le travail fourni par la revue.

Restrictions et limitations

Les restrictions à un processus optimal de la revue ont été nombreuses, en particulier les délais limités, surtout pendant la phase préparatoire et la phase de rédaction des rapports. La variété, la complexité et le volume exceptionnels des documents consacrés à la stratégie ont rendu plus longue que prévu la maîtrise de leur contenu. A cela est venu s'ajouter le changement en cours de route de trois des pays sélectionnés pour accueillir des visites, ce qui a entraîné l'arrivée de deux nouveaux conseillers locaux qui n'ont pas participé à la phase initiale de concertation sur les programmes NPT/NFP et à la méthode d'analyse.

Conclusions

La plupart des participants définissent le **genre** comme la participation à part égale de l'homme et de la femme (dans l'université ou dans les projets NPT et les formations NFP). Tous les pays visités ont adopté une législation visant à protéger les femmes, et ratifié les conventions internationales. Certains ont même mis en place des politiques et des instruments nationaux de lutte pour l'égalité des genres. En règle générale, la situation des femmes s'est considérablement améliorée mais l'égalité des genres n'est pas encore une réalité. Après la pauvreté, le taux élevé de violence contre les femmes, plus important encore dans les situations de (post) conflit, est fréquemment mentionné comme étant un problème essentiel.

Les participants considèrent la violence contre les femmes comme un obstacle majeur au développement de manière générale, et à l'égalité des genres en particulier. Dans des pays comme la Colombie et le Vietnam, garçons et filles participent de manière égale à l'**enseignement** primaire et secondaire, mais les hommes sont beaucoup plus représentés que les femmes dans l'enseignement supérieur. L'accès à l'enseignement ne suffit pas en lui-même, le contexte socioculturel joue un rôle tout aussi essentiel dans l'autonomisation des femmes.

Outre son fragile mandat dans le cadre des programmes NPT et NFP, la **Nuffic** ne dispose pas de politique de genre, pas plus que de vision ou de stratégie sur l'approche à adopter en la matière. Dans la plupart des pays, les parties prenantes locales affichent peu de connaissance et d'attention pour les politiques de genre nationales, ce qui constitue un défi pour la Nuffic. Le personnel féminin est numériquement surreprésenté dans les premiers échelons de la Nuffic, mais sous-représenté dans les postes à responsabilité. La politique de gestion des ressources humaines ne prend pas en compte le sexe du candidat lors de l'embauche et du suivi du personnel, et la Nuffic ne propose aucune formation de sensibilisation à la question du genre. Les administrateurs de la Nuffic qui sont sensibles aux questions de genre le sont plus par intérêt personnel que par respect de la politique institutionnelle. La conclusion générale est que la Nuffic n'est pas une organisation sensible aux questions de genre.

Au **niveau du programme NPT**, rares sont les exécutants locaux et néerlandais qui connaissent l'intérêt (de la Nuffic) d'intégrer la question du genre dans les projets. En règle générale, les Plans d'Implantation nationaux ne sont pas sensibles à la question du genre ni conformes aux politiques néerlandaise ou nationales en la matière. La sensibilité et l'expertise relatives aux questions de genre ne jouent aucun rôle en raison de l'absence d'organisations de promotion des droits des femmes dans le processus de développement du Plan d'Implantation et de celui de sélection de l'exécutant local. La plupart des organes d'exécution sont peu sensibles aux questions de genre et affichent une expertise limitée. Le même constat s'applique à la majorité des institutions partenaires néerlandaises, si ce n'est que certaines d'entre elles peuvent (parvenir à) mobiliser une expertise en égalité des genres au sein de leur structure (universitaire) si besoin est. Les documents du programme NPT de la Nuffic n'offrent aucune directive claire en termes d'intégration de la dimension de genre.

Même si quelques preuves de l'intégration de la dimension de genre existent **au niveau du projet**, les parties prenantes ont le sentiment que les efforts réalisés en la matière dans le cadre du programme NPT restent insuffisants. Très peu de projets NPT transposent la question du genre en objectifs précis, résultats, activités et/ou impact souhaités. Ces efforts relèvent davantage de l'initiative des exécutants locaux que des institutions partenaires néerlandaises. Dans certains pays, c'est le responsable de programme de la Nuffic qui encourage l'intégration d'une perspective claire en matière de genre dans les activités du projet. Aucune analyse de genre n'a été conduite lors de la formulation du projet. Peu de choses laissent penser que les exécutants locaux et/ou leurs homologues néerlandais sont correctement équipés pour promouvoir l'intégration de la dimension de genre et l'autonomisation des femmes. Aucune expertise technique de genre n'a été programmée ni même budgétisée, et l'étendue et la fréquence avec lesquelles des métadonnées, classifiées selon genre ou sexe, sont utilisées, sont relativement limitées. De manière générale, les projets sont gérés au niveau local par des directeurs/coordonateurs masculins et les exécutants locaux avouent rencontrer très peu de visiteurs féminins parmi les experts internationaux.

Au Vietnam et au Yémen, le programme NPT comprend un projet spécial sur le renforcement d'une organisation nationale de femmes, ciblant directement l'autonomisation des femmes, et caractérisé par une perspective claire en matière de genre. Cependant, force est de constater que dans les deux cas, ces projets n'ont pas eu d'« effet irradiant » sur les autres projets NPT, dans le sens où ils n'ont pas réellement contribué au développement de politiques, de stratégies, de formations, de suivi, etc. sur la question du genre.

Le **programme NFP** semble parfaitement conçu pour contribuer à l'égalité des genres en termes quantitatifs. Le souhait d'octroyer 50 % des bourses NFP à des femmes est en passe de devenir une réalité à l'échelle mondiale pour les Masters et les Cours de courte durée, et presque pour les Doctorats. Aucune information n'est disponible pour les Cours sur mesure et les Accords pluriannuels à l'échelle nationale. Au niveau des pays, seuls la Colombie et le Vietnam présentent autant de candidates à l'obtention d'une bourse NFP que de candidats, et la règle des 50 % y est même largement dépassée. Dans les autres pays, comme l'Éthiopie par exemple, le nombre de candidates est très limité. Le manque d'informations sur le programme NFP, en particulier parmi les femmes sans emploi ou qui vivent à la campagne, a été indiqué comme un obstacle à l'accessibilité au programme NFP. Parfois, d'autres acteurs, comme les ministères, jouent un rôle discriminatoire dans le processus de sélection. En termes de qualité, le programme de formations NFP 2008 propose seulement 6 cours avec une référence explicite aux questions de genre.

Au **niveau personnel**, des facteurs socioculturels durables et tenaces menacent l'efficacité des efforts de développement tels que ceux déployés par le programme NFP. La responsabilité familiale qui incombe aux femmes est la principale contrainte culturelle empêchant la participation de femmes aux programmes de bourses d'études. Les femmes semblent avoir plus de difficultés que les hommes à quitter leurs enfants. Dans certains pays, les conventions d'ordre religieux sont également un frein à l'idée que des femmes puissent voyager seules dans des pays étrangers. La politique restrictive des Pays-Bas en matière d'octroi de visas est également considérée par beaucoup comme un obstacle majeur pour les candidates qui ne veulent pas voyager sans leurs enfants ou qui ne sont pas autorisées à voyager seule. Autre obstacle de taille, la condition selon laquelle les candidats doivent être des professionnels à mi-carrière avec un emploi fixe, un stade où les femmes assument généralement d'importantes responsabilités familiales.

Dans certains pays, le nombre de femmes diplômées est trop faible, dans la mesure où elles sont sous-représentées dans l'enseignement primaire et secondaire. L'écart entre hommes et femmes devient une question de disponibilité de femmes diplômées, et non plus d'accessibilité à l'enseignement. Le faible niveau en anglais est également un obstacle qui touche davantage les femmes que les hommes en termes de coûts et d'accessibilité. Les Cours de courte durée sont considérés comme étant mieux adaptés aux besoins des femmes, tout comme les formations offertes dans le pays ou dans la sous-région (ainsi que les cours sandwich dans le cadre des Masters et Doctorats). En dépit de ces contraintes générales, le programme NFP est reconnu et apprécié par les femmes car il leur offre une possibilité d'autonomisation et d'amélioration de leurs conditions de vie.

La faible sensibilité aux questions de genre représente un obstacle majeur aux efforts en matière d'intégration de la dimension de genre et d'autonomisation des femmes. La sensibilité aux questions de genre n'est pas innée, elle doit être introduite par un processus d'enseignement, qui doit commencer par la compréhension du terme « genre ». Par ailleurs, l'intégration de la dimension de genre reste souvent à un niveau rhétorique, sans mise en

place d'un cadre de travail, de mesures et de règles en matière d'autonomisation. En face de cela il apparaît évident que la volonté (politique ou personnelle) seule ne suffit pas à promouvoir l'intégration de la dimension de genre. De la même manière, les activités des réseaux et des associations de femmes ne peuvent donner seules l'élan du changement. Les efforts concertés de tous les acteurs – l'Etat, les bailleurs, les groupes de femmes, la société civile – sont nécessaires pour obtenir un changement significatif. La volonté d'intégrer la dimension de genre doit être affichée par les autorités au plus haut niveau, dans les ministères et les ambassades. Il est également important que les hommes se joignent aux femmes pour faire progresser l'égalité des genres..

L'égalité des genres n'est pas une question sectorielle mais transversale. Le manque de capacité et de compétence méthodologique à l'échelle mondiale empêche l'intégration efficace de la dimension de genre dans des secteurs spécifiques. Cela se ressent également dans les différents secteurs des projets NPT. Il est donc nécessaire de développer des stratégies d'intervention et des indicateurs d'impact secteur par secteur. Les programmes NPT et NFP doivent être mis en place dans un contexte marqué par des facteurs socioculturels tenaces et une sensibilité importante aux questions relatives au genre et aux femmes en particulier. Les programmes ont besoin de se « réinventer » en fonction du contexte culturel afin d'offrir une approche réceptive et culturellement adaptée tout en répondant aux besoins particuliers des femmes.

Recommandations :

Les principales recommandations pour la Nuffic au niveau organisationnel sont les suivantes :

1. Développer une politique ou une vision de genre ou inclure une déclaration sur le genre dans sa stratégie ainsi qu'un concept de genre communément accepté dans l'enseignement postsecondaire.
2. Appliquer des critères de sensibilité aux questions de genre dans les processus de sélection et de suivi du personnel.
3. Etablir un bureau (point focal) pour le genre visant à diriger l'intégration de la dimension de genre et en garantir la conformité avec la politique générale de genre. Désigner un responsable des questions de genre parmi la direction.
4. Etablir un groupe de travail sur l'égalité des genres avec la participation du ministère des Affaires étrangères afin d'intégrer les politiques de genre/d'autonomisation des femmes dans les programmes NICHE et NFP.
5. Revoir les documents relatifs au programme afin d'intégrer une perspective de genre, soulignant l'importance de l'intégration de la dimension de genre pour le développement durable, la concrétisation des ODM, la conformité avec les conventions internationales, etc.
6. Organiser des formations de sensibilisation à la question du genre pour le personnel de la Nuffic et les responsables de programme.
7. Inclure des critères de genre dans les termes de référence de mission et les profils des consultants.
8. Harmoniser dans la mesure du possible cet aspect genre des programmes avec des programmes comparables d'autres bailleurs.

Recommandations pour le ministère des Affaires étrangères/de la Coopération au développement et/ou les Ambassades :

9. Mettre en place une formation de sensibilisation aux questions de genre pour les officiers NICHE/NPT/NFP et les conseillers de l'ambassade du Royaume des Pays-Bas en matière de genre et d'enseignement.

10. Intégrer aux programmes NPT/NICHE et NFP les priorités en matière de genre de la coopération néerlandaise au développement (notamment en ce qui concerne la violence à l'encontre des femmes et le plan d'action national 1325).

Recommandations pour la Nuffic au niveau du programme NPT/NICHE :

11. Etablir des cibles en matière de genre et inclure dans les Profils Nationaux de Programme les priorités en matière de genre de la coopération néerlandaise.
12. Dans le cadre de NICHE, inclure dans le processus de formulation des besoins des organisations de femmes et des métadonnées classifiées selon le sexe.
13. Prendre en compte les besoins en matière de renforcement des capacités institutionnelles dans le domaine de la violence à l'encontre des femmes.
14. Inclure au programme NICHE de chaque pays participant un projet ciblant spécifiquement le genre, et associé à d'autres projets NICHE, afin de sensibiliser les participants et renforcer les capacités institutionnelles en matière de genre au niveau des autres projets.
15. Inclure des critères de genre spécifiques dans la procédure d'approbation du projet.
16. Examiner la faisabilité d'une budgétisation sensible au genre pour le programme NICHE.

Recommandations pour les exécutants du programme NPT/NICHE :

17. Fournir au personnel impliqué dans les projets une formation de sensibilisation à la question du genre.
18. Etablir des projets en tenant compte de critères de genre tels que ceux appliqués par l'OCDE/le CAD/les FDD, et fixer des objectifs pour (augmenter) le nombre des enseignantes, celui des femmes dans le personnel des projets et celui des boursières.
19. Examiner et inclure les politiques et les questions de genre dans le secteur concerné et consulter les centres d'expertise en questions de parité spécifiques au secteur.

Recommandations pour les ambassades du Royaume des Pays-Bas :

20. Impliquer le spécialiste en parité de l'ambassade dans le programme NICHE.
21. Incorporer dans le programme NICHE leurs priorités en matière d'intégration de la dimension de genre et d'autonomisation des femmes.

Recommandations pour la Nuffic au niveau du programme NFP:

22. Cibler des femmes plus jeunes, comme des étudiantes de premier cycle, en dessous du niveau managérial et sans responsabilité familiale majeure, ce qui permet d'atteindre les groupes les plus défavorisés.
23. Permettre à des candidates individuelles d'obtenir une bourse, indépendamment de la recommandation d'un employeur.
24. Diffuser les informations sur le programme NFP et les possibilités de formations courtes parmi les organisations et les réseaux de femmes, et renforcer les capacités des organismes de formation ciblant les femmes.
25. Vérifier systématiquement l'application de la règle des 50 %.
26. Examiner la possibilité d'inclure dans la bourse des cours préparatoires d'anglais.
27. Faire des efforts pour sensibiliser les organisations néerlandaises participant au programme NFP à l'importance de l'intégration de la dimension de genre et de l'autonomisation des femmes.

Recommandations pour les organisations néerlandaises participant au programme NFP :

- 28. Proposer plus de Cours de courte durée et des Master/Doctorat « sandwich » pour les femmes.
- 29. Développer et proposer plus de cours sur les questions de genre.
- 30. Développer des offres de formation pour le renforcement des capacités institutionnelles dans le domaine de la violence à l'encontre des femmes et du plan d'action national 1325.

Recommandations sur le programme NFP pour le ministère des Affaires étrangères et/ou l'Ambassade du Royaume des Pays-Bas :

- 31. Explorer des possibilités (nouvelles) de financement pour l'enseignement secondaire afin d'accroître l'accessibilité des femmes à des bourses dans des pays où relativement peu de filles entament ou achèvent leurs études secondaires.
- 32. Le ministère devrait étudier la possibilité d'assouplir sa politique en matière de visa.
- 33. Inviter explicitement des femmes à poser leur candidature pour le programme NFP, informer les participants que la priorité est donnée aux candidates et encourager les organisations et les réseaux de femmes à informer les groupes cibles.
- 34. Informer les différents acteurs, comme les ministères, de la règle des 50 %, et faire pression pour qu'ils s'y conforment.
- 35. Engager une coordinatrice locale dans les pays où les obstacles socioculturels à l'obtention de bourses par des femmes sont les plus prononcés, pour accompagner les candidates et leur famille tout au long du processus de candidature, et faciliter le départ à l'étranger des candidates en les organisant en petits groupes autonomes.

1 Introduction

In August 2008 the Netherlands Organization for International Cooperation in Higher Education (Nuffic), in consultation with the Netherlands Ministry of Foreign Affairs, Directorate General International Cooperation, Direction Culture and Education (DGIS/DCO), commissioned a Gender Review of the Netherlands Programme for Institutional Strengthening of Post-secondary Education and Training Capacity (NPT) and the Netherlands Fellowship Programmes (NFP). The purpose of the review is to improve the current and future programmes in terms of gender mainstreaming, the enhancement of the position of women and gender relations. It is meant to result in recommendations for the improvement of the programmes concerning these issues. (See Annexe 1, Terms of Reference, ToR)

The rationale behind the commission of the Gender Review is the fact that NPT and NFP programmes, both financed by the Dutch government and administrated by Nuffic, should follow general Dutch development cooperation policy, which since the nineties includes gender issues and the empowerment of women as a transversal or cross-cutting theme, to which attention should be paid in all Dutch funded development cooperation programmes. In the new policy for development cooperation expressed in the policy document “Our Common Concern” (16 October 2007), the Minister for Development Cooperation gave a renewed impulse to gender issues in development by presenting it as a priority area. In fact, achieving the millennium development goals explicitly requires attention for the differential needs of men and women, and a process of debate and dialogue on what kind of policy and resources are needed to address both. In addition, in order to reduce the gap between men and women, specific strategies and extra resources for the empowerment of women are needed. In his letter to Parliament (February 2008) and in the tender document of the NICHE programme (Netherlands Capacity Building Initiative – the follow-up programme of the current NPT) the Minister recognizes that more attention for gender is required.

The Gender Review took place from August to December 2008 and was conducted by an international (core) team of consultant gender specialists: the Uruguayan sociologist Adriana Marrero for Colombia, the Ghanaian sociologist Mansah Prah for the African countries (and later on Yemen), the Vietnamese sociologist Thu Thuy Tran and Dutch team leader and development sociologist Karin Verbaken. In a later stage, due to a change in the countries selected for field work, this core team was complemented by two other local consultants, Yelfign Worku in Ethiopia and Fatima Kahtan in Yemen.

After a briefing week in The Hague, during which, with the participation of the core team, the review methodology was further developed and meetings with Nuffic management staff and Programme Administrators (PAs), Dutch NPT partners and NFP fellows were realized, in a time frame of seven weeks five countries were visited by the team leader, accompanied by one or two of the local consultants. Draft reporting took place in October and November and the report was finalized in December 2008.

This final report brings together the findings and recommendations from the individual country reports, completed with overall findings and analysis at the programme level, and general programme information in policy documents and gathered during visits to the main Dutch counterparts and other stakeholders. The country reports are included as annexes. The

country reports, mainly written by the local consultants, are the primary sources of information of the Gender Review, showing the 'couleur locale' and ample scope and diversity of information as well as the wide range of forms in which attention to gender is being approached in the countries visited. In the country reports relevant information stemming from the briefing in The Hague and other interviews and information gathering in the Netherlands has been taken account of.

The team of consultants wants to express its appreciation for having had the opportunity to get to know the NPT and NFP programmes, very interesting and promising elements in Dutch cooperation in post-secondary education, and to look into gender mainstreaming in both. This review would not have been possible without the interest and full cooperation of all stakeholders, especially Nuffic Programme Administrators, Royal Netherlands Embassies' staff, Dutch and local project implementers and NFP alumni involved. A word of special thanks is directed to all respondents in the five countries visited, for their valuable time and information and highly productive support.

2 General information on NPT and NFP programmes

The NPT and the NFP are the main instruments for Dutch development cooperation in higher (HE) or post-secondary education. Both programmes, launched in 2002 and fully operating since 2004, are initiated and funded by the Netherlands Ministry of Foreign Affairs (MinBuZa) from the budget for development cooperation. The Ministry has contracted the Netherlands Organization for International Cooperation in Higher Education (Nuffic) to administer NPT and NFP.

2.1 Context, objectives and basic characteristics of NPT

The NPT programme was launched in June 2002, as a successor to a variety of former programmes like MHO (Joint Financing Programme for Cooperation in Higher Education) and SAIL (Consortium of Institutes of International Education and Wageningen Agricultural University). Its purpose is to help developing countries to strengthen their institutional capacity for post-secondary education and training in a sustainable way that equips them eventually to meet their own needs for training and manpower. It does this by mobilizing the expertise of Dutch organizations, who may call on organizations in other countries to help them meet the specific needs of Southern partners. More specifically, the NPT programme aims are twofold: to strengthen the capacity of national/sectoral institutions to support post-secondary education and training provision (e.g. through quality assurance, accreditation, Information and Communication Technology (ICT) networking, policy development, and coordination); and to strengthen the capacity of NPT supported education and training institutions to support specific sectors with post-secondary education and training.

Support can be given to organizations in the South that play an important role in the development of post-secondary education and training capacity. These include institutions for post-secondary education, government ministries, national commissions, and non governmental organizations (NGOs).

The NPT is flexible and addresses local priorities. The NPT is also demand-driven. This means that the relevant national authorities, the Netherlands Embassy and other stakeholders, have a say in deciding the individual sectors and themes supported by the programme in their country. ‘Ownership’ on the part of stakeholders in the South is an important feature of the programme. To achieve a good quality-price ratio, the grants by which Dutch organizations provide the necessary services are awarded on a competitive basis. The programme emphasizes the achievement of results; in other words, it is output-oriented.

The education and training capacity which the NPT addresses must be relevant to the sectors and themes targeted for the Dutch bilateral support given to the countries in question. More general support for the higher education sector is also a possibility, as is support for projects which cut across the chosen sectors and themes.

Dutch development cooperation is focused on a limited number of countries. The countries that participate in the NPT have been selected by the Dutch Ministry of Foreign Affairs from among the countries with which the Netherlands has multi-year cooperation arrangements. One of the basic characteristics of NPT is that the programme addresses higher education and training capacity relevant to sectors and themes targeted for Dutch bilateral support.

At the moment (November 2008), the NPT is being implemented in 14 countries, and in the following sectors/themes.

COUNTRY	SECTORS/THEMES
Benin	Water, Agriculture
Colombia	Environment; Good Governance
Ethiopia	Higher Education
Ghana	Health; Environment; Polytechnic Education
Guatemala	Good Governance; Environment
Indonesia	Education; Water; Justice
Mozambique	Higher Education
Rwanda	Rural Economic Transformation; Justice and Human Rights
South Africa	Education; Agriculture
Tanzania	Business Environment; Decentralization
Uganda	Justice, Law and Order; Local Government Development; Education; Procurement
Vietnam	Health; Water; Forestry and Biodiversity Higher Education (theme)
Yemen	Water; Education; Health; Good Governance (theme); Gender (theme)
Zambia	Education; Vocational Training

The total number of projects is 158 (of which 7 in tender phase) and the total NPT allocation per 2008 is € 204,530,077.

2.2 Context, objectives and basic characteristics of NFP

The Netherlands Fellowship Programme NFP which replaced the former Regular Fellowship Programme (RFP), the Special Fellowship Programme (SFP) and the University Fellowship Programme (UFP) commenced in 2002. NFP comprises demand oriented fellowship programmes designed to foster institutional development. The overall aim of the NFP is to help alleviate qualitative and quantitative shortages of skilled manpower, within the framework of sustainable capacity-building directed towards reducing poverty in developing countries.

The NFP target group consists of mid-career professionals who are already in employment. This means that in order to maximize the fellowships' impact on capacity-building, NFP funded training must be linked to the institutional development of organizations. A wide range of organizations are eligible – governmental, private and non-governmental. They can include educational institutions, planning agencies, ministries, community-based organizations, and private enterprises, for example. While fellowships are awarded to individuals, the need for training must occur within the context of the organization for which an applicant works. The training must help the organization to develop its capacity. This means that applicants must be nominated by their employers. In fact, an application without the support of an employer will not be considered.

To be eligible for an NFP fellowship an applicant must be a national of one of 57 selected countries (see www.nuffic.nl). As from January 1, 2009 mid-career professionals from

Burundi, the Democratic Republic Congo, Kosovo and Sudan may also apply for an NFP fellowship.

Half of the available funding from the NFP budget should be spent on fellowships for female candidates and half should be spent on candidates from sub-Saharan Africa. Apart from this ambition, priority is given to candidates from deprived groups and/or from marginalized regions.

At the moment, the following **NFP sub-programmes** are offered:

Individual fellowships for:

- Short courses
- Master's degree programmes
- PhD studies

Group training:

- Refresher courses
- Tailor-made (TM) training courses

For this review, of interest are also the Multi-Year Agreements (MYAs), launched in 2003 as a pilot to support the explicit linkage to institutional development of organizations within the regular NFP programmes. The idea is to cluster NFP applications within the five NFP sub-programmes for one Southern organization for a period of three years.

Apart from Nuffic, there are two other parties involved in NFP: Netherlands embassies & consulates and Dutch institutions. These are higher education institutions or other organizations in the Netherlands specialized in transferring knowledge and skills at a post-secondary level. The Master's degree programmes and Short courses for which NFP fellowships can be used and the PhD study programmes are all offered by officially recognized Dutch institutions. Most programmes and courses are taught in English.

The Dutch institutions assess whether applicants are academically qualified to take part in the particular programme, course or training. With respect to master's degree programmes and short courses, the Dutch institutions make the final selection of candidates for the fellowships they may award. They inform the candidates and the Embassies of their decisions. Dutch institutions are always the contract partner for Refresher courses. The Dutch institutions administer the NFP-fellowship for all sub-programmes. They make logistical arrangements and provide guidance for fellowship holders.

The Netherlands embassies (RNE) and consulates assess all applications for fellowships for Master's degree programmes, PhD studies and Short courses. They use standard criteria but are also free to define additional criteria appropriate to the local situation. Embassies and consulates can reject applications or make specific recommendations regarding their further processing.

The available budget for scholarships is around € 30 million/year and a total of 1,630 scholarships were provided in 2007. According to Nuffic (Annual report) in 2007 3,249 applications for a Master scholarship were received, of which 565 were granted; the numbers for Short courses were 4,391 applications and 1,047 fellowships, and for PhD 223 and 18

respectively. This means that only some 20% of all applications have been awarded. In 2007 the trend of more interest in Tailor-made training was continued.

The number of applications from women is growing slowly but steadily: in 2007 26% of applications for Masters, 38% for Short courses and 27% of all applications for PhD came from women. Looking at the participation in awarded fellowships it results that women are growing in numbers in all three categories: from 43.1% in 2003 to 49.0% in 2008 for Short courses; in the same time span from 35.9% to 49.6% for Masters, and from 25.0% to 44.7% for PhD (in 2008 this could be 46.4%).

According to the Nuffic Annual Report 2007, the total NFP budget was € 31,282,000.

2.3 New NICHE and NFP programmes

In August 2007, after an overall evaluation of both NPT and NFP with emphasis on their policy relevance, effectiveness and efficiency, the decision was made to gradually phase out the existing NPT and NFP international education programmes between 2008 and 2012. For the NPT programme, NFP Tailor-made and Multi-Year Agreements this meant that no further requests for funding of projects or activities could be accommodated, as all available funding had already been allocated. However, proposals could still be submitted via the proper channels for currently existing Multi-Year Agreements.

2.3.1 From NPT to NICHE

The new NPT is called NICHE: Netherlands Initiative for Capacity Development in Higher Education. NICHE has the same objectives but will be broader and more flexible in comparison with NPT, as it will include one-off tailor-made group trainings and multi-year trainings agreements with organizations from the developing countries.

In NICHE there will be more attention to (higher) vocational education, important for the promotion of pro-poor growth, which can be advanced through access to high-quality vocational education, be it on a demand-driven basis, oriented at ownership. If necessary, there will be a new consultation with stakeholders. NICHE should also pay more attention to equal rights and opportunities for women (gender), which until now have been insufficiently addressed in the NPT. The reviewed NPT should fit in better with an integrated approach of the educational sector at country level, and be less aimed at individual projects as was the case. The embedding in the national policy for post-secondary education and the coordination and fine-tuning with other donors must be fully guaranteed. Embassies will play a bigger role in this, as well as in NICHE monitoring.

The sustainability of project results must improve by way of a needs assessment, an approach focused on output and outcome and by way of a better analysis of capacity building needs at the start of a project. Also more attention is needed for institutional embedding of projects. In preparation and implementation more use should be made of capacity building methods as formulated by OECD/DAC⁴, as well as of existing local or regional capacity. When these capacities exist, they have to be brought into the project by the main Dutch implementer.

⁴ OECD/DAC, *The Challenge of Capacity Development*. Working towards good practice, 2006.

NICHE is focusing on capacity building of interest for bilateral cooperation sectors and cross-cutting themes or themes that go beyond these sectors, as long as the link to post-secondary education is made clear. More general support to the post-secondary education sector will still be possible in NICHE.

NICHE shall be implemented in the 14 currently participating countries, with a gradual expansion with 4 to 8 partner countries as mentioned in the policy letter “Our common concern” (Tweede Kamer, 2007-2008, 31 250).

2.3.2 NFP new style

The NFP can be implemented in a broad sense, and is not limited to Bilateral Development Cooperation areas. Fellowships are awarded on an individual basis but the individual need of training has to be embedded in the institutional strengthening of the local organization employing the fellow. The NFP continues to be demand-driven. The reviewed NFP will focus exclusively on individual fellowships (Diploma-courses, Masters and PhDs). Furthermore refresher courses can be financed. Project-based activities (Tailor-made training) currently financed under the NFP will be transferred to the NICHE.

Within the existing target group (professional middle management) more attention should be given to candidates from vulnerable or disadvantaged groups and/or areas. Wherever possible, Dutch Embassies will play a more important role in pre-selection.

A minimum of 50 per cent of all fellowships need to be effectively awarded to women, and equally a minimum of 50 per cent of NFP financial resources should be spent on fellows from sub-Saharan Africa. To the list of 57 countries with access to the NFP as per January 1st 2009 fragile states such as Burundi, DR Congo, Kosovo and Sudan will be added, bringing the total to 61. The admission procedures for NFP scholarships will be simplified. For the moment, the existing minimal requirements for determining the list of NFP courses will be maintained.

Finally, 2008 has been a transitional year in which the phasing out of both programmes has been initiated and planned changes have been worked out. After a tender procedure in the European Union (EU), in October 2008 the Dutch Minister for International Cooperation announced its decision to award to Nuffic the administration of the two new programmes.

3 Methodology

First of all, it is imperative to take into account that the Gender Review

- is a **review** and not an evaluation, in other words it doesn't look for effects or impact but for what is going on in the NPF/NFP field as far as gender mainstreaming and women's empowerment is concerned;
- it is looking for outcomes at **programme level** and not at project level, albeit that the projects in part supply the elements to build the overall picture;
- its approach is **qualitative** rather than quantitative; and
- its focus is on the **future**, in which lessons learned from the past must be incorporated.

3.1 Time frame of the Gender Review⁵

The Gender Review of Nuffic administered NPT and NFP took place from August to December 2008. By August 14th the Team leader was contracted, ToR were discussed (and several times changed), first working arrangements were made, three local consultants for country studies were selected and a start was made with methodology development and planning of country visits and briefing week. On August 19th the final ToR were agreed upon, including a shift of country visits from Rwanda, Tanzania and Uganda to Ghana, Ethiopia and Yemen.

From September 1st to 5th the Gender Review core team, consisting of one consultant for Colombia, one for Vietnam, and one for Ghana, Ethiopia and Yemen plus the team leader, gathered in The Hague for a briefing. During this week the consultants were involved in and acquainted with both NPT and NFP programmes, their structure and procedures, the numerous documents they involve etc. Furthermore, meetings and interviews were held with Nuffic management staff and programme administrators (PAs) of both NPT and NFP, and focal group discussion were realized with Nuffic PAs and Dutch counterpart institutions. Visits were made to the Centre for International Cooperation of the Free University (VU/CIS, Amsterdam) being one of the Dutch counterparts with most NPT projects, and interviews were done with a professor of gender studies as well as 4 NFP fellows at ISS.

During the briefing week, the core team worked on the further development of the review methodology. The numerous documents provided by and collected from the different PAs were organized and analysed in terms of "gender" contents and, most important, guidelines for interviews to a variety of respondents and stakeholders were developed (see Section 3.2). Also, a provisional schedule of country visits and selection of NPT projects was made. Time and efforts were spent to the exchange of experiences, the gearing of activities to one another and team building. At the end of the week, the team was fine-tuned as regarding the tasks to perform, although still not quite aware of the enormous workload awaiting them.

One week duration visits to the 5 selected countries were realized between September 20th and November 10th by the team leader (all countries) and the local consultant(s), according to the following scheme:

⁵ Annexe 2 comprises the Review agenda, itinerary and persons interviewed.

September 20 - 27:	Colombia
September 28 – October 5:	Ghana
October 11 – 18:	Vietnam
October 25 – November 1:	Ethiopia
November 2 – 9:	Yemen

More time was spent in the capitals, but in all countries 1 to 3 days visits to NPT projects (and alumni) in-country were realized. Every country visit was finalized with a debriefing workshop on the last day.

Reporting on the country visits, done mainly by the local consultants with the assistance of the team leader, started in October (Colombia) and went on until early December (Yemen). The Team Leader was responsible for the overall final report. Reporting started in November and ended up in a first draft by December 6. The final drafts of the country reports were sent to Nuffic and by Nuffic to the NFP/NPT country stakeholders for comments. The final draft of the overall report was sent to Nuffic for comments.

For January 2009, Nuffic is programming a Gender Day at which amongst other things the report on the Gender Review will be presented.

3.2 Methodology employed and stakeholders interviewed

In the Gender Review, the following research methods were employed.

3.2.1 Desk study

The Review started with a desk study, concerning

- NPT and NFP programme documents, the programmes' set up, the instruments and procedures applied by Nuffic
- The countries' NPT Plans of Implementation
- The documents for the projects in the five selected countries
- Data on NFP fellowships as provided by Nuffic PAs
- Programme evaluation reports and other general documents, like the proposals for the new NPT and NFP programmes.

A selection of NPT programme and project documents was scanned to review the use and treatment of the terms 'gender' (and 'female' and 'women'; see Sections 5.3.1 and 5.3.2), giving a first impression on the attention given to gender in project documents. Results were cross-checked and complemented during country visits and interviews.

During country visits, more documents were collected and analyzed, above all

- National policies and strategies on gender and on (higher) education
- Multilateral agreements and progress reports on gender, like CEDAW, Beijing Platform Action Plan, MDGs etc.

- Documents of several donors on gender in development cooperation
- Specific contributions on gender of NPT implementers
- Dutch and other donors' policy on gender mainstreaming
- Framework for Dutch bilateral cooperation development in the respective country.

3.2.2 Country and project visits⁶

Country visits allowed for an insight and better understanding of local society and culture, as well as overall gender relations. Country visits were also included to create the opportunity to visit the projects, implementers, alumni and other stakeholders and facilitate the observation in situ of the relationship and interaction between men and women and other gender sensitive organizational arrangements. In particular, the participation of project staff in the Review meetings as well as the observation of physical arrangements was quite informative.

3.2.3 Interviews

In order to guarantee that all consultants independently were gathering comparable information, guidelines for semi-structured, open-ended interviews were developed, on the basis of the Gender Audit Questionnaire Handbook of the Commission of the Advancement for Women of the International NGO Interaction. Following this Handbook, the overall interview guidelines focused on two dimensions of the institutions to be interviewed, the organizational and the programming level. The elements reviewed at each level were the following:

A Organizational dimensions

1. Gender Policy
The nature, quality, extent, intensity of support for the organizations gender policy
2. Staffing
The extent of gender balance in organizational staffing patterns
3. Human Resources
The level, extent and intensity of gender sensitive human resource policies and gender considerations in hiring and personnel reviews; gender training
4. Advocacy, Marketing and Communications
The quality and extent of gender sensitivity in the organizations communications
5. Financial Resources
The level and extent of organizational resources budgeted to support gender equity efforts.
6. Organizational Culture
The extent and intensity of gender sensitivity in the organizational norms, structures, systems, processes and power relations

B Programming dimensions (NPT programme and projects)

1. Program Planning and Design
The extent to which gender sensitive procedures and methods (gender analysis, sex-disaggregated data) are used to conceptualize and design projects in the field.
2. Program Implementation
The extent and intensity of gender sensitive implementation of field projects

⁶ As far as applicable: local consultants did not participate in visits to and assessment of the local projects and implementers they might be linked to.

3. Technical Expertise

The extent and frequency of technical gender expertise in the projects

4. Monitoring and Evaluation

The extent and intensity with which sex/gender disaggregated data and information is incorporated in the monitoring and evaluation of projects outcomes

5. Partner Organizations

The extent to which gender equity is integrated in partner or local NGO affiliate selection and relations.

Furthermore, additional questions related to specific NPT/NFP topics were added, and for alumni special guidelines were developed. The guidelines were validated and accordingly adjusted after the first interviews.

Persons interviewed

As per ToR, the following persons were interviewed:

- Nuffic staff
- Education and gender responsables at the Ministry of Foreign Affairs
- Dutch implementers of selected projects in the NPT countries
- Implementers and stakeholders in the selected countries (national Ministries, Education Secretaries and Gender Officers at the RNE etc.)
- Other donors in the 5 countries on their gender mainstreaming.

The Gender Review core team developed and applied 5 guidelines for the following categories of respondents:

- NPT project implementers (in-country) and Dutch counterparts
- Staff responsible for NPT/NFP at Nuffic, RNEs and MinBuZa
- Other stakeholders (government responsables for (higher) education, gender, other donors)
- MYA holders
- (former) NFP fellows.

All guidelines are included in this report in Annexe 3. The methodology applied by way of the guidelines was one of conversational semi-structured and open-ended interviews, with relative freedom for both respondent and interviewer in its implementation.

3.2.4 (Focal) group discussions and workshops

As another methodological instrument (focal) group discussions were employed during the briefing week in September with Nuffic PAs, with seven staff members of VU/CIS during a visit of the core team to Amsterdam, as well as in a workshop attended by nine representatives of Dutch counterpart institutions. In Colombia a workshop with other donors' gender experts was realized, while in Yemen a groups of NGO gender experts came to meet the Review Team. In most countries, conversations with alumni were held in group meetings.

In all countries the Gender Review was concluded with a workshop to which all persons interviewed as well as all NPT and NFP stakeholders were invited. Objectives of the workshops were to inform, give feedback and validate preliminary conclusions and recommendations (presented in Power Point), as well as to continue and further enrich the discussion on gender issues in NPT/NFP. Attendance was rather limited: from 13 persons in Ghana, 14 in Viet Nam, 16 in Ethiopia and Colombia each (rather high considering limited # of NPT projects, only 6 in Colombia) to 21 participants in Yemen. This might be interpreted as a lack of interest in or commitment to the issue of gender from the side of the stakeholders; however participation and discussion were lively and participants showed satisfaction with the Review and final workshop.

3.3 Constraints and limitations

The most important constraint to an optimal implementation of the Gender Review has been the **very limited time frame**, which above all was felt at the preparatory and reporting phases. This was in part due to a misjudgement on both Nuffic's and the team leader's side regarding the enormous workload of a review this size.

As for **the preparatory phase**, constraints have been the various **changes in the ToR**, being the most impacting one the change of countries to be visited: in stead of visits to Rwanda, Uganda and Tanzania (where programme and contacts with RNE were already established by the team leader), three new countries were designated, confronting the consultants with several countries never visited before. As a consequence of the changes in the country selection, after briefing in The Hague with the core team was already finalized, two local consultants were added to the team. During country visits time was lacking to sufficiently introduce the new team members in Ethiopia and Yemen to all the review's ins and outs.

The consultants felt sometimes the **lack of a local support for logistic arrangements beforehand**. This was solved very satisfactorily in Colombia by way of hiring a local assistant, who was a gender expert at the same time. In Ethiopia and Yemen the local gender experts helped in transportation facilities as well as in contacting other stakeholders. The head of the PCU in Ethiopia performed an excellent task in logistics arrangement.

In some countries the Gender Review took place right after a Nuffic monitoring mission, which, besides having the advantage of promoting the Review, caused some estrangement⁷ as well as irritation because of the extra workload people felt confronted with.

Friday (afternoon) resulted to be not the most ideal moment for a final workshop, as most people are (getting ready for) a weekend off. This must have influenced the attendance to the debriefing in several countries. On the other hand, given the limited time frame, travelling from one country to another was bound to be done in the weekend, and it was quite impossible to deliver preliminary results any sooner than after 4 days of mission in a country given. However, it would have been recommendable to extent the country visits to the next Monday, also facilitating the analysis and presentation of provisional findings and recommendations by the Review Team. In this matter, the debriefing workshop on Sunday in Yemen (where weekend falls on Thursday and Friday) aroused better results.

⁷ Some NPT project staff and RNE staff advocated for a combined mission which, given the nature of the Review, was out of the question.

Finally, except for Vietnam and Nuffic, the reaction to the first draft of the country reports was rather limited, which probably is an indicator of the low interest gender issues are arousing amongst all stakeholders.

4 Gender

4.1 Some concepts⁸

The concept of **gender** refers to the socially constructed roles and behaviours of and expectations regarding women and men in society. Contrary to sex, gender roles are not biologically given but learned, and changeable over time; they differ per society and are shaped by social, economic, political, cultural and many other factors. For example, in (post-) conflict situations women will take on, sometimes only temporarily, more responsibilities as head of households and breadwinner, managing financial resources and building houses. It will be clear and is important to keep in mind that gender does not (only) mean equal participation of men and women.

A person (i.e. a development worker) has **gender sensitiveness** or a **gender perspective** when he or she is aware of existing gender differences and therefore of the different effects and impact of any intervention on women and men, and he/she has the skills to incorporate this awareness in his or her acting. It is a way of looking to and understanding (social) reality, and acting correspondingly.

Gender equality means that ‘all human beings are free to develop their personal abilities, and make choices without the limitations set by strict gender roles; that the different behaviour, aspirations and needs of women and men are considered, valued and favoured equally’⁹. Gender equality is regarded to be a cross-cutting issue (objective) in development cooperation policies of many donors, along with good governance and human rights, and environmental sustainability.¹⁰

Gender mainstreaming is a strategy aimed at achieving gender equality. It concerns the incorporation of a gender perspective, of awareness of gender needs, roles, expectations (i.e. a gender analysis¹¹) in all development efforts (cooperation, interventions), in policy-making, in the project cycle, from design and the definition of gender-specific objectives to the use of sex-disaggregated data and indicators, and a gender-sensitive monitoring and evaluation system, human resource planning and budgeting. Therefore, gender mainstreaming, like a gender perspective, is an intervention tool, not a goal in itself.

Most international donors agree that gender mainstreaming must be complemented by specific actions aimed at removing serious inequalities between women and men and at **women’s empowerment** in order to improve their comparatively disadvantaged situation.

In this report, we will commonly use the term gender when referring to both gender (mainstreaming) and women’s empowerment, but making deliberate distinction where

⁸ Based on the *Toolkit on mainstreaming gender equality in EC development cooperation*. 2004: European Communities.

⁹ One Hundred Words for Equality: A glossary of terms on equality between women and men (DG Employment and Social Affairs, 1998), http://europa.eu.int/comm/employment_social/equ_opp/glossary/glossary_en.pdf.

¹⁰ Lately, **gender equity**, defined as “fairness in women’s and men’s access to socio-economic resources” (ibid.) is considered as a strategy to achieve gender equality.

¹¹ **Gender analysis** is the systematic attempt to identify key issues contributing to gender inequalities so that they can be properly addressed. Gender analysis provides the basis for gender mainstreaming and is described as ‘the study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers, etc., between women and men in their assigned gender roles’. Ibid.

needed. Thus, (the incorporation of) a gender perspective can refer to both, as well as to awareness-raising and the taking into account of the differentiated effects on men and women of (project) interventions.

4.2 National gender policies

The national policies on gender mainstreaming and women's empowerment in the countries visited have been described in more detail in the country reports (see Annexe 4). All five countries have legislation to protect women and counteract discrimination and have ratified the UN Convention on the Elimination of all forms of Discrimination Against Women (CEDAW, 1979). As a matter of fact, all 14 countries participating in NFP have ratified this convention.

Furthermore, the five countries visited and most other NPT countries have also subscribed other international conventions and agreements on the benefit of women, like the Beijing Platform of Action (1995), the Millennium Development Goals (MDG, 2000) and the Convention on the Rights of Children (CRC, 1989). Nevertheless, not all states have ratified all agreements, and CEDAW and Beijing (shadow) reporting, the international donor community and local women's organizations mention that continued close monitoring of implementation is necessary and gender equality has not yet become reality.

In all countries visited (specific) policies on women and gender (mainstreaming) are developed and national machineries put in place. The status and level of these machineries in government hierarchy differ greatly, from a Ministry in Ethiopia to a department in the Ministry of Labour, War Invalid and Social Affairs in Vietnam and a Presidential Secretary in Colombia. In the same way, the (wo)manpower of the national machineries differs greatly in numbers, gender expertise and experience. Most women's ministries and offices complain to have few financial resources allocated to them, and some are reported by other respondents to be understaffed, hardly ready to battle or handling, and not agile or quite incapable of ensuring funds from the national budget. Only in Ethiopia government is engaged in gender budgeting exercises; in Yemen gender budgeting is being prepared for.

A phenomenon mentioned during the Gender Review in all countries by both women's offices and other stakeholders and respondents is the high prevalence of violence against women. This violence is reported to happen mostly at domestic level, but also at societal level and more extreme in (post-)conflict situations. Violence against women implies a violation of the right of women to physical self-determination and it threatens the health and security of women and their children. Respondents see violence against women as a major obstacle to sustainable development in general as well as to gender equality. Several countries have started to take action against this violation of women's human rights by way of implementing national strategies to prevent and respond to violence and/or by adopting laws, for example on Domestic Violence in Vietnam and in Ethiopia, but at the same time ineffective enforcement of the law makes violence against women and girls a serious enduring problem.

4.3 Gender in Dutch development cooperation

The Netherlands Ministry for Development Cooperation does not have a specific policy document on gender. In his overall policy document on development cooperation *Our*

Common Concern (2007) the minister focuses as one of four issues on **gender and sexual and reproductive health and rights**.

The overall policy document mentions that the "...focus on and budgets for the women's agenda have declined markedly in recent years at international level, reflecting a lack of political will to break with existing social and cultural patterns and change power relationships. ... Success in this area will lead to success in combating poverty in the broader sense. Educated women and girls have more say over their own bodies. More rights and opportunities for women lead to more economic growth, thanks to greater participation in the labour market, and enhancement of the country's knowledge and capacity. Educated women are more inclined and able to make their voice heard and demand a place on local governmental bodies and in national politics...."

Since development cooperation efforts have come to focus more on sectoral and general budget support, and less on supporting specific groups, the Netherlands and other donors have in many cases phased out activities specifically targeting women.¹² In recent years the emphasis has shifted to gender mainstreaming, a general strategy of drawing attention to the position of women. Equal rights and opportunities for women are indeed essential in all sectors, and form part of any credible strategy for reducing poverty. In education and health, in particular, the Netherlands has worked hard to improve the position of women. However, gender mainstreaming alone does not work. Additional resources are therefore being released for specific activities in support of women's empowerment.

The Dutch policy document focuses on the Millennium Development Goals MDGs 3 (**promote gender equality and empower women**) and 5 (**sexual and reproductive health and rights, SRHR**). As for the first, amongst other measures come to the fore the Netherlands' National Action Plan for the implementation of United Nations Security Council Resolution UNSCR1325 on Women, Peace and Security (NAP 1325) and the placing of gender equality on the agenda of the High Level Forum on Aid Effectiveness in Accra.

Equal opportunities for women and girls start with physical security. Extra attention will therefore be focused on two issues associated with particularly severe abuses of women: (i) Combating violence against women, including domestic and sexual violence, genital mutilation, honour crimes and trafficking in women; the government will work with international women's organizations and Dutch partners, partly on the basis of the Pact of Schokland¹³ 'Violence against women must become a thing of the past'. (ii) Attention and support for and recognition of women as silent victims of war and conflict, and improvement of the position of women in fragile states (NAP 1325).

As for MDG 5, a reduction in maternal mortality and 'reproductive health for all' will remain the key focus over the coming years. Maternal mortality remains high in many parts of the world, not only as a direct consequence of the disadvantaged position of women, but also a result of inadequate availability of and access to contraceptives. The same factors also lie behind the growing number of female HIV/AIDS victims. Dutch efforts to promote women's rights at both national and international level as an integral part of the human rights agenda (particularly as regards SRHR and HIV/AIDS) also fit this picture.

¹² In fact, in the sector support approach it has become quite impossible to earmark budget for women specific interventions. The role of the gender advisor has changed into an advisory role towards other thematic experts.

¹³ See Section 4.4.

Resuming, it can be stated that Dutch development cooperation policy enhances both gender mainstreaming and women's empowerment, giving absolute priority to equal rights and opportunities for women, while sectoral focus is primarily on (basic) education and health.

The issue of violence against women as an infringement to human rights and an obstacle towards gender equality and sustainable development is commonly known and recognized, also by the Dutch government as has become clear in the latest policy documents. As the issue also has come up constantly in the Gender Review (see Chapter 5) and the Dutch National Action Plan on UNSCR 1325 offers several leads to NPT and NFP capacity building, a last paragraph of this Chapter 4 is dedicated to the Resolution and Action Plan.

4.4 Dutch National Action Plan 1325¹⁴

In October 2000 the United Nations Security Council (UNSC) adopted Resolution 1325 on Women, Peace and Security. UNSCR 1325 calls for concrete actions to ensure full and equal participation of women in all peace and security initiatives, the mainstreaming of gender issues in the context of armed conflict, peacekeeping and reconstruction, as well as the protection of women in gender based violence. UNSCR 1325 deals with three 'Ps', notably:

- Participation of women in peace processes.
- Promotion of women's human rights; paying attention to international standards of human rights that are reflected in national laws, urging for the creation of accountability mechanisms within the law, and striving to end impunity.
- Protection of women in war and peace: UNSCR 1325 emphasizes the responsibility of all parties to armed conflict to protect women and girls from gender-based violence.¹⁵

In December 2007, the Dutch government, together with most Dutch NGOs signed a National Action Plan (NAP) on UNSCR 1325: "Taking a Stand for Women, Peace and Security".¹⁶ The NAP is the concrete worked-out plan (2008-11) of the Pact of Schokland of June 2007. This Pact comprises a series of agreements between government, Dutch civil society and the public on efforts to reach the Millennium Development Goals. As for MDG 3 (equal opportunities and rights for men and women), the signatories set as their goal "the implementation of a number of interrelated measures to improve and strengthen the position of women during and after armed conflict".¹⁷

The Dutch NAP 1325 prioritises five themes of action:

- Legal framework: the design of the legal system (harmonisation with international standards); law enforcement (training on monitoring and legal procedures) and awareness raising (media coverage, mobilising international networks).

¹⁴ Based on Douma, Aug. 2008.

¹⁵ In June 2008 a related resolution, UNSCR 1820 was adopted. UNSCR 1820 zooms in on war-related sexual and gender based violence and demands the immediate and complete cessation of acts of sexual violence, urging member states and other actors to improve the functioning of the services (health, juridical, etc.) to offer assistance to victims. Furthermore, UNSCR 1820 requests an increase in the consultation of women and women-led organisations in developing preventive and response mechanisms. The resolution also recommends the set up of gender guidelines and training for peacekeeping and humanitarian personnel with regards to their role in protecting women and children from sexual violence.

¹⁶ Only a few other countries have developed a national action plan on UNSCR 1325: Austria, Canada, Denmark, Norway, Sweden, Switzerland and the United Kingdom.

¹⁷ The *Pact of Schokland*, December 2007.

- Conflict prevention, mediation and reconstruction: information on disquieting gender-related developments will be shared (prevention); representation of women in negotiations encouraged; attention for gender-needs in reconciliation identified and women mediators will be trained. Furthermore, training for women in security sector functions will be assured. In particular projects on women, peace and security in the Great Lakes region, the Horn of Africa, the Balkans and Afghanistan will be supported. Embassies will appoint gender focal points for local human rights NGOs.
- International cooperation: other international actors (OECD, EU, NATO, etc.) will be urged to take similar measures. Dutch knowledge institutions will stimulate research and knowledge sharing on women, peace and security.
- Peace missions: in order to increase gender sensitivity in peace missions UNSCR 1325 will form the basis of the Code of Conduct for Dutch missions. Also training for participants in peace missions will be assured by gender specialists.
- Harmonisation and coordination: To assure effective implementation of the previous four points, specific attention and means will be attributed to research on gender and conflict, harmonisation of efforts, monitoring and evaluation on the implementation of UNSCR 1325 and a communication/media strategy will be put in place.

As will be seen in the country reports, security and violence against women, a major obstacle to sustainable development, are a problem in the countries visited, as in many other NICHE and NFP countries. Colombia and Ethiopia are already in the picture for NAP 1325 and NPT other countries coincide with the NAP focus, like the Great Lake region. It is clear that the NAP 1325 priority themes of action present many leads to significant and advisable capacity building opportunities within the NPT and NFP.

5 Findings

In this chapter, concluding findings are formulated on the basis of a short summary of the situation encountered and analysis with respect to the main research questions in the ToR.

5.1 Overall findings on gender

In Chapter 4 the most common definitions of the gender concept and derived terms were presented. During field visits (in the selected countries and in Dutch counterpart organizations) we looked into the concepts as managed by our respondents. In general, respondents referred to gender as the equal participation of both men and women as students in training and scholarships, and as staff and lecturers in university or project. This was more frequently the case amongst local implementers of NPT projects, but also with several Dutch counterpart institutions and even some RNE and Nuffic officers. In the NFP programme gender is generally associated with equal male and female fellowship participation, although Nuffic PAs also stated that they were interested in the results in terms of empowerment of women on the basis of a successful fellowship. The issue of more fellowships (for men AND women) for gender studies in order to strengthen gender capacity and expertise in the receiving institutions and countries was never mentioned.

“Gender means equal access of men and women to our trainings” (Ethiopia)

“Gender is about the interest of women in our world” (Vietnam)

“We do have a woman in our project staff” (Colombia)

Finding 1: Most stakeholders define “gender” exclusively in terms of equal participation of men and women (as students, as staff).

Exceptions to this common finding are, of course, gender specialists at RNEs and in specific gender projects, and some of the implementers and Dutch counterparts, and Nuffic PAs who on the basis of their (earlier) work experiences and trainings have interest and expertise in the subject.

All countries visited have legislation to protect women and counteract discrimination, and have ratified CEDAW (1979) and subscribed other international conventions and agreements like the Beijing Platform of Action (1995) and the Millennium Development Goals (MDG, 2000). In some countries, specific policies on women and gender (mainstreaming) are developed and national machineries put in place. Nevertheless, CEDAW and Beijing (shadow) reporting, international donors and local women’s organizations mention that gender equality has not yet become reality.

Another phenomenon mentioned in all countries is the high prevalence of violence against women, at domestic but also societal level, and more extreme in (post-)conflict situations. Respondents see violence against women as a major obstacle to sustainable development in general as well as to gender equality.

Finding 2: Although countries have progressive legislation and policies on women and gender equality, and are signatory to international conventions like CEDAW, gender inequality is a reality and there exists discrimination against women who are in arrears in socio-economic spheres as well as in politics and public administration. This is even more the case regarding higher education and physical autonomy and security.

As for education, in countries like Colombia and Vietnam men and women participate equally in primary and secondary education (this is far from being the case in Ethiopia and Yemen although progress has been made), but at the higher education levels (Master and PhD) men still outnumber women. At the same time, evidence from some country studies (Vietnam, Ethiopia) clearly demonstrates the following finding:

Finding 3: Equal access to education alone is not enough, since socio-cultural values are equally important for successful women's empowerment.¹⁸

By way of example, one of the studies of the Vietnamese Women's Union (NPT/VN/011) shows that in Vietnam, a country which has worked hard on equal access to (higher) education, the social status of women continues to depend on how they perform their role as mother and wife, and not on their educational level.

The following finding refers to another phenomenon observed and frequently commented on, that gender mainstreaming makes the attention to women's empowerment disappear. Gender mainstreaming has made equality between men and women become an a-political and technical issue.¹⁹ In the Paris Declaration on Aid Effectiveness (2005), while subscribing the intention to increase the effectiveness of international cooperation (for which gender equality is an important element) and the volume of aid, gender equality is not mentioned explicitly, which entails the risk that women will not equally profit from increased funding.

As for the Netherlands, the Dutch Shadow report Beijing+10 also concludes that emphasis has gone to gender mainstreaming at the expense of specific policy and resources for women's empowerment. But even more alarming is that all respondents in this Gender Review concurred in considering that the *gender mainstreaming discourse* has made *gender* to disappear: everybody is supposed to work on gender mainstreaming and to know how to do it, so there is no more need for specific expertise or funding; in reality people don't know how and don't do it, and, worse, nobody is held accountable for this. As RNE respondents in some countries concluded:

"With so much to do, gender simply falls off your desk."

"We have no longer gender experts at the RNE, gender responsables yes, but not experts."

¹⁸ *The State of World Population 2008 report* from UNFPA, November 2008 affirms: "Culture is a central component of successful development ..., and must be integrated into development policy and programming".

¹⁹ WO=MEN Dutch Gender Platform, Annual report 2007. This has also become clear in the study of the Association for Women's Rights in Development AWID "Where is the money for women's rights?" (2006), showing that more than 51% of world wide women's organizations were receiving less funding in 2005 than in 2000. Of Official Development Aid (ODA) funds in 2003 only 0.6% was spent on activities with an explicit goal of gender equality.

Finding 4: The discourse on gender mainstreaming tends to make women's empowerment as well as gender disappear.

5.2 Factors that contribute to or hamper gender mainstreaming and women's empowerment in NPT/NFP at the organizational level (Nuffic)

Theoretically speaking, Nuffic is mandated by MinBuZa to address gender mainstreaming and the empowerment of women in both NPT and NFP programmes. This mandate however is only implicit, in the way that both higher education programmes are part of Dutch development cooperation which considers gender as a cross-cutting theme to be present in all programmes and projects to be funded. In the NPT/NFP tender documents of MinBuZa (2001) no specific reference was made to gender issues (apart from the *ambition* to include 50% of women in fellowships) and gender was not included as a criterion or specific task for the intermediary organization that was to administer NPT/NFP for the Ministry. In its bidding document for the administration of both programmes, Nuffic mentions, without further detail, that the five cross-cutting policy themes²⁰ of Dutch development cooperation will be used as checking elements in the selection of areas of attention, institutions and project proposals; and 50% of fellowships to women will be striven for at NFP programme level.

However, as stated above the instruction of MinBuZa is minimal, and Nuffic has not done anything to underline this mandate towards the programme's participants. It is therefore not so amazing that some Dutch NPT counterparts felt uncomfortable with the raising of the gender issue "ex-post programme implementation". Even at Embassy level some eyebrow-raising in this respect was observed and it was clear that, although both NPT and NFP were supposed to match with and strengthen bilateral development cooperation as regarding selection of sectors and priorities, Dutch gender policy priorities were never taken into account²¹, nor were the RNE gender advisors involved at any moment in NPT/NFP.²²

Finding 5: Nuffic is only implicitly and thereby not sufficiently mandated to address gender mainstreaming and women's empowerment in NPT/NFP.

On the other hand, some Embassies were quite outspoken on the validity of the gender mandate to Nuffic: "...of course, gender is a cross-cutting issue in our development cooperation policy and therefore must be present in all programmes... There can be no doubt on Nuffic's mandate...". According to the tender document (MinBuZa/DCO 2008), gender is to be much more integrated in the upcoming NICHE and new NFP programmes.²³

The Review Team observed that in most countries local stakeholders (project holders but also Ministries of Education and universities, with the exception of the women's/gender offices or centres) have insufficient awareness of the national gender policies and strategies, and do not maintain official or regular coordination or relationship with the national machineries for the

²⁰ Governance, poverty reduction, women, institutional development and environment (GAVIM).

²¹ It has to be reminded that in 2002 under the former government's policy making, when NPT and NFP were started, gender was a non-issue.

²² It called the attention of the Review Team that RNE gender advisors, let alone other RNE staff, in general have not received any significant training or preparation in this field from the Ministry. This omission has been signaled many times in the past (see Verbaken 1996, Koekebakker 2005, Visitatiecommissie Emancipatie 2007). Only lately the ministry is reported to make arrangements to effectively include gender training for officers of the Development Cooperation section of MinBuZa and the Embassies.

²³ The Review Team did not have access to the winning bid document of Nuffic.

advancement of women. In an ambiance where local actors are not so much interested, let alone involved in gender issues, it is difficult for external, demand-driven programmes to become gender sensitive. Nuffic, as a merely administering institution, feels pretty powerless in bringing about this gender perspective, when local implementers and Dutch counterpart institutions, who together elaborate the NPT project proposals, do not embrace gender policies and issues. The question arises who could be held responsible for the alignment of the programmes with national gender policies, and to what degree Nuffic should and could play a role in promoting this alignment and gender sensitiveness in the programmes.

Finding 6: Most local stakeholders are not much aware of national gender policies and do not align their activities with these policies and strategies.

Following the Gender Review methodology as described in Chapter 3, it was established that, apart from a weak mandate, Nuffic does not have a gender policy of its own, nor a vision or mission statement on how to treat gender. As one management staff member stated: “We don’t care about gender.... We care more about other things”.

Concerning Nuffic staffing and human resources, it is observed that female personnel is numerically over-represented (60-70%) at the lower levels, but less at management staff level. Furthermore, there is no human resource policy that takes gender considerations into account when hiring and evaluating personnel, nor is gender training a feature at Nuffic. The fact that several officers are rather gender sensitive, is more a consequence of personal interest, development and effort (in training and former employment) than of an institutional policy. Other instruments like gender budgeting are not employed (apart from the 50% policy in NFP, see section 5.4). All this leads to the following finding:

Finding 7: Nuffic is not a gender sensitive organization.

One Dutch counterpart institution felt that Nuffic does not seem to be a self-learning organization in this regard, as gender was already an issue in the former MHO programme, and this Gender Review was only set up at the very last moment of the current NPT and NFP. On the other hand, Nuffic has taken the initiative to this Gender Review, and its personnel mentioned that the overall organizational norms and culture are quite women friendly, and in publicity Nuffic also gives equal credit and non-discriminatory attention to both sexes.

5.3 Factors which contribute to or hamper gender mainstreaming and women’s empowerment in NPT

5.3.1 At the programming level

The shaping of the NPT programme in a given country starts with the needs assessment. A scan of the National Plan of Implementation (NPI) in the sample countries (Vietnam does not have an NPI and for Ghana only a stakeholders’ meeting report was available) reveals that gender is not included as a standard issue to be dealt with in the needs assessment.²⁴ Gender or women’s issues are only referred to in one sole phrase (“... poverty reduction, gender, etc. ...”; the case for Ghana and Ethiopia) or not at all (Colombia). The NPI for Yemen speaks a

²⁴ Although in the ToR needs identification under profile of stakeholders organizations, it is stated that they should be “Well versed in developmental issues and sensitive to gender and local knowledge issues”.

lot of gender, women's empowerment and female participation, and local stakeholders were rather gender sensitive and aware of the need to include gender issues in the NPT programme design. Apparently this ideal situation is more the result of the interest of the Yemeni side (MoE and universities) and of the 2003 RNE advisor for education, than a deliberate Nuffic strategy, and Nuffic and project partners have not taken much advantage of it later on. Yemen is also the only country in which reference to national policies on gender / women and development was made in the NPI. The omission is most striking for Ethiopia, where such policies already were being developed. Women's organizations (ministries, NGO's university women's bureaus etc.) generally are not involved in the needs assessment for the development of the NPI. Therefore, gender sensitive procedures and methods (gender analysis, sex-disaggregated data) are not used to conceptualize the NPT as a programme (nor to design projects in the field).

Finding 8: NPT National Plans of Implementation generally are not gender sensitive, do not define specific gender outcomes, nor comply with Dutch and national (sectoral) policies on gender and/or women's empowerment.

For some respondents, the inclusion of women's organizations' representatives in the needs assessment is not in keeping with the demand-driven character of the NPT²⁵. On the other hand, it can be regarded a serious omission not to include women's organizations, being gender mainstreaming a cross-cutting issue and the attention to women a priority in Dutch development cooperation policy. In this regard, a Dutch counterpart suggested to use preferably the term 'demand-oriented' instead of demand-driven, as development cooperation should also keep in mind its own policy priorities and not uncritically comply with what the receiving party wants.

As a consequence of the absence of women's organizations and advocates of gender and women's issues, in the selection of local implementer organizations gender sensitiveness or expertise do not play any role. In the Checklist for Organizational Capacity Assessment (COCA) no gender criteria are included.²⁶ As a result, apart from the "women's projects" (in Vietnam and Yemen), most implementing organizations have little gender awareness or expertise, and the organizations are not selected on the basis of these kind of criteria.

The same applies to the Dutch counterpart institutions²⁷, be it in a lesser degree: hardly any has a gender policy; only some of them have in-house gender expertise or access to it within the university system, and only a few Dutch project coordinators have received gender training.

Finding 9: With the exception of the women's projects, local implementers and most Dutch counterpart institutions in NPT have no gender policy and little gender expertise.

²⁵ On a country visit, when speaking of the importance of including women's organizations in the needs assessment, a Dutch technical advisor said that "... why invite them? Why not a garage owner? ...the man will probably insist on including car marketing as a need to be included...". The Review Team explained that, contrary to cars, gender is a priority and overall cross-cutting issue in development cooperation.

²⁶ The COCA is more an administrative tool, but it could be interesting to make it more gender specific.

²⁷ Four of the most important (in numbers of NPT projects: CIS/VU, WUR/VHL/Alterra, MsM and Mundo) Dutch counterparts institutions were visited; other participated in the September workshop and/or their websites were revised.

Another way of looking at the factors that could help to effectively integrate a gender perspective throughout NPT is looking at Nuffic's programme formats. A scan of Nuffic's key documents for NPT reveals the following.

The Project Outline format says:

"Please formulate the specific objective in a **gender** specific way."

"How should the project address **gender** and HIV/AIDS issues?"

"Are Dutch priorities for development assistance addressed in the project (e.g. poverty reduction, **gender issues**, the environment)? How?" (Annexe 3)

"Other aspects of project content can be specified for assessment, depending on the nature of the project in question. These might be related to policy, as would be the case if the project is somehow relevant to poverty reduction, environmental improvement, or **gender issues**." (Annexe 10 Grounds for rejection).

Other documents specify:

"Are specific policy matters such as poverty reduction, environmental improvement, or **gender issues** being addressed." (Explanation of TEC score sheet)

"To what extent does the programme incorporate **gender concerns** in programme and project implementation, e.g. through the promotion of the participation of **women** as students, academic staff and/or leaders, the consultation of **female** stakeholders, and the incorporation of **gender** issues in learning contents?" (ToR country evaluation)

"In Dutch development cooperation the following issues have been defined as basic policy objectives to be taken into account in all programmes: improving the position of **women**, fighting environmental degradation and poverty alleviation." (ToR project evaluation)

"Please be **gender**-specific when describing the results." (Format Annual Progress report)

These references to (overall Dutch) policy, present in only a few documents, are very general; in most other documents and formats for the inventory and identification phase, the articulation and projects outline phase, and for monitoring, reporting and evaluation, gender and/or women are not mentioned, like for example in the ToR for Nuffic monitoring missions²⁸. Also the standard ToR for consultants does not take into account gender expertise. And although gender is a topic in the Technical Evaluation Committee (TEC) appraisal, most TEC decisions reviewed do not address gender, and gender expertise is not deliberately included in the Committee's membership.

Finding 10: Nuffic NPT programme documents do not give importance to nor clear guidelines on gender mainstreaming, 'Gender & Development' or 'Women & Development' perspectives and strategies.

It has to be mentioned that to some of the Dutch counterparts, Nuffic cannot do much more than stating over and over again what they call 'politically correct' phrases like "due attention to gender should be given....." and real gender commitment should come from the local implementers, not even from the Dutch counterparts. On the other hand Dutch counterparts interviewed pointed out that, as they do not play a role in the project formulation phase but only after the project outline has been made²⁹, Nuffic is in a better position to negotiate gender issues with the local implementers; some Dutch partners would welcome to

²⁸ The fact that some Nuffic country monitoring reports include a systematic review of gender issues seems to be more a result of PA personal interest.

²⁹ This is somehow contradicted by local implementers (in Yemen and other countries) who claim that the Dutch institutions write the project documents "as they know better what Nuffic wants and needs".

be more involved in project elaboration, for example at an earlier stage of problem definition, when gender still can be adequately addressed.

At the same time, it is observed that the interest and expertise on gender issues of the Nuffic's country PA has led to more attention to gender in Colombia, Ethiopia and Yemen, indicating that the role of the PA might be of influence on gender mainstreaming in NPT.

5.3.2 At the project implementation level

When doing the same review of project documents and reports on the words “female”, “women” and “gender” in the selected NPT projects, the overall picture again is that rather few projects address gender issues and women's empowerment. Exceptions are the specific women's projects in Vietnam (Vietnamese Women's Union WU) and Yemen (Women Research and training Center WRTC). Analysis of the project proposals and inception documents have shown that hardly any gender sensitive procedures and methods (gender analysis, sex-disaggregated data) were used to design and implement projects. Most project documents are mainly written by the Dutch counterpart organizations, who are quite proficient in complying in a minimal way with the very few requirements regarding gender: “due attention will be paid to ...” Many proposals simply copy the corresponding phrase into their proposals (others copy all other general guidelines in, but leave this one on gender out). Very few projects develop the gender issue into specific objectives, expected results, activities or impact (indicators). Some projects only mention “gender” in terms of number of women in staff or training activities. In the projects' logical framework gender is sometimes included, mostly in the same bromide way. A gender needs assessment at the start of a project idea and formulation in general has not taken place.

Finding 11: NPT project documents generally do not address gender mainstreaming or the empowerment of women as part of the project.

These results are predominantly endorsed by the findings during the project visits and interviews, although at the same time evidence was found that some projects in fact make efforts in terms of gender equality. The overall impression exists that these efforts are more the initiative of local implementers than of Dutch counterpart institutions (Colombia, Ethiopia). In some other but less frequent cases Dutch consultants are eager to insist on the development of a proper gender perspective and actively support the local implementer in this regard (Ethiopia, Yemen). Also in some countries the Nuffic PA plays a stimulating role in the incorporation of a gender perspective, as becomes clear in the regular monitoring mission reports.

At the same time it is observed that in most projects technical gender expertise is not programmed or budgeted for, and the extent and intensity with which gender- or sex-disaggregated data and information are incorporated in the monitoring and evaluation of projects outcomes is minimal (and Nuffic apparently does not consequently insist on compliance with gender-specific data in the monitoring/reporting format).

Finding 12: There is little evidence that local implementers and/or Dutch counterparts are adequately equipped (with knowledge, skills and attitudes) to promote gender mainstreaming and the empowerment of women.

Again, there are exceptions to this rule. The point is that these exceptions are more “coincidental” and not looked for deliberately, as Nuffic nor project implementers seem to be seriously incorporating a gender perspective in NPT project technical and management staff. In this regard, another striking phenomenon was found:

Finding 13: There are few women in project management staff (local implementers) as well as few women experts or consultants (Dutch counterparts).

Generally, at the local level projects are managed by male directors/coordinators and even more striking, local implementers report to see very few female visitors amongst the constantly in- en out-flying international coordinators and consultants, leading to the statement:

“Nuffic and Dutch institutions should practice what they preach.” (Ghana)

It has been mentioned that in two countries the NPT programme includes a special project aimed at the strengthening of a national (semi-governmental) women’s organization, the Vietnamese Women’s Union and a university Centre for Research and Training of Women at Aden university in Yemen respectively. As is to be expected, these projects aim directly at gender and women’s empowerment, include clear gender perspectives, i.e. objectives and activities related to women’s empowerment, work with gender experts and in a way, all financial resources can be considered as budgeted for women’s issues. However, it has been observed that in both cases these projects hardly have a “gender radiation” effect towards the other NPT projects in the country programme, in the sense of supporting them in the development of gender related policies and strategies, training, the development of gender indicators and monitoring. This lack of relationship with the other projects, which points to the lack of a programme character of NPT, must be considered a lost chance.

Finding 14: Links between the specific women’s project and other NPT projects in Vietnam and Yemen in terms of gender awareness raising, training, sharing expertise etc. do not exist.

Finally, it has become clear from the interviews that other stakeholders (donors, women’s NGOs, gender study centres at universities etc.) are not aware of gender concerns in the NPT programme or in its projects.

5.4 Factors which contribute to or hamper gender mainstreaming and women’s empowerment in NFP

5.4.1 At the programming level

The directive of the Ministry is that 50% of all fellowships should go to women. This is an *aspiration* that in the new NICHE will become an *obligation*. Nuffic has indicated that the 50% rule can only be striven for and obtained at the programme level. What are Nuffic’s instruments to achieve 50% of female fellows at the programme level?

The Nuffic website reads that “Half of the available funding from the NFP budget should be spent on fellowships for female candidates ...” but Nuffic could have done more by explicitly inviting women to candidate and by mentioning that priority is given to female candidates (as is stated now in the 2009 NFP brochure for PhD).

The same applies to the Embassies: most of their websites mention the NFP and have a link to the corresponding Nuffic website, but only the RNE in Sana'a "encourages more women to apply". All other Embassies do not mention the 50% female aspiration, nor specifically invite women to candidate.³⁰

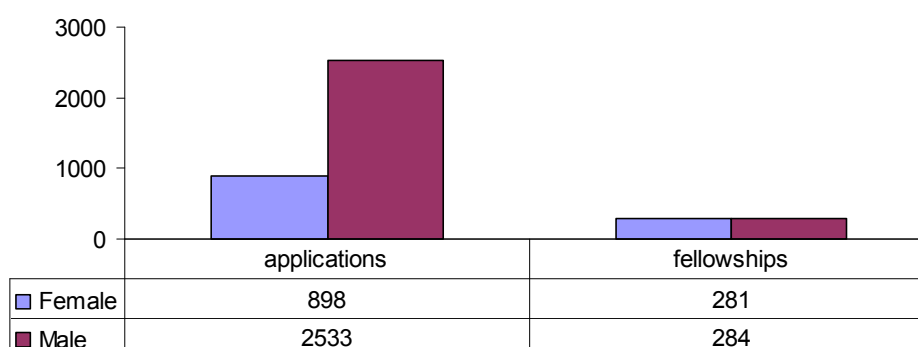
Embassies admit they make little to no use of women's organizations, networks or gender centres to reach out to potential fellowship candidates. Some do mention the 50% female rule in speeches and visits, but, by way of example, the NFP yearly newspaper advertisement in Yemen does not mention the rule. In most countries the lack of access to information on the NFP, above all of women who do not have a job or who live in the countryside, was mentioned as an obstacle to NFP accessibility.

Finding 15: Both Nuffic and the Ministry are not so adept at publicising or promoting the (preferred) application of women to the NFP.

Sometimes, other actors play an important role in NFP applications, like the Ministry of Education (in Ethiopia and Yemen) and the Ministry of Finance and Economic Planning (in Ghana, where potential NFP fellows are required to have completed one year of National Service, and have had at least two years work experience). When these actors are prejudiced with the overall cultural conceptions on women's gender roles, they will not be very keen to nominate female candidates. In these cases the RNE should inform the actors more completely on the 50% rule and make the Ministries comply with it, by not accepting lists of candidates that do not obey to this rule.³¹

Nuffic NFP Year Report 2007³² tells us that overall, 46% of fellowships were awarded to women. Within the MA programme, out of the total of 565 fellowships 281 (49.7%) have been awarded to female applicants, while only 26% of the applications for MA came from female candidates.

MA applications and fellowships by gender



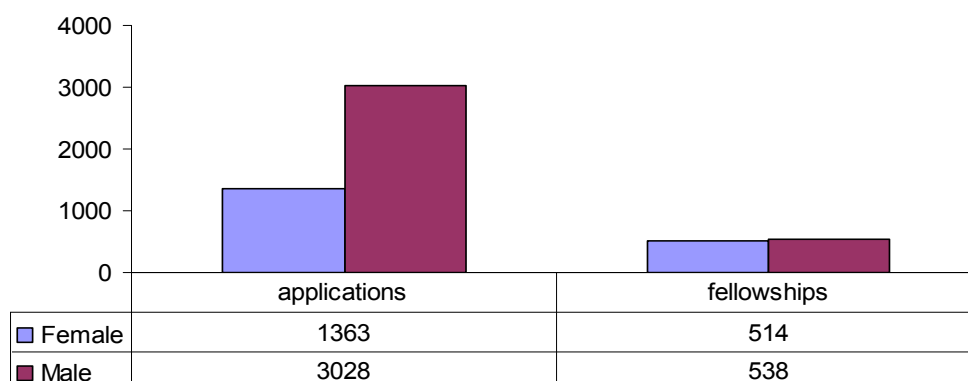
³⁰ More generally, it was observed that gender is not mentioned at the development cooperation page (as a cross-cutting theme) of the RNE websites in Colombia, Ghana and Vietnam. Ethiopia calls it a priority, and Yemen has a very exhaustive page dedicated to gender in Dutch-Yemeni cooperation.

³¹ This might be difficult when there are no (sufficient) female applicants available.

³² Graphics come from this Annual Report.

The interest for the NFP Short courses has grown to 4,391 in 2007 and almost 25% were awarded a fellowship. Nearly 40% of the applications came from female applicants and the number of female fellowship holders was 49% of the total.

SC applications and fellowships by gender



Because of the phasing out of the NFP the number of PhD fellowships for 2008 dropped. In 2007 Nuffic received 244 PhD applications and 28 fellowships have been awarded. The total number of applications from women declined to 27% (67) compared to 34% in 2006. Nevertheless with 13 (46.4%) PhD fellowships for women, Nuffic nearly met the criterion of awarding at least 50% of the available fellowships to female applicants. No information on female participation in refresher courses and Tailor Made was available to the Gender Review Team.

Finding 16: The overall number of female applications for Masters, Short courses and PhD is relatively low (26-31%), but Nuffic manages to award almost 50% of the fellowships to women.

From the country visits (reports) it has become clear that this sex balancing is obtained by admitting relatively more women from countries like Colombia (66,7% women and 33,3% men respectively) and Vietnam, where female applications equal male applications. This cannot be done in countries like Yemen, where women applications only account for 20-30%. According to Nuffic, all these women would obtain a scholarship, as long as they meet the criteria and the course is being realized³³; the fact is that the pool of possible candidates is just too small.

Finding 17: The ambition of 50% fellowships to female candidates is far from being realized at individual country level, due to a lack of female applicants.

There is not much information on female participation in Tailor Made and Refresher courses, but some comments at country level indicate that female participation is lower here, as course contents and implementation are more directed at men, or seen as more suitable for men, organizations are prone to look more at men as students, and the controlling role of Nuffic might be missing.

³³ With regard to the NFP course list for Masters, only 125 programmes out of 328 have been successful in receiving grants for fellowship holders, thanks to a sufficient number of participants.

Another aspect of mainstreaming gender in NFP would be by way of supporting capacity building in terms of gender expertise in the developing countries. In this sense the Gender Review has looked at the titles of the courses offered. In the NFP 2008 Brochure we have found the following mentions of gender studies:

- University of Amsterdam (UvA): Gender, Reproductive and Sexual Health and Fertility (short course)
- Royal Tropical Institute (KIT): Sexual reproductive Health including HIV/AIDS (short course)
- Van Hall Larenstein (VHL): Social Inclusion, Gender and Rural Livelihoods (Master)
- Institute of Social Studies (ISS): Specialization Women, Gender, Development (Master)
- Utrecht University (UU): Comparative Women's Studies and Politics (Master) and Gender and Ethnicity (Master)

In total, 6 courses with an explicit reference to gender related issues, of which 4 Masters and 2 Short courses, were implemented by 5 institutions.³⁴ This is a rather limited offer, when we take into account that in total 328 Master and 199 Short courses were offered. We have no information on the number of applications and fellowships awarded, nor on the gender related contents of these and other courses.

Nuffic (2007) observes in the last years a trend towards fulfilling the 50% rule. However, there are differences among the five modalities. Nuffic has questioned institutions before giving approval to the initial selection of fellowship holders. Where possible, this has led to changes in the provisional list of selected candidates for the Master and Short courses. Sometimes, it is also clear that preference is not given to candidates from sub-Saharan Africa or women. The compositions of classes, the motivation of the candidates and employers, or the quality of the candidates are given as reasons by the Dutch institutions. Apparently there is room for (more) awareness raising by Nuffic to the Dutch NFP implementing institutions on the importance and policy relevance of gender mainstreaming and women's empowerment. This could help to build the knowledge and change attitudes of these institutions in order to increase both the number of gender related courses and of female participants.

5.4.2 At the personal (project) level

Several factors contribute to the low participation of women in the NFP, the most important one being the gender roles and responsibilities attributed to women as mothers and wives: women are held responsible for procreation and family/household chores and this is felt so by both sexes, although more strongly by men³⁵. Many interviewees pointed to the fact that women's family and reproductive responsibilities prevent them from taking up the option of applying for scholarships to go abroad for further studies. In practice this means that women often cannot leave their family alone to go study (abroad). So mid-career women with families might not be attracted to the idea of going away for long periods to study. Furthermore, worldwide women still need permission of their husbands (sometimes fathers, brothers) to participate in fellowships. Nevertheless it was also found that in women's

³⁴ For 2009 the Maastricht School of Management (MsM) plans the short course Women Entrepreneurship Promotion (WEP)

³⁵ Even in Colombia, where female applicants equal male, one MoE respondent called it 'unethical' for a woman with young children to go for a fellowship to Europe.

perception the NFP, despite all the problems regarding access to it, offers opportunities and chances for quality capacity building.

Finding 18: Cultural constraints, above all family responsibilities attributed to women, are the main obstacle to their participation in fellowships.

In the Gender Review women have shown to have more problems with leaving their children behind than men seem to have. Bringing along children is often disapproved by Dutch educational institutes, and bringing family members, even if the fellow can cover all costs, is often made impossible by visa restrictions.³⁶ One of the reasons for this restriction is said to be the fear that fellows and their relatives will not return to their home land. Female fellows reassured the Review Team that women are more prone to return to their families than men. Furthermore, in some countries, religious conventions also go against the idea of women travelling to foreign countries unaccompanied.

Finding 19: The stringent visa policy of the Netherlands is regarded a big obstacle for female candidates.³⁷

In Yemen the possibility to send the female fellows in small groups was mentioned, facilitating the acceptance by their families of them travelling abroad. However, it might be difficult to gather sufficient numbers of fellows, and in the Netherlands distributions over different courses would still be the case.

Another major obstacle for women is the condition that potential fellows are mid-career professionals with a steady job. As has become clear in the country studies, there is still no gender equality at the labour market; employers are less inclined to invest in female personnel and take them back, and women, before coming to the mid-career phase, have established a family and see career development perspectives diminish. This makes the pool from which female fellows can be drawn smaller. It is also observed that the so-called employer's letter of fellowship support often is a deceit, a commitment which is not (intended to be) fulfilled in the end, and absolutely no guarantee the fellowship will contribute to the institutional strengthening and capacity building sought for. At the same time, it is reported that generally men are in better circumstances and (working) relationships to get such a support letter than women. Therefore, most respondents recommend to drop the mid-career and employment condition for women, and make more individual fellowships possible.

Finding 20: The condition that potential fellows should be mid-career professionals with a steady job is a major obstacle for women.

More in general: in certain countries (African, Yemen) the number of female graduates is just too small (as women still do not participate in equal terms in primary and secondary education). In this sense the gender gap becomes a matter of availability of women graduates, and not of accessibility.³⁸ For that reason respondents often have recommended to look into

³⁶ A Dutch NFP course provider informed that the institution included a family member of a Yemeni female fellow in the course participants list (without any financial or other accommodation) in order to obtain a visa for this relative, without whom the woman would not have been allowed by her family to travel to the Netherlands. It was also reported that relatives cannot even attend the ceremony of taking the PhD because of visa restrictions.

³⁷ This might also be considered as a constraining factor at the programming level.

³⁸ According to the Berenschot consultancy report *New application and selection procedures for the Netherlands Fellowship Programme (June 2008)* the 50% of fellowship to women criterion for Masters and Short courses

the possibility of funding fellowships for undergraduates, at diploma level, or even facilitating the participation of girls in secondary education, in order to broaden the pool of potential female fellows.

Finding 21: In countries where no equality in educational levels exists, the importance of fellowships for female undergraduates and even secondary education is emphasized.

The lack of sufficient proficiency in the English language is an obstacle to both men and women to gain access to the NFP, but it may affect women more when the costs (women have less money) and accessibility and security (night studies, distance etc.) are considered. Therefore it is recommended that English study can be included in the fellowship (as a kind of preparatory phase in the country of origin) and/or be facilitated by way of another course or NPT/TM/MYA project.³⁹

In general, the interviewees thought that short courses were more suited to the needs of women, but even such courses could create dilemmas. As the coordinator of a Multi-Year Agreement (MYA) aptly said, “It is not convenient for a working mother whose children are not teenagers to go out to study for 5 weeks”. This attitude can influence the pre-selection of participants by the employer.

Another frequently found observation was that regional or in-country studies (and sandwich studies for Masters and PhD, whereby students pass half the time in their home country for field work etc.) would be a suitable solution to obtain more female participations in NFP fellowships. However, it was also objected that there is a risk to create a dichotomy of “Dutch/European/international educated” predominantly male professionals and regionally educated (in short courses) female professionals, in which of course the former gain more status and, probably, better pay.⁴⁰

Finding 22: Short courses and regional/local study programmes seem to favour women’s participation but discriminatory implications have to be taken stock of.

On the other side, the taking of short courses could be considered as a transitional phase for individual women and women in general, during which their families will be encouraged by the positive experience they witness, and become less resistant towards woman travelling later on abroad. Anyway, it can also be considered a better scenario than no chance for women at all, at least for the women's self-esteem and confidence, and it can help to confirm the observation that "not all that comes from abroad is better than what comes from inside".

“can quite easily be met by drawing by lot a selection consisting of 50% female next to 50% male applicants. Alternatively the ultimate total score table could be divided into sub-score tables according to gender. By picking an even number of fellowship candidates from both sub-tables, this criterion would be fulfilled.” At first sight, the selection methodology proposed might lead to the decline of courses to which very few women apply, impeding at the same time men to follow these courses. In other words, overall capacity building would suffer from the affirmative action for women.

³⁹ A similar recommendation, for men and women, was made by Berenschot (2008).

⁴⁰ In Ethiopia, the affirmative action for women coming to the university causes men to stigmatize: ‘You are here only because of affirmative action’. By the way, this happens also in the Netherlands to women when affirmative action is applied: “You only got this job because you are a woman”.

During our conversations with male and female alumni we came across many and outspoken differences in perceptions and points of view regarding the different obstacles (men and) women confront when searching for a fellowship. One quite striking finding was that two out of three Yemeni ex-fellows interviewed were not willing to let their daughters go to study in the Netherlands without further discussion and rethinking the matter. Socio-cultural frameworks are of the most importance in this matter and opportunities for streamlining NFP and making it more culture-responsive, for example through the input of its alumni, by seeking a common platform with similar donor organisations that award fellowships and by creating platforms like the National Alumni Associations NAA for alumni and fellowship officers to exchange ideas and share best practices may lead to useful strategies to adopt for the future.

6 Conclusions and lessons learned

6.1 Overall conclusions on gender

1. In general, respondents refer to gender as the equal participation of both men and women (students, staff and lecturers in university or NPT projects and in NFP). Exceptions to this overall rule are gender specialists at RNEs and in specific gender/women's projects, some of the Dutch counterparts and some Nuffic PAs who on their own initiative developed gender expertise. The issue of more fellowships for gender studies in order to strengthen gender capacity and expertise in the receiving institutions and countries was never mentioned.
2. All countries visited have legislation to protect women and counteract discrimination, and have subscribed international conventions and agreements. In some countries specific policies on women and gender (mainstreaming) are developed and national machineries put in place. In general, the situation of women has improved considerably. Nevertheless, CEDAW and Beijing (shadow) reporting, the international donor community and local women's organizations agree that gender equality has not yet become reality.
3. Next to poverty, a problem mentioned in all countries is the high prevalence of violence against women, at domestic but also societal level and more extreme in (post-)conflict situations, which violates the right of women to physical self-determination and threatens the health and security of women and their children. Respondents see violence against women as a major obstacle to development in general as well as to gender equality.
4. As for education, in countries like Colombia and Vietnam men and women have equal participation in primary and secondary education, but at the higher education levels (Master and PhD) men still outnumber women. At the same time, evidence from some country studies (Vietnam, Ethiopia) clearly demonstrates that access to education alone is not enough, since socio-cultural values are equally important for successful women's empowerment.
5. Gender mainstreaming has made the attention to women's empowerment disappear. The Dutch Shadow report Beijing+10 concludes that emphasis has gone to gender mainstreaming at the expense of specific policy and resources for women's empowerment. Even more alarming is that all respondents in this Gender Review agree that the *gender mainstreaming discourse* has made attention to *gender in general* to disappear: everybody is supposed to work on gender mainstreaming, so there is no more need for specific expertise or funding. In reality people don't know how to do it, don't do it and nobody is held accountable for it.

6.2 Factors that contribute to or hamper gender mainstreaming and women's empowerment in NPT/NFP at the organizational level (Nuffic)

6. It is concluded that Nuffic is only implicitly and thereby not sufficiently mandated in the MinBuZa/DCO directives to address gender mainstreaming and women's empowerment in NPT/NFP. In the new NICHE and NFP programmes this will be changed.
7. Apart from a weak mandate, Nuffic does not have a gender policy of its own, nor a vision or mission statement on how to treat gender.

8. In most countries local stakeholders have little awareness of and alignment with the national gender policies and Nuffic feels powerless in bringing about this gender perspective. The question is to what degree Nuffic should and could play a role in promoting this alignment and gender sensitiveness in the programmes.

9. At Nuffic female personnel is numerically over-represented at the lower levels, but less present at management staff level. Furthermore, there is no human resource policy that takes gender capacity into account when hiring and evaluating personnel, nor is gender training a feature at Nuffic.

10. The fact that several Nuffic PAs are rather gender sensitive and have expertise, is more a consequence of personal interest and earlier career development than of an institutional policy. At the same time, countries with such a PA seem to pay more attention to gender, making the gender expert PA an enabling factor in NPT gender mainstreaming.

11. Other instruments like gender budgeting are not employed (apart from the 50% policy in NFP). This leads to the overall statement that Nuffic is not a gender sensitive organization., although overall organizational culture, norms and rules are quite women friendly, and in publicity Nuffic also gives equal credit and non-discriminatory attention to both sexes.

6.3 Factors that contribute to or hamper gender mainstreaming and women's empowerment at the NPT programming level

12. Globally, local and Dutch implementers are aware of (Nuffic's) interest to incorporate gender in NPT projects, but they don't see much clarity from Nuffic's side and feel this issue is left to the discretion of the implementer; therefore they do not take it very seriously.

13. National Plans of Implementation for NPT generally are not gender sensitive, do only sporadically define specific gender outcomes, and do not comply with Dutch and national (sectoral) policies on gender and/or women's empowerment.

14. Due to the absence of women's organizations and advocates of gender and women's issues in the NPI process, in the selection of local implementer organizations gender sensitiveness and expertise do not play a role. Most implementing organizations have little gender awareness or expertise.

15. The same applies to the majority of Dutch counterpart institutions, albeit that some of them (are able to) mobilize gender expertise within their (university) structure when needed.

16. Nuffic NPT programme documents do not give clear guidelines on gender mainstreaming, 'Gender & Development' or 'Women & Development' perspectives and strategies.

6.4 Factors that contribute to or hamper gender mainstreaming and women's empowerment at the NPT project implementation level

17. Although there is some evidence that in a few projects NPT has contributed to gender mainstreaming, there is the perception that NPT contributions to changes in the NPT recipient organisations with regard to gender are insubstantial.

18. Very few NPT projects develop the gender issue into specific objectives, expected results, activities and/or impact (indicators). A gender need assessment or analysis at the moment of project idea and formulation in general has not taken place.

19. There is little evidence in project documentation that local implementers and/or Dutch counterparts are adequately equipped (with knowledge, skills and attitudes) to promote gender mainstreaming and the empowerment of women. During the project visits and interviews these observations were mostly confirmed, although at the same time more evidence was found that some projects in fact make efforts in terms of gender equality.

20. The overall impression exists that these efforts are more the initiative of local implementers than of Dutch counterpart institutions (Colombia, Ethiopia). In some other, but less frequent cases Dutch consultants are eager to insist on the development of a proper gender perspective and actively support the local implementer in this regard. Also in some countries the Nuffic PA plays a stimulating role in the incorporation of a gender perspective, as becomes clear in regular monitoring mission reports.

21. It is observed that in most projects technical gender expertise is not programmed or budgeted for, and the extent and intensity with which gender- or sex-disaggregated data and information are incorporated in the monitoring and evaluation of projects outcomes is quite limited (and Nuffic apparently does not consequently insist on compliance with gender-specific data in the monitoring/reporting format).

22. Predominantly, at the local level projects are managed by male directors/coordinators and local implementers report to see very few female visitors amongst the constantly in- en out-flying international coordinators and consultants.

23. In Vietnam and Yemen the NPT programme includes a special project on the strengthening of a (national) women's organization, aiming directly at gender and women's empowerment and including a clear gender perspective. However, in both cases these projects hardly have a "gender radiation" effect towards the other NPT projects, in the sense of supporting them in the development of gender related policies and strategies, training, the development of gender indicators, monitoring etc.

24. Prevention of violence against women is a priority in Dutch development cooperation but, although NPT projects generally coincide with sectoral issues in bilateral cooperation, no projects address violence against women or the more recent Dutch National Action Plan 1325 on Women, Peace and Security.

6.5 Factors that contribute to or hamper gender mainstreaming and women's empowerment at the NFP programming level

25. The NFP programme seems to be adequately designed for contributing to gender equality in a quantitative sense. The aspiration to award 50% of all NFP fellowship to women is being met at a worldwide level for Masters and Short courses, and almost for PhD (too few applications). For in-country Tailor-made and MYA courses there is not much information available.

26. At country level, only in Colombia and Vietnam do women aspire for a NFP fellowship as much as men, and the 50% rule is exceeded widely. In the other countries like Ethiopia the amount of women's applications is very limited, which makes it difficult to attain 50% of fellowships to women.

27. In most countries the lack of access to information on the NFP, above all for women that do not have a job or that live in the countryside, was mentioned as an obstacle to NFP participation.

28. Sometimes, other actors like national Ministries play a role in the selection process. When these actors are prejudiced with the overall cultural conceptions on women's gender roles, they will not be very keen to nominate female candidates, and lists with an inferior number of female candidates are presented to (and accepted by) the RNE.

29. In a more qualitative way, gender mainstreaming in NFP can also be done by offering gender capacity building. In the Nuffic NFP 2008 Brochure only 6 courses with an explicit reference to gender related issues are offered, a rather limited offer regarding a total of 328 Master and 199 Short courses. Nuffic has no influence in the contents of courses but could request to the Dutch institutions to include more gender related issues.

6.6 Factors that contribute to or hamper gender mainstreaming and women's empowerment in NFP at the personal (project) level

30. Crucially, enduring and resistant socio-cultural factors that militate against women threaten the effectiveness of development endeavours like the NFP. Amongst the cultural constraints, above all family responsibilities attributed to women are the main obstacles to their participation in fellowships. Furthermore, women seem to have more problems with leaving their children behind than men. In some countries, religious conventions also go against the idea of women travelling to foreign countries unaccompanied.

31. The stringent visa policy of the Netherlands is regarded a big obstacle for female candidates who do not want to travel without their children or are not allowed by their relatives to travel on their own.

32. Another major obstacle for women is the condition that potential fellows are mid-career professionals with a steady job, a stage at which women usually have binding family responsibilities. This makes the pool from which female fellows can be drawn smaller.

33. In certain countries the number of female graduates is just too small as women still do not participate in equal terms in primary and secondary education. The gender gap becomes a

matter of availability of women graduates, and not of accessibility. Reason for some to recommend the funding of fellowships for undergraduates, at diploma level, or even the financing of participation of girls in secondary education.

34. The lack of sufficient proficiency in the English language is an obstacle to both men and women, but affects women more money-wise and regarding accessibility.

35. Short courses are regarded to be more suited to the needs of women, as are regional or in-country studies (and sandwich studies for Masters and PhD). However, it is also objected that there is a risk to create a dichotomy of “Dutch educated” predominantly male professionals and female professionals educated regionally (in short courses).

36. Notwithstanding the overall constraints, it is worth mentioning that in all countries (especially in Yemen) NFP is recognized and appreciated by women for its potential of empowering them to improve their lives.

6.7 Lessons learned

From the above, it can be asserted that a clear and concise gender policy with indicators for measuring gender performance is necessary to jumpstart gender mainstreaming. It also becomes clear that key ingredients of gender mainstreaming success are commitment – in the broadest sense of the word - and technical expertise to set parameters, indicators, checks and balances to guide implementers in project design, approval and implementation.

A first lesson that has come to the fore is that a limited gender awareness, in people in general and in project staff in particular, is a big underlying problem to all gender mainstreaming and women’s empowerment efforts. Gender sensitivity is a kind of awareness that is not given, even less so in a male dominated society, but has to be brought about through a process of education, to start with a proper understanding of the term gender.

As became quite clear during interviews and debriefings, local stakeholders generally have insufficient gender awareness and do not align their activities with national gender policies and strategies. Nuffic, local implementers and stakeholders and Dutch counterparts do not agree on who should be the main responsible for gender mainstreaming in NPT. Nuffic recognizes it can put more emphasis (guidelines, etc.) during the project formulation phase, but gender accountability lies with the implementers: they should be(come) gender aware and work this out in their projects. Dutch counterparts state that Nuffic is in a better position to integrate gender in the project outline phase, and local implementers complain about the lack of guidance and support. Anyway, it results to be extremely difficult to work towards gender sensitive programmes when local structures are not gender aware and do not see the importance of gender mainstreaming.

Another equally important lesson is that the emphasis on gender mainstreaming makes women and their gender related problems and disadvantages disappear; there should always be room for affirmative action and (temporary) privileges for women.

Furthermore, often gender mainstreaming is only avowed with lip service when at the same time no gender mainstreaming framework, measures and accountability are put in place. Overall people are supposed to mainstream gender, but are not prepared to do so and no

monitoring of gender specific indicators takes place. In the end, it often comes down to that gender mainstreaming is not implemented at all.

Related to this, it becomes clear that the (political or personal) will on its own is apparently not a strong enough force to stimulate gender mainstreaming and the empowerment of women. Neither do activities of women's networks and associations alone bring about the impetus for change. There is the need for concerted efforts on all sides – the state, the donors, women's groups with the support of civil society - for meaningful gender change to occur. At the organizational level, the will for gender mainstreaming should be fostered and openly advocated by the highest authorities, at government ministries, embassies and implementing organizations. It is also important that men take a stand alongside with women to advocate for gender issues.

Although evidence is still scarce, there are indications that a gender pro-active approach and monitoring by Nuffic (e.g. the country PA) is an incentive to NPT project partners to address gender mainstreaming, and this opportunity should therefore be further exploited.

Gender equality is not a sectoral but a cross-cutting issue. Worldwide there is still a lack of capacity and methodologies to mainstream gender effectively in specific sectors. This also affects the NPT projects in their different sectors. Therefore, it is needed to develop sector specific intervention strategies and impact indicators, and educate gender sector specialist who are able to design, implement, monitor and evaluate gender mainstreaming and women's empowerment activities in different sectors.

It is worth mentioning that, despite all constraints encountered, the NPT and especially the NFP are appreciated and highly celebrated as some of the very few opportunities for women for further qualification and training. The Review Team was happy to have met a general positive attitude and openness illustrated by the partner institutions and the project staff towards the Gender Review.

7 Recommendations

Recommendations are geared towards the actors directly involved in NPT//NFP. Nuffic is not responsible for or capable of the implementation of all recommendations made (to her), but should take a clear and proactive stand in the promotion and facilitation of their implementation towards the other stakeholders, if it is to take a real interest in promoting gender mainstreaming and women's empowerment in NPT and NFP.

7.1 Overall recommendations

7.1.1 To **Nuffic** at the **organizational level** the following recommendations are made.

1. Nuffic should develop a gender policy or vision or include a statement on gender in its mission, in order to show its political will.
2. It is also recommended to develop a commonly shared gender concept for post-secondary education.
3. Nuffic could apply gender sensitivity criteria in selection and evaluation of its personnel.
4. Nuffic is recommended to establish a gender desk to orient gender mainstreaming, organize internal training etc. and to account for compliance with the overall gender policy.
5. It is also recommended Nuffic nominates a gender responsible at management staff level.
6. Nuffic could establish a gender task force with participation of MinBuZa (DCO and DSI/ER, Emancipation Issues) to integrate policy priorities of post-secondary education and gender/women's empowerment in NPT and NFP.
7. Programme documents should be reviewed to incorporate a gender perspective, making clear the importance of gender mainstreaming to sustainable development, the achieving of MDGs, the compliance of international conventions etc.
8. Nuffic could organize gender training for Nuffic staff and PAs.
9. Gender criteria should be included in all mission ToRs, from needs assessment to TEC and evaluations, and into consultant profiles.
10. Nuffic is recommended to seek donor harmonization and alignment by contacting and working together with other donors with similar programmes in higher or post-secondary education.

7.1.2 Recommendations to the Ministry of Foreign Affairs/Development Cooperation and/or the Embassies

11. It is recommended to implement general gender training for gender and education advisors, as well as to NPT/NFP officers at the RNEs.

12. The Ministry and the RNEs should integrate gender priorities of Dutch development cooperation (like violence against women, NAP 1325) into the NPT/NICHE and NFP programmes.

7.2 Recommendations for NPT/NICHE

7.2.1 As regarding the **NPT/NICHE programme** the following is recommended to **Nuffic**.

13. Nuffic could set gender targets for NPIs.

14. The needs assessment for the upcoming NICHE programme should cover women's organisations (NGOs, Ministries, gender institutes at universities, women's networks etc.) and include sex disaggregated data in order to identify the different needs of men and women and strategies needed to address those needs.

15. Nuffic is recommended to see to it that gender priorities of Dutch development cooperation are taken into account in elaborating NPIs.

16. As violence against women is one of the biggest obstacles to women's empowerment and a priority in Dutch development policy, it is recommended to pay attention to capacity building needs in this area in the needs assessment.

17. Nuffic could promote that in each NPT/NICHE country a gender specific project is included, linked to other NICHE projects and equipped and charged with capacity building radiating to all other projects in that country.

18. This specific project could be in charge of organizing awareness raising on gender issues at central partners level like the Ministry of Education, and of organizing gender days at country level for NICHE implementers and other stakeholders.

19. Nuffic could consider the feasibility of setting financial gender targets for overall NICHE programming (gender budgeting like in NFP).

20. It is recommended to include specific gender criteria (vision, expected results and outputs, activities, budget, impact indicators etc.) in the project approval procedure.

7.2.2 For NPT/NICHE project implementers

21. Project staff should undergo gender training to equip them with the skills required to mainstream gender in their projects. This gender training could be provided by the in-country gender specific project in collaboration with the Dutch counterpart organisation.

22. NICHE projects should be designed taking into account gender criteria like those from OECD/DAC/WID⁴¹, and set targets for (the increase of) female teachers, project staff and fellowships.

⁴¹ OECD/DAC/WID criteria for involving women in the project (design) are: 1. Women, preferably from the target group directly, must be consulted when the project is being devised. 2. Women from the target group must play an active role during the implementation of the project, i.e. making an active contribution to planning and management, having direct access to activities and resources, and not as unskilled workers or passive recipients.

23. It is also recommended that projects consider and include gender policies and issues within the respective project sector and consult gender expertise centres within the sector.

7.2.3 Recommendations to the RNEs

24. It is recommended to involve in the needs assessment and establishing of NICHE the RNE gender specialist, alongside with the advisor on education.

25. Embassies are recommended to incorporate their priorities in the area of gender mainstreaming and empowerment of women into the NICHE programme.

7.3 Recommendations for NFP

7.3.1 To Nuffic

26. Women's patronage of the NFP is directly linked to country specific socio-cultural factors and therefore Nuffic is recommended to adopt specific, gendered, flexible culturally sensitive approaches to support women's participation.

27. In order to expand the pool of women who access the NFP in countries where no educational gender equity exists, younger women such as fresh undergraduates below the managerial grade and without major family responsibilities could be intentionally targeted. This is also important in order to reach the more vulnerable groups.

28. In order to encourage more women to apply for the NFP, it is recommended to drop the condition of employer support and make individual fellowships for women possible.

29. Women's organisations and networks could be informed about the availability of MYA and other NFP programmes, and it is recommended to celebrate MYA with women's educational organizations.

30. It is recommended that Nuffic does a closer monitoring of the 50% rule in TM and MYA trainings.

31. Nuffic and the Dutch institutions could study the possibility to include in the fellowship pre-courses in English.

32. Nuffic is recommended to make efforts of awareness raising to the Dutch NFP implementing institutions on the importance and policy relevance of gender mainstreaming and women's empowerment. This could help to build the knowledge and change attitudes of these institutions in order to increase both the number of gender related courses and of female participants. Nuffic could also request Dutch course providers to include more gender related issues in the courses.

3. Obstacles to the participation of women must be identified and provisions (including financial) must be made to remove these. 4. WID expertise must be built into the project plan and the budget, and must be deployed during the project cycle in order to guarantee full participation of women.

33. It is also recommended to Nuffic to commission tracer studies in order to gain insight in the empowerment of women in their personal development, employment and career as a result of a NFP fellowship.

7.3.2 Recommendations to the NFP implementing institutes

34. NFP course providers should offer more courses and Masters/PhD in the form of Short courses and sandwich schemes.

35. In the same sense, it is recommended to design and offer more courses on gender issues.

36. Given the dimension of the problem of violence against women and its importance in Dutch bilateral cooperation, it is recommended that implementing organizations develop capacity building in this area, as well as in themes related to the NAP 1325.

37. NFP implementing organizations are recommended to give due attention to making the course environment more supportive of women, both in the Netherlands and in the home countries.

7.3.3 Recommendations to MinBuZa and/or RNEs

38. Embassies are encouraged to explore (other) funding possibilities of secondary education activities in order to expand the pool of female fellows in countries where relatively few girls enter secondary education.

39. It is recommended to MinBuZa to see into the possibilities to make the visa policy of the Netherlands government more flexible.

40. Both the Embassies and Nuffic could do more to interest women in NFP by explicitly inviting women to candidate, by mentioning (on websites, leaflets, newspaper adds) that priority is given to female candidates (as is stated now in the 2009 NFP brochure for PhD) and by involving women's organizations and networks in the supply of information to the target groups. This is even more important when in the new NFP the reaching out to more vulnerable, disadvantaged and geographically spread groups is looked for.

41. Sometimes, other actors like Ministries play a role in the selection process. When these actors are prejudiced with the overall cultural conceptions on women's gender roles, they will not be very keen to nominate female candidates. In these cases the RNE should inform the actors more completely on the 50% rule and make them comply with it.

42. The RNE could strengthen its activities in this and ensure information dissemination to women's organizations, associations and institutions by recruiting a local female coordinator for this task in countries like Ethiopia and Yemen, where socio-cultural obstacles to female fellowships are most present.

43. A local NFP coordinator could also be made responsible of organizing female candidates into small groups for travelling abroad, for accompanying the application process and for informative visits to their relatives, in order to take away resistance from their families' side.

44. To put into operation a more flexible and culture-responsive NFP policy, Nuffic, the Embassies and Dutch institutions could consider the possibility of introducing other

‘affirmative actions’ in bilateral cooperation such as decreasing the pre-requisites for females, reducing fees for local programs, introducing more ‘women friendly programs’ such as telecom engineering, facilitate the bringing of more courses and training to the countryside, and train and advocate the employment of women teachers and staff in partner institutions.

Documents consulted

- Aa, Ruud van der, et. al. 2007. *Evaluation of the international education programmes NPT and NFP managed by Nuffic*. Rotterdam: ECORYS Nederland BV.
- ADRC. September 2008. *Gender Awareness Tutor Guide. An ADRC Workshop for Instructors*. Addis Ababa: EQUIP.
- , September 2008. *Gender Awareness Learner Guide. An ADRC Workshop for Instructors*. Addis Ababa: EQUIP.
- Aerts, Ans. 2008. 'Ons succes levert soms ook scheve ogen op'. In: Transfer 9, jaargang 15. Den Haag: Nuffic.
- Asian Development Bank (ADB). 2005. *Vietnam Gender Situation Analysis*. Hanoi: ADB.
- Association for the Development of Education in Africa (DEA), Working Group on Higher Education. 2006. *A toolkit for mainstreaming gender in higher education in Africa*. Accra: Association of African Universities.
- Ata Aidoo, Ama. 1999. *The Girl Who Can and Other Stories*. Accra: Sub-Saharan Publishers.
- Awumbila, Mariama. 2001. Women and Gender Equality in Ghana: A Situational Analysis. In: Dzodzi Tsikata, Ed. *Gender Training in Ghana: Politics, Issues and Tools*. Accra: Woeli Publishing Services.
- Bafakih, Shifa A.K., and Kawuthar A. Sa'ad. 2005. *Cultural aspects affecting gender in Yemen*. Aden: WRTC.
- Berenschot. June 2008. *New application and selection procedures for the Netherlands Fellowship Programme (NFP)*. Utrecht: Berenschot.
- Bonder, Gloria (1994). "Mujer y Educación en América Latina: hacia la igualdad de oportunidades", en: *Revista Iberoamericana de Educación*, N°6, España, pp. 9-48.
- Brito, Lidia, Alemayehu Gebrehiwot and Ben van Baren. June 2007. *External Evaluation of the NPT Programme in Ethiopia*. The Hague: Nuffic.
- Buchmann, Claudia. & Hannum, Emily., 2001. *Education and Stratification in Developing Countries: A Review of Theories and Research*. In Annual Review of Sociology. Vol. 27: 77-102.
- Clark, Cindy, et al. February 2006. *Where is the money for women's rights?* Washington: AWID.
- Consejería Presidencial para la Equidad de la Mujer et al. 2007. *Seminario Internacional para la Formación contra la Violencia de Género e Igualdad de Oportunidades. Medidas a Implementar en el periodo 2006-2007*. Bogotá: CPEM
- , s.f. *Plan Estratégico para la defensa de los Derechos de la Mujer ante la Justicia en Colombia. Medidas a Implementar en el periodo 2006-2007*, Bogotá: CPEM
- , 2005. *Mujeres. Constructoras de Paz y Desarrollo. Una política nacional orientada a la paz, la equidad y la desigualdad de oportunidades*. Bogotá, CPEM.
- , 2005. *Mujeres Constructores de Paz y Desarrollo. Una política nacional orientada a la paz, la equidad y la igualdad de oportunidades*. Bogotá: CPEM.
- , s.f. *Rutas por la No Violencia contra la Mujer, Serie "Alfabetización para la Prevención de la Violencia intrafamiliar"*. Bogotá: CPEM.
- Departamento Nacional de Planificación, 2006. *Plan Nacional de Desarrollo 2006-2010 de Colombia*. Bogotá: DNP.
- Douma, Nynke. August 2008. *Women, peace and security in the Democratic Republic of Congo. A civil society assessment on current practices and future perspectives of the implementation of United Nations Security Council Resolution 1325*. Den Haag: Cordaid/WHYZE communications & research.
- Embajada Real de los Países Bajos en Bogotá. 2008. *Plan Estratégico Multi-anual*. Bogotá: RNE.

- European Communities. 2004. *TOOLKIT on mainstreaming gender equality in EC development cooperation*. Brussels: EC, EuropeAid Cooperation Office.
- Government of Ghana. 2002. *Meeting the Challenges of Education in the Twenty First Century: Report of the President's Committee on Review of Education in Ghana*. Accra: Adwinsa Publications.
- Gudeta, Zewdie, et al. July 2003. *An Annotated bibliography of Gender Issues in Ethiopia*. Addis Ababa: Center for Research, Training and Information on Women in Development, AAU.
- Hainard, François; Wiltshire, Kenneth (2001). *Filling the Urban Policy Breach: Women's Empowerment, Grass-roots Organizations, and Urban Governance*. UNESCO. Volume 22, Number 1.
- Human Rights Watch: <http://www.hrw.org/englishwr2k7/docs/2007/01/11/colomb14884.htm>
- Instituto Colombiano para el Fomento de la Educación Superior (ICFES): *Estadísticas de la Educación Superior 2002*. en: http://www.mineducacion.gov.co/1621/articles-85665_archivo_pdf1.pdf
- Izko, X., (2003) Identificación de la Demanda en Colombia. Buen Gobierno y Medio Ambiente, Bogotá-Quito, Nuffic-NFP, mimeo.
- Kabeer, Naila, Tran Thi Van Anh, Vu Manh Loi. 2005. *Preparing for the Future: Forward-looking Strategies to promote Gender Equity in Vietnam*. World Bank Group, United Nations Country team Viet Nam, Hanoi.
- Koekebakker, Welmoed, and Wendy van der Tol. 2005. *Zijn de verwachtingen van Beijing uitgekomen? Tijd voor actie! Initiatief Beijing+10 Nederland*.
- Kwapong, Olivia Adwoa Tiwaah Frimpong, 2007. *Widening Access to Tertiary Education for women in Ghana Through Distance Education*. In: Turkish Online Journal of Distance Education-TOJDE Volume: 8 Number: 4.
- Majoer, Herma, and Megan Brown. November 2008. *Monitoring 1 year NAP 1325*. The Hague: Working Group 1325.
- Mashhour, Hooria. April 2008. *Gender Audit Report*. Sana'a: The Supreme Council for Women / Women National Committee.
- Medica Mondiale. October 2007. *Women, Peace and Security in Afghanistan. Implementation of United Nations Security Council Resolution 1325*.
- Ministerie van Buitenlandse Zaken/DCO. 2008. *Inschrijvingsdocument inclusief bijlagen EU aanbesteding Beheer vernieuwde internationale onderwijsprogramma's NFP en Niche*. Den Haag: MinBuZa/DCO.
- /Ontwikkelingssamenwerking. 2007. *Een zaak van iedereen / Our Common Concern. 2007-2011*. Ministerie van Buitenlandse Zaken (Development Cooperation).
- , 2001. *Selectiedocument: Aanbesteding intermediaire organisatie nieuwe internationaal onderwijs programma's*. Den Haag: MinBuZa.
- Ministerio de Educación. 2008. *Plan Sectorial 2006-2010: Revolución Educativa. Colombia Aprende*. Documento No. 8. Bogotá: Ministerio de Educación Nacional de la República de Colombia.
- Ministry of Education, Women's Affairs Department. September 2004. *Five-year strategic framework for enhancing women's participation in tertiary education in Ethiopia*. Addis Ababa: Ministry of Education.
- , 2007. *Main Strategies of Women's Education and Training*.
- , October 2008. *Current Status of Girls Education in Ethiopia*; presented at National Women Meeting Organized by MOWFA (PowerPoint). Addis Ababa: Gender and Educational Equity Department MoE.
- Ministry of Finance and Economic Development. n.d. *Guideline for Mainstreaming Gender in the Budget Process*. Addis Ababa: UNICEF, MoFED and British Council.

- Ministry of Foreign Affairs/DSI/ER. December 2007. *Dutch National Action Plan for the implementation of United Nations Security Council Resolution 1325 on Women Peace and Security*. The Hague: MinBuZa.
- Ministry of Women and Children's Affairs. n.d. *National Gender and Children Policy*. Accra: MOWAC.
- , n.d. *Strategic Implementation Plan (2005-2008)*, Accra: MOWAC.
- Musch, Vera. 2007. *Internal review of the NETHERLANDS FELLOWSHIP PROGRAMMES Multi-year Agreements (NFP/MYA)*. The Hague: Nuffic Directorate Capacity Building & Fellowships.
- National Committee for the Advancement of Women Vietnam (NCFAW). 2008. *Opening Speech, International Workshop on effective strategies for the implementation of CEDAW*. Quang Ninh province: NCFAW.
- , 2008. *Report to Vietnam Developments Goals*. Hanoi: NCFAW
- , nd. *National Strategy for the Advancement of Women in Vietnam by 2010*. Hanoi: NCFAW.
- , 2007. *Plan of Action for the Advancement of Women in Vietnam for the period 2006-2010*. Women's Publishing House, Hanoi, Vietnam.
- Nieto, V. 2008. *Amazonía es también cuestión de género*, Notimani (Infomormativo de la UNAL de Colombia Sede Amazonia) No. 14. Leticia: UNAL.
- , 2008. *Jaaroverzicht 2007*. Den Haag: Nuffic.
- Nuffic. n.d. *NFP Basic data per programme*. The Hague: Nuffic.
- , NPT documents (NPIs, project outlines and documents, TEC, progress reports etc.) for 5 selected countries.
- , 2008. NFP data per type of course, per institution and discipline.
- Ofei-Aboagye E. 2004. *Promoting gender sensitivity in local governance in Ghana*. In: Development in Practice, 14, 753-760
- Organization for Economic Co-operation and Development, Development Assistance Committee (OECD/DAC). 2007. *Gender Equality and Aid delivery. What has changed in development co-operation agencies since 1999?* Paris: OECD.
- , 1999. *DAC Guidelines for Gender Equality and Women's Empowerment in Development Co-operation*. Paris: OECD.
- PDI, CIHP, JSI. 2002. *Impact of Cairo POA- Gender , Women's empowerment and Reproductive health in 4 Vietnamese communities*. JSI Research & Training Institute Inc.
- PNUD: Informe de Desarrollo Humano 2007/2008:
http://hdr.undp.org/en/media/HDR_20072008_SP_Indictables.pdf consultado el 6/10/08.
- Prah, Mansah. 2009 (forthcoming). Gender in Ghana. In: "Ghanaians." In *Worldmark Encyclopedia of Cultures and Daily Life*. 2d ed. Farmington Hills, MI: Cengage Gale.
- Royal Netherlands Embassy at Addis Ababa. 2008. *Multi-Annual Strategy Paper*. Addis Ababa: RNE.
- Royal Netherlands Embassy at Sana'a. 2008. *Education – Yemen: Achievements and Challenges*. Sana'a: RNE.
- , 2008. *Multi-annual Strategic Plan 2008-2011*. Sana'a: RNE.
- Sierra, Rosaura; Gisela Rodríguez (compiladoras) (2005). *Feminización de la matrícula de educación superior en América Latina y el Caribe*. UNESCO/ IESALC. Instituto Internacional para la Educación Superior en América Latina y el Caribe.
- Social Fund for Development. 2008. *Gender Mainstreaming Strategy and Framework*. Sana'a: SFD.

- Stegge, Jolanda aan de, et al. 2007. *Good intentions alone won't do. Dutch gender policy in Afghanistan, Yemen, Burkina Faso, Guatemala and Bangladesh*. The Hague: Ministry of Foreign Affairs.
- Sutherland, Margaret (1999). *Gender equity in success at school*. UNESCO. Hamburg. "International Review of Education", Volume 45 n° 5-6, pp.377-624.
- UNDP Human Development Report:
http://hdrstats.undp.org/countries/data_sheets/cty_ds_COL.html
- , 2008. Website Vietnam. <http://vietnam.unfpa.org/gender.htm>; www.undp.org.vn
- , 2002. *Gender Briefing Kit*. Hanoi: UNDP.
- UNESCO (2002). *The needs of women*. UNESCO- mainstreaming, France 9.
- UNFPA. November 2008. *The State of World Population Report Reaching Common Ground: Culture, Gender and Human Rights*. New York: UNFPA.
- United Nations Country Team Vietnam (2005) *The Millennium Development Goals and Viet Nam's Socio-Economic Development Plan 2006-2010*. Publication Department, Ministry of Culture and Information of S.R.Viet Nam.
- United States Agency for International Development's Office of Women in Development. 2008. *Education from a Gender Equality Perspective*. Washington: USAID.
- , May 2008. *Education from a gender equality perspective*. Washington: USAID.
- Verbaken, Karin. 1996. *Analysis of the implementation of the Netherlands Women and Development Policy*. Report for the Ministry of Foreign Affairs. Leiden: Karin Verbaken Consultora (in Dutch).
- Vietnam Women's Union (VWU). 2005. *Review report: 10 year implementation of the Beijing Platform of Action*. Ha Noi: VWU.
- Vijfhuizen, Carin, Shifa Bakafih and Nadia Sallam. 2007. Integrating Women and Gender Issues in the Curriculum of the Aden University in Yemen. In: *Proceedings of the International Conference on "Women, Science and Development"*. Aden: Aden University Printing and Publishing House.
- , 2005. *Mainstreaming Gender in the National Strategy for the Development of Higher Education in Yemen*.
- Visser, Jan, and Abdulrahman Almoassib. January 2008. *External evaluation of the NPT program in Yemen, 2003-2007*. Eyragues, France & Sana'a, Yemen: Nuffic.
- Visitatiecommissie Emancipatie. Januari 2007. *Emancipatiebeleid en gender mainstreaming bij het Ministerie van Buitenlandse Zaken*. Den Haag: VCE.
- Voordouw, Ans. September 2008. *Long range perspectives for the education sector*. Report prepared for the Ministry of Education, Ethiopia, and the UNDP, DAG secretariat by CINOP team. 's-Hertogenbosch: CINOP.
- Vrije Universiteit Amsterdam. 2007. *Diversiteit op de Vrije Universiteit. EQUAL 2005-2007. Beleid, Wetenschap en Praktijk*. Amsterdam: Equal Project VU.
- Westendorp, Annemarie. 2008. *Closing the Gender Gap in Higher Education and Forms of Resistance: the Case of Ethiopia*.
- WO=MEN Dutch Gender Platform. 2008. *Annual report 2007*. The Hague: WO=MEN.
- Women National Committee. 2008. *National Strategy for Women Development*. Sana'a: The Supreme Council for Women / Women National Committee.
- Wondimu, Habtamu, et al. n.d. *Gender and Cross-Cultural Dynamics in Ethiopia: the case of eleven ethnic groups*. Addis Ababa: AAU Printing Press.
- World Bank. 2008. *The Road Not Traveled. Education Reform in the MENA Region*. Washington: World Bank.
- World Bank, ADB, DFID, CIDA. 2006. *Vietnam Country Gender Assessment*. Hanoi.
- Zuidberg, Lida. 2006. *'Dutch gender policy in practice'. The role of RNE Sana'a in gender mainstreaming of health and education in Yemen*. EOS Consult.

Annexe 1

Terms of reference for an external Review of the NPT/NFP programmes: Gender mainstreaming

I. Introduction

The **Netherlands Programme for Institutional Strengthening of Post-secondary Education and Training Capacity (NPT)** was launched in June 2002. Its purpose is to help developing countries to strengthen their institutional capacity for post-secondary education and training in a sustainable way that equips them eventually to meet their own needs for training and manpower. The NPT is implemented in 14 countries: Benin, Colombia, Ethiopia, Ghana, Guatemala, Indonesia, Mozambique, Rwanda, South Africa, Tanzania, Uganda, Vietnam, Yemen and Zambia. The NPT programme more specifically aims to strengthen the capacity of:

1. national/sectoral institutions to support post-secondary education and training provision (e.g. through quality assurance, accreditation, ICT networking, policy development, and coordination);
2. NPT supported education and training institutions to support specific sectors with post-secondary education and training.

The NPT programme logical framework is attached as Annex 1.

The **Netherlands Fellowship Programmes (NFP)** are demand oriented fellowship programmes designed to foster institutional development. The NFP is initiated and fully funded by the Netherlands Ministry of Foreign Affairs from the budget for development cooperation. This ministry has contracted the Netherlands Organization for International Cooperation in Higher Education (Nuffic) to administer the NFP. The overall aim of the NFP is to help alleviate qualitative and quantitative shortages of skilled manpower and to do so within the framework of sustainable capacity-building directed towards reducing poverty in developing countries. More specifically, the NFP is focused on meeting the need for further training and capacity-building in developing countries. To maximize the fellowships' impact on capacity-building, NFP funded training must be linked to the institutional development of organizations. A wide range of organizations are eligible - governmental, private and non-governmental. They can include educational institutions, planning agencies, ministries, community-based organizations, and private enterprises, for example. The NFP target group consists of mid-career professionals who are already in employment and who are nationals of and working in one of 57 selected countries. Half of the available funding from the NFP budget should be spent on fellowships for female candidates and for candidates from sub-Saharan Africa. For this review, of particular interest are the Multi Year Agreements (MYAs). The Multi-Year Agreements (MYA) were launched in 2003 as a pilot to support the explicit linkage to the institutional development of organizations within the regular NFP programmes. The concept is to cluster the NFP applications within the five NFP sub-programmes from one Southern organization over a period of three years.

More detail on the NPT and NFP programmes is provided in Annex 2. The NPT and NFP programmes are managed and administered by the Netherlands Organization for International Cooperation in Higher Education (Nuffic) on behalf of the Netherlands government.

Rationale

Policies

NPT and NFP programmes should follow Dutch Development Policy. In 2001, DGIS presented a framework for Gender mainstreaming (Key Sheet no. 4, Gender mainstreaming' for Policy, Planning and implementation, 2001). In the new policy for Development Cooperation 'Een zaak voor iedereen' (16 October 2007), Minister Koenders gave a renewed impulse to gender issues in development by presenting it as an explicit priority area and by explicitly addressing the political and value based character of development. In fact, achieving the millennium development goals explicitly requires attention for differential needs between men and women and a process of debate and dialogue on what kind of policy and resources are needed to address both. In addition, in order to reduce the gap between men and women, specific strategies and extra resources are needed. In his recent letter to Parliament (February 2008), and in the NFP/NICHE programme (Netherlands Capacity Building Initiative – the follow-up programme of the current NPT) the Minister recognizes that more attention for gender is required in NPT. The OECD-DAC Gender Policy (1999) provides useful guidelines for Gender equality and women's empowerment in Development cooperation. (See also Annex 4) .

Information from NPT and NFP evaluations

In 2006, DCO issued an external evaluation of its NFP and NPT programmes and Nuffic issued several external country evaluations of the NPT programmes. Although all the Terms of References (ToRs) mentioned gender as an issue to be addressed, these general programme evaluations have not contributed significantly to better insights in factors that favor or disfavor integration of gender perspectives in NPT and NFP. Conclusions about adequate implementation strategies for women's' empowerment and gender mainstreaming are lacking or rather limited. The references to gender mainstreaming are quite general, not always funded by a sound analysis and gender is reflected to a very limited extent in the recommendations.

These facts and Nuffic experiences in the past few years with NPT and NFP bring Nuffic to conclude that mainstreaming gender into the programmes is difficult and so far too little systematic attention for gender was asked in both programmes. Hence, it is clear that at project level gender is hardly explicitly addressed. At the same time we know that some projects do pay attention to gender issues, but this is not always described in reports. We are sure that much knowledge and ideas how this could be better incorporated is available among the stakeholders. With this review, Nuffic intends to enter into a process of common reflection and dialogue with the multiple stakeholders in NFP and NPT over questions like "why is it so difficult to implement gender mainstreaming" and "how can it be improved in present and future programmes".

The present study is commissioned by Nuffic.

Purpose of the study

The purpose of the review is to improve the current and future programmes in terms of Gender mainstreaming, the enhancement of the position of women and gender relations. It will result in recommendations for the improvement of the programmes concerning these issues.

Objectives

The tasks of the consultants are threefold:

1. review NPT and NFP's contributions to changes in the NPT/NFP 'recipient' organizations with regard to gender mainstreaming and women's enhancement.
2. analyse the factors which contribute or hamper gender mainstreaming and women's enhancement and empowerment at all levels and dimensions⁴²:
 - at programme level
 - at project level
 - the implementation process, the instruments and mechanisms
 - different stakeholders.
3. draft recommendations for improvements for the current and future NPT and NFP programmes regarding women's empowerment and gender mainstreaming. The recommendations should be specific and concrete and be addressed to the various stakeholders. The recommendations should address all levels and aspects of the programme, including processes and procedures, instruments, mechanisms and capacities/expertise.

Specific questions for discussions with NFP and NPT stakeholders

- Is the mandate of Nuffic with regard to women's empowerment and gender mainstreaming clear?
- Are the NPT / NFP Programmes adequately designed for contributing to gender equality?
- Are the NPT / NFP instruments adequate to effectively integrate gender perspectives throughout the programme phases?
- Should Plans of Implementation (NPT) comply with Dutch and National and / or sectoral policies on gender and/or women's enhancement?
- Do national Plans of Implementation (NPT) define specific gender outcomes?
- How could NPT / NFP project outlines and NFP selection and admission procedures better address Gender mainstreaming, a 'Gender & Development' or a 'Women & Development' perspective?
- How do NPT/ NFP project documents address Gender mainstreaming, 'Gender & Development' or 'Women & Development' perspectives and strategies?
- How do or how can individual projects pay specific attention to Gender mainstreaming, to a 'Gender & Development' or a 'Women & Development' perspective in the implementation phase?
- Are NPT / NFP stakeholders and partners adequately equipped (knowledge, skills and attitudes) to promote gender mainstreaming at all levels and dimensions of the programme and projects. If not, how could this be improved?

For all the above questions, the main focus for reflection and discussion should be on what the enabling and disabling factors involved are, what can be done to improve gender mainstreaming in present and future programmes.

⁴² In this respect reference is made to the Key Sheet no 4: '*...all too often policy commitments 'evaporate' in the process of planning and implementation*'. DFID & DGIS, 2001.

Scope

The consultants will carry out the review on the basis of a representative sample of NPT and NFP (including Multi Year Agreements and Tailor-Made Training courses) in five NPT / NFP countries. NPT is implemented in nine African, in two Asian and in two Latin American countries. In consultation with DCO/OO, the following countries were selected:

Vietnam, Colombia, Ghana, Ethiopia and Yemen

The consultants need to take into account :

- Policy framework documents (Dutch foreign policy on gender mainstreaming, DCO call for tender, Nuffic bid, NPT programme log frame);
- National Gender Policies and strategies;
- National NPT Plans of Implementation, project outlines, revised project documents and annual reports;
- The instruments available for the implementation of the programmes.

The review will be an opportunity to learn about the differences between the countries. The study will involve information gathering in the Netherlands and in the five abovementioned countries. The team will convene in the Netherlands at that start of the assignment with the purpose to establish a common working method, to study documents, to prepare interviews and to assess the commitment and capacities of the implementing partners (lead and consortium partners), conditions and opportunities for gender mainstreaming and women's empowerment. The team will also hold interviews with DCO, Nuffic and Dutch implementing lead and consortium partners. The purpose of the country visits is to investigate the institutional and organizational context in which projects are being implemented, the stakeholders involved, the commitment and capacities of the implementing partners, conditions and opportunities for gender mainstreaming and women's empowerment.

Methods

The Review will apply various methods, such as

Desk study:

- NPT and NFP programme documents, the programmes' set up, the instruments and procedures applied by Nuffic;
- The countries' NPT-Plans of Implementation and their coherence with national gender policies and strategies;
- The project documents for the projects in the five selected countries.

Interviews and/or workshops will be held with:

- Nuffic staff on their knowledge and practices regarding gender issues and perceptions on the gender mainstreaming in projects, at the level of implementers and the programme as a whole;
- Education- and gender specialists at the Ministry of Foreign Affairs;
- with Dutch implementers of selected projects in the NPT countries;
- with implementers and stakeholders in the selected countries (Royal Dutch Embassy staff, such as Education Secretaries, Gender Officers etc);
- With other donors in the five countries about their policies and practices on gender mainstreaming.

It is suggested that interviews are conducted in the form of group discussions / workshops to the extent that this is feasible and manageable. Audio recording will be made to collect 'live' information for debriefing and publications.

In each country, a debriefing will be held on preliminary findings before return to the Netherlands. In The Netherlands, a debriefing will be organized on a Gender Day (to be organized by Nuffic), where all Dutch partners will be invited.

On return, a draft report will be submitted to Nuffic. Before that, a feedback session with Nuffic staff will be held to discuss preliminary findings.

Team composition

The Review will be carried out by a team of four independent consultants. The expertise of the team should at least cover the following fields: Gender mainstreaming, Institutional Capacity Building in Higher Education, Institutional & Organisational Development, Programme and Project Evaluations.

Sources of information and stakeholders to be involved

The Review team will make use of the following sources of information:

- NPT and NFP Calls for Tender (DCO) and the Bid by Nuffic, NPT programme logframe, NPT and NFP instruments (formats);
- National and Dutch Policies on gender mainstreaming and women's enhancement, differentiated per sector;
- National NPT-Plans of Implementation;
- Evaluation and mission reports;
- Project documents (including project outlines, elaborated project proposals, progress reports, internal evaluation reports, former evaluation reports, mission reports, correspondence and publications);
- Interviews / workshops with persons from institutions in: Vietnam, Colombia, Ghana, Ethiopia and Yemen and in the Netherlands, directly and indirectly involved in the programme and projects (Nuffic Management, Nuffic staff, DCO staff, RNE staff for NFP and NPT, project staff, collaborating persons, benefiting organizations and groups);
- Interviews / workshops with former and present staff of the Ministry of Education in the five countries and NPT implementing institutions;
- Interviews with relevant women's organizations, gender offices and women's affairs offices in Ministries (sectoral and Education) and participating institutions, as well as with female staff of participating institutions and organizations;
- Representatives of other donor organizations in the selected countries;
- Other relevant information.

The Review mission should visit the Royal Netherlands Embassy in each country at the beginning of the Review mission for information gathering and briefing purposes.

Timing and schedule

The Review will be conducted by Karin Verbaken, and Ms Mansah Prah, Ms Tran Thu Thuy and Ms Adriana Marrero. For Yemen, a consultant will be identified in due course, in collaboration with the Royal Dutch Embassy. The Review will take place in the period from **1 August 2008 till 31 January 2009**.

The reviewers will define in common agreement a division of tasks and the methodology of the Review. The team leader and the country consultant(s) are jointly responsible for the data gathering; the country consultant(s) is/are responsible for the writing up of the country report, supervised by the team leader. The team leader and the country consultant are jointly responsible for the content, quality and the timely delivery of the draft and final report, whereas the team leader will take up the final responsibility for the synthesis and abstraction on the basis of the country information(s), assisted by the country consultants. The national consultants, in consultation with the team leader, are responsible for the logistical organization of national/regional workshops. Nuffic will provide contact details of NPT project coordinators. The tentative time schedule **(including travel)** for the Review team will be as follows:

a) preparation (study of documents, elaboration of methodological proposal, etc.): a maximum of

- 4 days for the team leader
- 4 days for each of the team members, including travel to the Netherlands.

b) Interviews, workshop(s) and further study of documents in the Netherlands:

- 5 days for the team leader
- 5 days for each of the team members

c) study of documents, interviews and other forms of data collection in Vietnam, Colombia, Ghana, Ethiopia and Yemen; preparation and elaboration of draft report; debriefing: a maximum of

- 36 days for the team leader
- 8,5 days for the consultant in Vietnam
- 7,5 days for the consultant in Colombia
- 24 days for the consultant in Ghana, Ethiopia and Yemen

d) elaboration of the final draft report a maximum of:

- 5 days for the team leader
- 1.5 days for the other team members for assisting the team leader in the finalization of the report (at distance)

e) discussion of conclusions and recommendations with Dutch partners and the Nuffic and debriefing in The Netherlands: a maximum of:

- 1 day for the team leader
- 3 days for the African team member

Reporting

Debriefing

In each country, a debriefing to the relevant authorities (including MoE, Womens Affairs Offices/Ministries), RNEs, project staff will be held before returning to The Netherlands.

Nuffic will organize a Gender Seminar with Dutch and Southern partners in the NFP and NPT programmes, where the Review team will present the findings, conclusions and recommendations. This Seminar is planned for

January 2009. Nuffic aims to use the recorded material as publication material and for use in the Gender Seminar.

Written report

The consultants will jointly draft country reports of the Review in the English language before their departure from each country. These country reports will be annexed to the main report which summarizes the main observations, conclusions and recommendations of the review study of the five countries. The draft report will be presented to the Nuffic within two to three weeks after the return of the mission leader from the last country included in this Review to the Netherlands, and no later than 1 December 2008. The following schedule will be followed:

- **Country reports** will be distributed for comments within two weeks after the review in the respective countries, by the Review team.
- The **draft report**, including the country reports, will be submitted to Nuffic for comments, no later than 1 December 2008.
- By 10 December, the **final draft** will be distributed by Nuffic to The Ministry of Foreign affairs, NPT and NFP implementers and other participants in the review for their comments (Commenting period 10 December - 31 December 2008).
- The **final report** will be presented in the Gender Seminar for a final discussion and validation, it must be submitted to Nuffic by 10 January 2009 at the latest.

Recordings

The team will present to Nuffic all recordings made. Nuffic will use these for publication and promotional purposes.

Authorisation

Datum: 22 August 2008



R.E.V.M. Schröder
Head of Capacity Building Programmes
Directorate Capacity Building & Scholarships

NETHERLANDS

August	Reading; communication with Embassies in Colombia, Vietnam, Tanzania, Ghana; preparation field visits in Colombia; methodology set-up; travel arrangements Colombia, Ghana and Vietnam
Thursday 14/8	Meeting on Nuffic, briefing with Miriam Langeveld (PA NPT Ethiopia and gender liaison person), Judith Hoogmoed en Neda Wimmers (NFP), Carin Vijfhuizen (NPT Tanzania/Yemen)
Tuesday 19/8	Meeting on Nuffic, meeting with Jolie Franke (team leader NFP MYA, TM and Refresher Courses, PA NPT Colombia), meeting with Koen Yap (PA NPT Vietnam and teamleader NFP MYA, TM and Refresher Courses)
Monday 25/8	Meeting on Nuffic with Ouindinda Niekiema (PA NPT Ghana)
Sunday 31/8	Arrival local consultants in the Netherlands; Adriana Marrero (AM) from Uruguay Mansah Prah (MP) from Ghana Thu Thuy Tran (TT) from Vietnam
Monday 1/9 -	Meeting with local consultants and Langeveld Interview with Joep Houterman (Director Capacity Building and Scholarships Directorate), Beer Schröder (Head Capacity Building Programmes) and Birgitte Vos (Team Leader Capacity Building and Scholarships Directorate) Meeting with NPT and NFP Programme Administrators (Franke, Langeveld, Yap, Hans Maltha, Hoogmoed, Helene Ullero, Nkiema, Vijfhuizen, Emma Peraza (MYA); focus group discussion Team meeting with Langeveld on logistics Team work on methodology development; division of tasks and responsibilities; review Dutch gender policy Dinner Review Team with Langeveld
Tuesday 2/9	Meeting with Dessie vd Meer on financial matters and invoices Meetings with Nuffic PAs: country visit preparation and interview AM with Jfranke (Colombia), MP with Ouindinda Niekiema (Ghana) and Vijfhuizen (Yemen), TT with Hoogmoed (NFP) and Ingrid vd Elst Methodology development

⁴³ KV Karin Verbaken, team leader
AM Adriana Marrero, consultant for Colombia
MP Mansah Prah, consultant for Ghana, Ethiopia and Yemen
TT Thu Thuy Tran, consultant for Vietnam
YW Yelfign Worku, consultant for Ethiopia
FK Fatima Kahtan, consultant for Yemen

- Wednesday 3/9** Interview with Ms Thanh Dam Truong, prof. of gender studies at ISS
Individual meetings with Nuffic PAs: AM with Emma Peraza (NFP), MP with Luuk Bosma (MYA and TM Ethiopia), TT with KYap (Vietnam)
Methodology development; preparation workshop
- Thursday 4/9** Visit to CIS/VU in Amsterdam, interview with NPT project coordinators Rien Kool (Ethiopia, Yemen), Tineke Melis (Ethiopia), Wim van Dongen (Ethiopia), Anna Bon (Colombia, Ghana), Rob Merkus (Ethiopia) and Leo de Feiter (Ghana)
Presentation Review Team and methodology to Nuffic staff and Dutch NPT implementers, and workshop with Dutch implementers:
V Hal Larenstein: Willibrord Verheggen and Annemieke Westendorp
RNTC: Bernadette van Dijk
HBO Raad: Arian van Staa
DLV : Frans Doorman
Maastricht School of Management: Jaap Voeten
Hoge School Leiden: Annemieke Ravenhorst
MDF: Sjoerd Zanen
Saxion University: Tsjikke Schippers and Siep Littooij
Drinks
- Friday 5/9** Meeting MP with Langeveld (Ethiopia)
Meeting with four MSc fellows at ISS: Tadesse Shiferaw Dimibisso (Ethiopia), Priscilla Manshana (Namibia), Henry Pablo Armas A. (Perú) and Manisha Gunasekera (Sri Lanka)
Wrap-up session; global planning; goodbye drink gender Review Team
- Saturday 6/9** Departure local consultants
- Monday 8/9 - Thursday 18/6** Finalization methodological instruments; start-up reporting
Travel and visa arrangements; preparation country visits Colombia (with AM) and Ghana (with MP)

Visit to DGIS, interview with Arjen Kool (DCO), Corien Sips (DCO) and Marja Cochijs (DSI/ER)

COLOMBIA

- Saturday 20/9 - Saturday 27/9** Country visit Colombia TL and AM

GHANA

- Sunday 28/9 – Sunday 5/10** Country visit to Ghana TL and MP

NETHERLANDS

Monday 6/10	Visit to WUR/Alterra, interview with Pieter de Vries and 2 NPT students
Tuesday 7/10 -	Preparation Vietnam country visit
Friday 10/10	Review reporting Colombia (KV)
October 8-10	Preparation Vietnam country visit (TT)

VIETNAM

Saturday 11 - Saturday 18	Country visit Vietnam TL and TT
--------------------------------------	---------------------------------

NETHERLANDS

October 20-24	Preparation country visit Ethiopia
----------------------	------------------------------------

ETHIOPIA

Saturday 25/10 - Saturday 1/11	Country visit Ethiopia TL, and YWMP
---	-------------------------------------

YEMEN

Sunday 2 - Monday 10/11	Country visit Yemen TL, MP and FK
------------------------------------	-----------------------------------

NETHERLANDS

November	Reporting
December	Reporting
December 3	Visit to Wageningen; individual interviews with Frans Huibers (WUR, NPT/YEM/036 WEC/SU); Bettina Bock (WUR, WRTC YEM/037); Kees van 't Klooster and Enrique Diaz(Alterra, NPT/COL/073); Willibrord Verheggen (Van Hall Larenstein; several projects in Vietnam and Ethiopia); André de Jager (WUR/DLO, NPT Uganda)

December 4	Visit to Maastricht MsM, interview with Miriam Fijns (MBA, NPT/YEM035); Jeanette Oostijen, Diederik de Boer (NFP Tanzania); Jaap Voeten (VNU project in Vietnam and WRTC project in Yemen) Visit to Mundo, interview with Annechien Deelman (NPT Ghana), Heinz Grijn (NPT/YEM 259, NPT/ETH/107), Geraldine van Kasteren (NPT Tanzania, Indonesia, Uganda), Mike Robertson and Han Aarts
Januari 6, 2009	Debriefing meeting with PAs Jolie Franke, Judith Hoogmoed, Miriam Langeveld en Carin Veldhuizen.
Januari 7	Revision and integration of Nuffic comments as far as relevant

Annexe 3 Guidelines for Interviews

3.1 Guidelines for interviews with Nuffic NPT PAs

Programme/Project Planning and Design

1. Are gender equality and women's empowerment sufficiently mandated in NPT program and projects?
2. Is gender equality incorporated in the National Plan of Implementation
3. Are gender equality goals and objectives normally included in project design?
4. For each project, is there a needs assessment, including an analysis of gender roles and responsibilities, included in project design?
5. Are best practices in gender integration in programming shared in subsequent project design?
6. Are gender questions or criteria included in your project proposal approval process?
 - in identification
 - in tendering
 - in TEC
 - otherwise.
7. Do you consider that NPT project proposals have been designed with gender criteria in mind (like for eg the DAC/WID criteria).
8. Do NPT projects do gender budgeting or include financial resources for gender expertise and /or training?
9. Do you think project implementers are aware of this possibility?

Program Implementation

1. Does the implementation plan for projects normally include activities that strengthen skills and provide women/girls with equal access to services and training?
2. Do you think NUFFIC has developed the capacity to recognize and handle resistance to addressing gender issues in your programmes/projects. How can Nuffic do this? Concretely how do you think it can be done? Workshops? Discussion?
3. Are there any instruments that NPT uses to strengthen gender equality in programmes and projects?

4. What are the challenges and obstacles to incorporating gender analysis in NPT project planning and implementation?

Technical Expertise

1. Do you consider that you have the necessary knowledge, skills and attitudes to carry out your work with gender awareness?
2. Do you consider there exists the need to have specific expertise in gender issues for NPT planning, implementation and monitoring? Why do you think so?

Monitoring and Evaluation

1. Is gender disaggregated data collected for projects and programs?
2. Is the gender impact of projects and programs monitored and evaluated?.
3. Are gender disaggregated data used to provide useful information for program/project evaluation and subsequent program/project design?

Partner organizations

1. Is commitment to gender equality a criterion in your organisations' selection of partner or local NGO affiliates? Do you think it is feasible?
2. Is a gender policy included in the written agreements outlining your organization's relationship with partner or local NGO affiliates?
3. Does your organization provide training and tools on gender planning, analysis and evaluation to partner or local NGO affiliate staff?

Recommendations

Give as many recommendations as possible on how gender equality can be improved in NPT programmes and projects

- At NPT program design level
- At project identification level
- At project implementation level
- At monitoring and evaluation level.

3.2 Guideline for interview with Nuffic PA responsible for NFP

1) Data

Do you have data on NFP graduates such as: number of women and men participate in short course, master and doctor programs? Can you please provide us that data?

For instance, what kinds of training courses women and men take?

On which kind of educational areas?

Is it in traditional areas for both men and women or more male/female-oriented areas?

2) Bias

As we see, more male than female apply to scholarships, specially in Doctorate programs, and otherwise happens in short courses.

In your view which are the factors that explain such differences? Please, explain.

Have you thought ways of dealing with this?

(If he/she answered yes) Have you already tried one of these solutions? What was the result?

(If he/she answered no) Why not?

3) The recruitment procedure

Can you describe the recruitment procedures?

How does information flow to eligible applicants?

What if the Northern counterparts do not reach the 50/50 proportion in the applicants?

What do you do about this?

Have you thought about how to support women/men to candidate to reach the balanced proportion in the postgraduate studies?

Is there any implication to women or men in this procedure (ages, other conditions...)

4) Resigning of fellowships and scholarships

Do women resign more often than men? Do you have data on this?

Have you contacted those who resign in order to know the reasons?

Do you have programs to solve the obstacles to accept the scholarship?

5) Tracer studies

Have you been doing tracer study of the NFP graduates?

Have you identified how do men and women perform after returning home?

Is there any promotion for them?

Do women change jobs more often than men?

Does the organization value the knowledge or the training that the person brings back to it?

6) Recommendations

Have you thought ways in which the whole process can be improved? (in terms of gender equity)

3.3 Guidelines for interviews with local project implementers and Dutch counterpart institutions (NPT)

Date and place:
Respondent: Name

Project # : COL/
Function:

A Organizational dimensions

1 Gender Policy

1. Does your organization have a written gender policy, vision and/or mission statement that affirms a commitment to gender equality?
2. Is gender taken into account during strategic planning for organizational activities?
3. Everyone in your organization feels ownership over the gender policy?
4. Management takes responsibility for the development and implementation of gender policy?

2 Staffing

1. Has there been an increase in the representation of women in senior management positions in the past few years?
2. In the field, has there been an increase in women in the team in the past few years?
3. Are there proactive strategies implemented to recruit women?

3 Human Resources

1. Is there a written equal opportunity policy?
2. Are there flexible work arrangements for women and men in your organization?
3. Is gender awareness included in all job descriptions?
4. Is there training of staff in gender awareness and sensitization?
5. Is Management is committed to promoting female representation at senior levels of your organization, including the Board?
6. Has there been a gradual increase of gender expertise among staff members?
7. Good performance in the field of gender equality is rewarded in your organization?

4 Advocacy, Marketing and Communications

1. Do your advocacy and public relations initiatives contain a gender perspective?
2. Is a gender perspective reflected in your publications, brochures, newsletter?

5 Financial Resources

1. Has your organization budgeted adequate financial resources to support its gender integration work?
2. Are financial resources allocated for the operationalization of the gender policy at all levels?
3. Is staff training in gender equality issues and gender analysis systematically budgeted for in your organization?

6 Organizational Culture

1. Does your organization encourage gender sensitive behaviour, for example in terms of language used, jokes and comments made?
2. Is staff in your organization committed to the implementation of a gender policy?
3. Is there a gap between how men and women in my organization view gender issues.
4. The organization has a reputation of integrity and competence on gender issues amongst leaders in the field of gender and development?
5. Your organization could do much more than it is currently doing to institutionalize gender equality? What?
6. Meetings in your organization tend to be dominated by male staff?
7. The working environment in your organization has improved for women over the past years.
8. Is it fair to promote women more than men in the field programs/projects?
9. Does there exist resistance in your organization to the incorporation of gender issues in programmes/projects? Why?
10. Please describe any successes or challenges you have experienced in integrating gender in programming or other aspects of work in your organization.

B Programming dimensions

1 Program Planning and Design

1. Is the integration of gender equality in programs/projects mandated in your organization?
2. Are gender equality goals and objectives included in program/project design?
3. For each programme/project, is there a needs assessment, including an analysis of gender roles and responsibilities in the targeted community?
4. Are best practices in gender integration in programming incorporated in subsequent program/project design?
5. Are gender questions or criteria included in your program/project proposal approval process?

2 Program Implementation

1. Does the implementation plan for programs/projects include activities that strengthen skills and provide women with equal access (to services and training)?
2. Do your project implementation strategies and plans take into account existing gender roles and interests of both male and female participants?
3. Your organization has developed the capacity to recognize and handle resistance to addressing gender issues in your programs/projects.
4. What are the main obstacles to incorporating gender analysis in program/project planning, implementation and evaluation in your organization? Think of
 - . Organization culture/environment
 - . National culture
 - . Lack of financial resources for gender programming
 - . Lack of staff training on gender
 - . Lack of gender analysis tools
 - . Lack of support from senior management
 - . Other

3 Technical Expertise

1. Is there a person or division responsible for gender in your organization?
2. Do staff have the necessary knowledge, skills and attitude to carry out their work with gender awareness?
3. Is there training of project and programme staff in gender planning and analysis?
4. Do programme/project planning, monitoring, evaluation, and advisory teams in your organization include at least one person with specific expertise and skills in gender issues?

4 Monitoring and Evaluation

1. Are gender disaggregated data collected for projects and programmes?
2. Is the gender impact of projects and programmes monitored and evaluated?
3. Does your organization have sector specific indicators that include a gender dimension?

5 Partner Organizations

1. Is commitment to gender equality a criteria in your organization's selection of (local) partners?
2. Is a gender policy included in the written agreements with (local) partner organizations?

C With reference to Nuffic NPT

1. Do you think it is important to incorporate a gender perspective in higher education programmes? Why?
2. Is Nuffic's NPI gender sensitive? Why?
3. (In what degree) should gender issues be integrated in NPT programme and projects?
4. What do you think about the current integration of gender concerns in the NPT programme? in its design, organizational structure, institutional processes, programming
5. Are the NPT instruments adequate to effectively integrate a gender perspective in the projects?
6. Does Nuffic give you clear guidelines on the integration of gender in NPT projects?
7. Does the Dutch counterpart organization give you clear guidelines on the integration of gender in NPT projects?
8. Does your NPT project incorporate a gender perspective? How? (gender mainstreaming, women's empowerment)
9. What are the main obstacles to the integration of gender in NPT projects?
10. Has your Dutch counterpart organization been helpful with the integration of a gender perspective in the NPT project? How? (programming, training, expertise support etc.)
11. Recommendations to improve gender in NPT programme and projects.

3.4 Guidelines for Interviews with RNE responsables NPT and NFP

Date:

Name, sex and function of respondent:

Interviewer:

A Organizational dimensions

Gender Policy

1. Are you acquainted with Dutch policy on gender mainstreaming/women's empowerment in development cooperation?
2. Do you think this policy is applicable in this country?

Resources

1. Is there specific gender expertise, a person responsible for gender at the RNE?
2. Do staff have the necessary knowledge, skills and attitude to carry out their work with gender awareness?
3. Is there training of staff in gender planning and analysis available?
4. Does the RNE have specific financial resources to support it's gender related work? Which?

Organizational Culture

1. Is staff in your organization committed to the implementation of a gender policy?
2. Does the RNE higher staff (Ambassador, HOS) pro-actively support the implementation of the Dutch gender policy?

Partner Organizations

1. Is commitment to gender equality a criteria in the RNE's selection of partner organizations?

B With reference to Nuffic NPT/NFP (Programming dimension)

Gender policy (in HE)

1. What is and/or should be the priority gender issue in this country?
2. And in higher education?
3. Do you think it is important to incorporate a gender perspective in higher education programmes? Why?

NPT/NFP Instruments and processes

1. Do you consider Nuffic is sufficiently mandated (and encouraged) by DGIS/DCO to enhance gender equality in NPT/NFP programmes?
2. And the RNE? Why (not)?
3. Are the NPT / NFP programmes adequately designed for contributing to gender equality? How?
4. Are the NPT / NFP instruments adequate to effectively integrate gender perspectives throughout the implementation phases?
5. How do NPT/ NFP project and programme documents address gender mainstreaming, women & development perspectives and strategies?
6. Should NPT Plans of Implementation (NPT) comply with Dutch and national and/ or sectoral policies on gender and/or women's enhancement? Do they?
7. Have you used NPT/NFP programming to implement Dutch gender policy?

Publicity

1. Is a gender perspective reflected in your publications and information :
 - on NPT? How and where?
 - on NFP? How and where?
2. Do you especially promote the participation of women in NFP? How?
3. Do women resign more often than men during the application process? Why?
4. Have you promoted the celebration of MYA with gender/women's organizations?
5. Do you think in NFP "study in the region" could facilitate the participation of women?
6. Do you especially promote fellowships for gender or women's studies?
7. Do you promote gender or women in development projects in NPT programming?

NPT/NFP outcomes and monitoring

1. Do NPT/NFP projects and programmes use sex-disaggregated data in planning and evaluation?
2. Do you manage sector specific indicators that include a gender dimension?
3. Is the gender impact of NPT/NFP projects and programmes being monitored?
4. Do NPT/NFP programmes outcomes demonstrate positive effects of gender mainstreaming and on women's empowerment?

Obstacles and Recommendations

1. What are the main obstacles to incorporating gender in NPT/NFP programmes?
2. Recommendations to improve gender in NPT/NFP

3.5 Guidelines for Interviews with other stakeholders

(RNE gender responsables, ministries, women's organizations, other donors)

Date:

Name and function of respondent:

Interviewer:

A General

1. How can you describe the situation of women compared with men in your country?
 - a. In terms of schooling, education or training (who are more qualified?)
 - b. In terms of economic profit (income differences)
 - c. In terms of power distribution
 - d. In terms of house holding responsibilities (more work for women?)
 - e. Any other field that the interviewed wants to mention
2. Which obstacles exist for the achievement of gender equality in this country/region?
3. Sex is a source of discrimination in your country? Why (not)?
4. What is and/or should be the priority gender issue in this country?
And in higher education?
5. Do you think it is important to incorporate a gender perspective in higher education programmes? Why?

B Organizational dimensions of your organization

Gender Policy

1. Is there a gender policy in your organization? What is it?
2. Does your organization work on gender mainstreaming or on the empowerment of women?
3. Does the organization's management take responsibility for the development and implementation of the gender policy?

Staffing

1. Current percentages of women/men in your organization; in management board?
2. Does your organization have gender expertise?
3. Is gender awareness included in recruitment procedures (job description)?

Advocacy, Marketing and Communications

1. Is a gender perspective reflected in your publications like brochures, newsletter?

Financial Resources

1. Has your organization budgeted adequate financial resources to support its gender integration work?
2. Is staff training in gender equality issues and gender analysis systematically budgeted for in your organization?

Organizational Culture

1. Is staff in your organization committed to the implementation of a gender policy?
2. There is a gap between how men and women in my organization view gender issues.

C Programming dimensions**Technical Expertise**

1. Is there a person or division responsible for gender in your organization?
2. Do staff have the necessary knowledge, skills and attitude to carry out their work with gender awareness?
3. Is there training of project and program staff in gender planning and analysis?

Monitoring and Evaluation

1. Is gender disaggregated data collected for different projects and programs in your organization?
2. Is the gender impact of projects and programs monitored and evaluated?
3. Does your organization have sector specific indicators that include a gender dimension?

Partner Organizations

1. Is commitment to gender equality a criteria in your organization's selection of partners or local affiliates?
2. Does your organization provide training and tools on gender planning, analysis and evaluation to partner or local NGO affiliate staff?

D With reference to Nuffic NPT/NFP

1. Do you know the Dutch NPT programme / NFP programme?
2. Have you noticed a gender perspective in the NPT / NFP?
3. Do you have any recommendation to enhance the integration of gender sensitiveness in the NPT / NFP?

3.6 Guideline for interview with representative of MYA organization

Date:

Name, sex and function of respondent:

Interviewer

1. MYA institution:
2. MYA in 200.....
3. # and type of fellowships (Tailor Made, Refresher, Short course)
4. Dutch counterpart institution:
5. # of fellowships for men / for women
6. Is this distribution representative for your organizations employees?
7. Did you notice the participation of women in applications for fellowships was especially promoted
 - by RNE
 - by Nuffic
 - by the Dutch receiving institutions?
8. Do you feel that it is as easy for women to apply as for men?
Are there any specific difficulties?
10. Was there competition between male and female candidates for fellowship within your organization?
11. Were male and female candidates equally qualified?
12. How many fellowships were given for studies in gender/women's issues?
13. Do you think that a fellowship in gender/women's studies would contribute to the strengthening and capacity building of your organization?
14. What obstacles have you met/do you see to the participation of women in the fellowship programmes?
15. Do you think that "study in the region" would facilitate the participation of (more) women?
16. Do you have any other suggestion in order to increase the number of women applying for Nuffic fellowships?
17. Do you have any other suggestion?

3.7 Guideline for interviews with former NFP students

Date:

Interviewer:

Name, sex and function of respondent:

Study:

At: (institution):

MYA: yes/no

BEFORE

1. Can you tell us something about your life before getting your scholarship?
 - a. your personal situation? (age, living where in the countryside, in the city, previous studies)
 - b. family situation? (who were you living with, married or not, did you have kids)
 - c. position at work; how long with the company?

THE PROCESS: IN PERSONAL TERMS

2. How did you find out about the calling for scholarships from Nuffic?
3. Why did you decide to apply?
 - a. Personal reasons
 - b. Related with the development of your country/area?
 - c. In relation with the position or opportunities in the company?
4. Was there a problem for you to accept the scholarship in any way? (p.e. because you had to leave the country/the city/the family)
 - a. If yes, how did you solve it?
 - b. Do you think there is a better way of solving this kind of problems?
 - c. Do you know anyone else with this kind of problems with Nuffic scholarships?
How did he/she solve it?

THE PROCESS: IN INSTITUTIONAL TERMS (NUFFIC AND EMBASSIES)

5. Did you find it easy to fulfill the requirements for the fellowship in terms of formal aspects:
 - a. application forms
 - b. procedures
 - c. schedule and working hours for the paperwork
 - d. language
 - e. others
6. Did you have any specific difficulties to get your visa?
 - a. For you
 - b. For another member of your family (children, etc)
7. As you know, Nuffic has a mandate or promoting women for scholarships. Did you notice the participation of women in applications for fellowships was especially promoted
 - a. by RNE
 - b. by Nuffic
 - c. by the Dutch receiving institutions?

8. Do you feel that it is as easy for women to apply as for men? Are any specific difficulties?
9. As a woman, would you have liked they treated you differently in any way? Would you have liked them to take any special factor in account?
If yes, which one? How?

ESPECIALLY FOR MYA

10. Was there competition between male and female candidates for fellowship within your organization?
11. Were male and female candidates equally qualified?
12. How many fellowships were given to women; and to men?
Is that a representative distribution?
13. How many fellowships were given for studies in gender/women's issues?
14. Did you choose such a study? Why (not)?

THE FUTURE

15. Did the scholarship impact (in the future)
 - a. Your personal life
 - b. Your career
 - c. Your organization
 - d. Your country/area
 - e. The situation of women in your organization, country or discipline?
16. If you chose studies in gender/women's issues, has the fellowship helped you to grow professionally in gender/women's issues?

SUGGESTIONS

17. What obstacles have you met/do you see to the participation of women in the fellowship programmes?
18. Do you think that "study in the region" would facilitate the participation of (more) women?
19. Do you have any other suggestion in order to increase the number of women applying for Nuffic fellowships?
20. Do you have any other suggestion?

Annexe 4	Country reports
-----------------	------------------------

Annexe 4.1	Colombia
Annexe 4.2	Ghana
Annexe 4.3	Vietnam
Annexe 4.4	Ethiopia
Annexe 4.5	Yemen