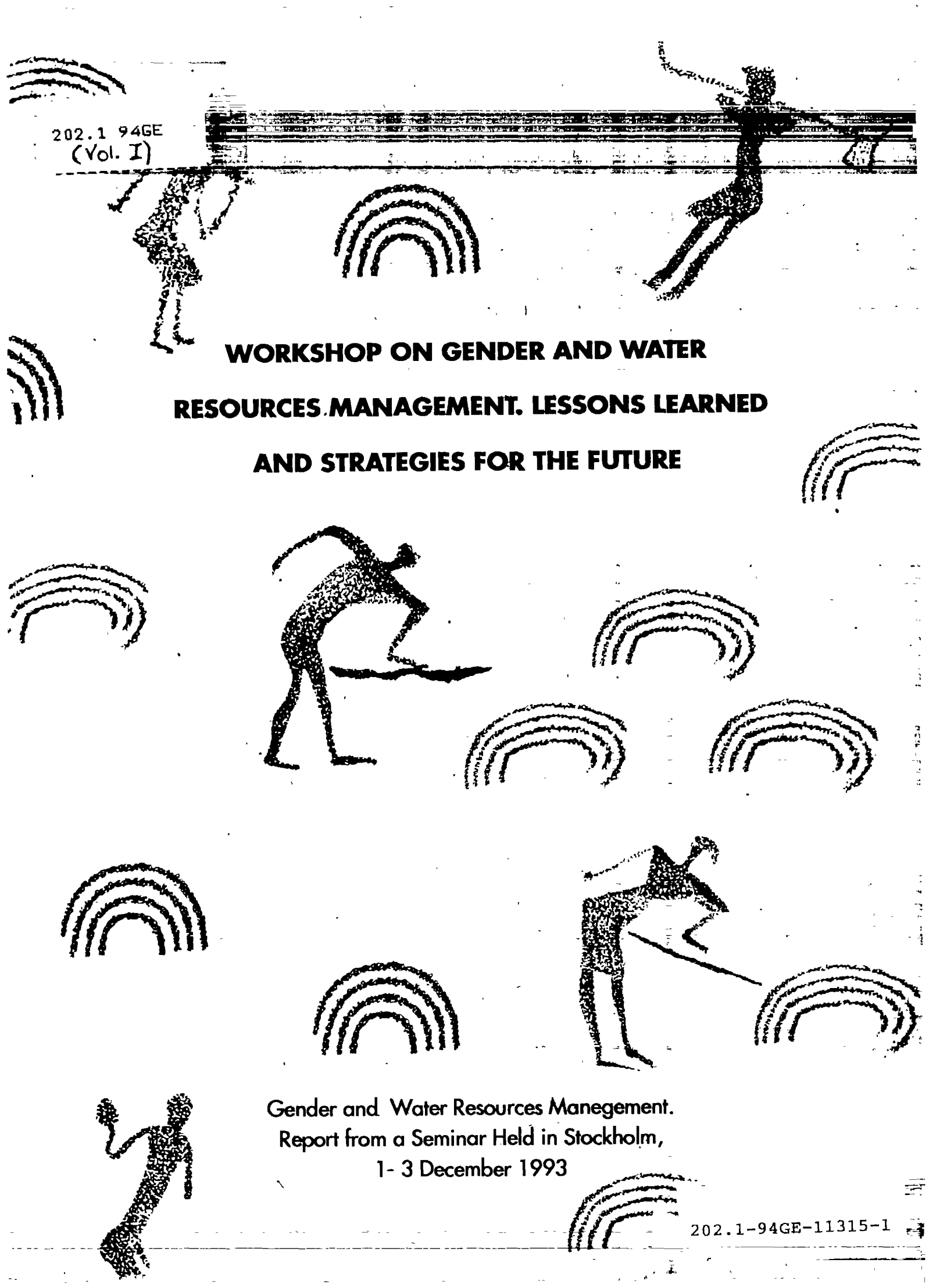


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The cover features a repeating pattern of stylized human figures and rainbows. At the top, a figure is shown in a dynamic, jumping pose. Below this, a rainbow is centered. The main title is set against a background of several more rainbows. In the middle, a figure is depicted in a bent-over, working posture. Below that, another rainbow is centered. Further down, a figure is shown in a similar bent-over posture. At the bottom left, a figure is shown in a dynamic, jumping pose. The entire design is rendered in a high-contrast, black-and-white, stippled style.

**WORKSHOP ON GENDER AND WATER
RESOURCES MANAGEMENT. LESSONS LEARNED
AND STRATEGIES FOR THE FUTURE**

Gender and Water Resources Management.
Report from a Seminar Held in Stockholm,
1- 3 December 1993

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**GENDER AND WATER RESOURCES
MANAGEMENT**

**REPORT FROM A WORKSHOP HELD IN
STOCKHOLM, 1-3 DECEMBER 1993**

VOLUME I

**REPORT FROM THE
WORKSHOP**

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PREFACE

The current gender policy of the Swedish International Development Authority was established in 1985. This policy has the goal to improve women's situation and promote increased equity between women and men. The main strategy utilized is to integrate consideration of the roles, access to and control over resources, decision-making powers, needs and interests of both women and men into all development cooperation. This is achieved using gender analysis and gender planning methodology. These efforts at integration are complemented with special inputs for women.

Within the domestic water supplies, environmental hygiene and sanitation areas women and children have been clearly established as target groups. However translation of the goal to integrate women into programmes in these areas, as in all sector areas, requires the development of relevant strategies and tools. Much has been achieved, in particular in relation to participation in implementation. It has, however, proved more difficult to find ways to increase women's access to planning and decision-making processes. Integration involves a process requiring changes in both attitudes and behaviour.

The development of the broader concept of water resources management within development cooperation constitutes a new challenge. New approaches and tools are required. A workshop was held in Stockholm December 1-3, 1993 to initiate the process of developing strategies and methodologies for working with gender in this broader perspective. The workshop, "Gender and Water Resources Management. Lessons Learned and Strategies for the Future", was organized by SIDA for the OECD/DAC Expert Group on Women and Development.

Water resources management specialists and gender specialists with backgrounds in water resource management met to share experiences in the areas of domestic water supplies, environmental hygiene and sanitation in both rural and urban areas, irrigation, wetlands management, flood control and overall river basin planning. The focus was on discussing the lessons learned in the different sub-sectors, and potential strategies for future action.

The preparations for the workshop received strong support from the OECD/DAC Aid Management Division which was also represented at the workshop by the head of the division, Carl Wahren, and by Elisabeth Thiroleron. The workshop facilitator was Clifford Wang and the rapporteur was Brian Appelton.

The workshop resulted in the two volumes of this report:
**"Gender and Water Resources Management.
Report from a workshop held in Stockholm, 1-3 December 1993
Volume 1: Report from the workshop
Volume 2: The papers presented at the workshop
with an introduction by Beth Woroniuk."**

The workshop also resulted in two documents which were presented by the OECD/DAC Expert Group on Women and Development to the High Level Meeting arranged by OECD/DAC in May 1994.

"Gender and water resources management (Note by the DAC Expert Group on Women in Development)" prepared by Carolyn Hannan-Andersson

"Towards a framework for including a gender perspective in water resources management", OECD/DAC Expert Group on Women and Development.

In particular the framework which was initiated at the workshop, and further developed at a subsequent meeting, involves a break through in relation to methodology for working with gender and water resources management. Taking the starting point in existing established sectoral concepts and "unpacking" them in terms of social aspects and gender provides a new entry point for work with gender and for closer interaction between water resource management specialists and gender specialists. This methodology could be usefully applied to other sector areas.

The most important output of the workshop is, of course, **not** the documentation emerging (though it is hoped that this will also be of use) but the process which has been initiated in terms of applying a gender perspective to water resource management in a broader context, and in terms of stimulating a broader cooperation between water resource management specialists and social/gender specialists, as well as the promotion of greater exchange between the different "sub-sectors" of water resource management.



Carl Tham
Director General

Workshop on Gender and Water Resources Management: Lessons learned and strategies for the future

Stockholm, 1-3 December 1993

WORKSHOP REPORT

1. Introduction

- 1.1 The Stockholm Workshop was organized by the Swedish International Development Authority (SIDA) in response to an initiative by the *Working Group on Water* in the OECD/DAC¹ *Expert Group on Women in Development*. Its aim was to help guide individual DAC members on ways to bring gender issues to the fore in the field of water resources management and to adopt gender-sensitive approaches in their own activities.
- 1.2 The Workshop title reflects OECD/DAC's desire to turn the rhetoric of Delhi², Dublin³ and Rio⁴ into policy and action. Recommendations from the Workshop could be a valuable input to the OECD/DAC meeting in May 1994, which would develop advice for ministers on development assistance strategies. In that way, the outcome of the Workshop could have an important influence on the policies of donor agencies, governments and non-governmental organizations (NGOs).
- 1.3 One of the key messages of the Delhi, Dublin and Rio meetings was the need to adopt an integrated approach to water resources management, linking a number of "sectors"⁵ which have commonly been administered separately both by developing country governments and by external support agencies. The many different ways in which water is used and managed may often have distinct implications for men and women users; and the process of integration itself needs to be gender sensitive. Yet gender awareness varies widely across the sectors, and no concerted attempts have been made in the past to consider the gender perspectives in an integrated way.
- 1.4 Stockholm therefore represented the first known attempt to bring together knowledge and experience of gender approaches in the different water resources sectors. Not all water uses were represented; it was not possible, for instance, to identify possible participants to

¹ OECD/DAC is the acronym for the Development Assistance Committee of the Organization for Economic Co-operation and Development.

² Global Consultation on Safe Water and Sanitation for the 1990s, New Delhi, India, September 1990.

³ The International Conference on Water and Environment, Dublin, Ireland, January 1992.

⁴ The United Nations Conference on Environment and Development (UNCED), also known as the Earth Summit, Rio de Janeiro, Brazil, 1992. The Conference produced a series of action programmes under the title *Agenda 21*.

⁵ The word "sector" is used here to indicate a subdivision of the broad water resources field. The Workshop found the word confusing and open to misinterpretation, but was unable to come up with a better way of indicating the separation of planning and development activities which occurs in relation to different types of water use.

discuss gender approaches in such fields as hydroelectric power generation, navigation, or pollution prevention. The Workshop participants did provide insights into gender issues in water supply and sanitation, irrigation, wetlands management, drainage and flood control.

- 1.5 Participants came from UN agencies, multilateral and bilateral funding agencies, non-governmental organizations, academic institutions, developing country implementing agencies, private consultants, and global co-ordinating bodies (a list of participants is included as Annex 1). There was a recognized imbalance in the representation by sectors, with a majority experienced mainly in the application of gender approaches in drinking water supply and sanitation, as this is the sector in which gender analysis has been most actively promoted and tested.

2. The Workshop Process

- 2.1 The Workshop was organised to enable participants to consider gender issues sector by sector, and to evaluate the relevance and appropriateness of alternative gender approaches in each case. The aim then was to combine the knowledge and experience of the participants in their individual sectors and to evolve guidance for donors on ways of adopting gender-sensitive approaches in their water resources management (WRM) programmes. As a first-time gathering covering such a wide range of sectors, it was not expected that participants would be able to provide definitive guidelines on all aspects of gender and water resources management. Identification of issues still to be resolved through further work was also seen as a Workshop goal.
- 2.2 After introductory papers describing the broader concepts of water resources management and the treatment of gender and water issues in Agenda 21, the Workshop programme (Annex 2) consisted of a series of sessions in which a group of papers with a common theme were followed by discussions in working groups. Brief group reports back to plenary sought to identify the key issues related to the particular theme and, where possible, to frame recommendations on policies and actions which would improve future gender approaches. Five themes were addressed in this way:

- *Policy and management issues*
- *The environmental perspective*
- *Irrigation and flood control*
- *Domestic water supplies*
- *Experiences in integrating a gender perspective within some external support agencies (ESAs).*

Two further themes – *Environmental hygiene, health education and sanitation*, and *Methodology development* – were aired during evening sessions: the first in the form of a panel discussion; the second through descriptions and demonstrations of two participatory techniques (the SARAR Methodology and Participatory Rural Appraisal).

The agenda also provided for a final series of group sessions and a plenary to draw together conclusions and recommendations to be made to OECD/DAC.

- 2.3 It was a very full programme, and the theme-based presentations exposed participants to a wide spectrum of concepts and issues, many of them in different fields from their general experience. As anticipated, the presentations and discussions raised more questions than could be fully answered in the course of the Workshop. The tight timescale also meant limited flexibility in pursuing new issues, which may suggest that a different balance between presentation time and discussion time could be tried in future workshops with such a diverse range of interests. In Stockholm, for example, it became clear that there are substantial differences in the relationships between water “providers” and water users from sector to sector, and that more time could usefully have been devoted to discussion of the implications of an integrated WRM approach. In particular, the Workshop participants frequently found themselves having to reinterpret their own concepts of the rationale for a gender perspective in the context of different sector development approaches.
- 2.4 There was a dilemma too between the gender specialists’ concern to convert principles into operational methodologies at the community/field level and the needs of the OECD/DAC audience for advocacy and guidelines at the strategy/policy level for governments and ESAs. The need to combine consideration of technical and gender-related issues within each sector and at the same time to recognize the implications of an integrated WRM approach proved doubly challenging with the chosen Workshop format. It was partly resolved by the establishment of a core group, working in parallel with the main group discussions, to develop a framework for incorporating a gender perspective into the general principles of integrated WRM which had been established in other fora. This new approach provides the means to address WRM specialists “in their own language”, by linking gender approaches to the principles they themselves have developed as the route to sustainable development. It was started in Stockholm and will be further developed subsequent to the Workshop to supplement the recommendations to OECD/DAC.
- 2.5 The Workshop output consists of this report, an *Introduction to the Papers Presented*, the individual papers themselves, and a number of supplementary papers which were distributed for the information of participants. A separate report transmits the Workshop conclusions and recommendations to OECD/DAC.

3. Workshop Findings

3.1 The wide-ranging Workshop discussions produced an equally diverse series of conclusions and recommendations. They are presented here under headings which reflect the key questions raised during the Workshop:

- **The case for gender approaches in water resources management**
- **Integrating gender approaches at policy level**
- **Sector-specific gender implications and approaches**
- **Cross-sectoral linkages**
- **Gender issues in integrated WRM**
- **Avenues for further study**
- **The role of external support agencies**

The case for gender approaches in water resources management

3.2 Governments and external support agencies have explicit and implied commitments to adoption of a gender approach to water resources management through their endorsement of relevant sections of Agenda 21 and the Declarations from water conferences in Delhi and Dublin. The commitments need to be spelled out and, in particular, the disparate references to gender and the roles of women in Agenda 21 need to be consolidated into a more coherent case for a gender approach to WRM. As it stands, Agenda 21 tends to marginalize the gender issue by separating the role of women into a chapter of its own and including only occasional gratuitous references in, for example, the Freshwater chapter (Chapter 18).

3.3 Women's development is a key development goal, and gender analysis is a prerequisite for achieving that goal.

3.4 The Agenda 21 requirement to integrate WRM across the sectors is a considerable challenge. At the same time, water is a theme under which multiple issues can be brought together. It can therefore be seen as a useful focal point for stimulating integrated development. A gender focus can be a productive way of highlighting integration benefits and opportunities (recognizing that the full value of incorporating gender analysis as an integrating factor still has to be demonstrated through examples). As well as stimulating positive impacts, gender analysis is a means of avoiding potential negative impacts from water projects.

3.5 By recognizing indigenous knowledge and local capacities, gender-sensitive approaches help to build community self-reliance. This enables governments, as facilitators and promoters, to support more communities with the same resources. It also increases significantly the likelihood of water resource development and management being sustainable.

3.6 The finite and vulnerable nature of water resources leads to competition and conflicts among different users. Successful WRM depends on practitioners developing negotiating

skills. In this context, it is important to recognize that water can be a source of political power. A gender approach can lead to more effective and more equitable use of water resources, can help to resolve some potential water conflicts, and can improve strategies for water conservation, pollution protection and demand management. It ensures that the complementarity of men's and women's roles and responsibilities is mobilized to best effect, that the creativity, energy and knowledge of both genders contribute to making the project work better, and that the benefits of water use accrue equitably to all groups.

- 3.7 Gender analysis should also result in more effective use of human resources. When gender analysis is used, the outcome should not be assumed to be projects for women. However, if projects are targeted towards activities predominantly affecting men, gender analysis can ensure that women are not disadvantaged.

Integrating gender approaches at policy level

- 3.8 A key part of any strategy for incorporating gender approaches in WRM planning and policy-making is to ensure both that more women are employed at policy level in the decision-making institutions, and that both men and women in those institutions are sensitized to gender issues. Recruitment policies should be examined, with selection criteria geared to recruiting and retaining staff capable of implementing a gender-balanced approach to programme planning and implementation. As part of empowerment strategies for improving WRM, quotas may be necessary in some cases to ensure that women are adequately represented in training programmes, recruitment, and management positions.
- 3.9 Institutional frameworks are needed to facilitate a fully integrated planning approach and to define the roles of all the parties involved (this may include mechanisms for resolving issues over conflicting uses of water).
- 3.9 Efforts are needed (and should be encouraged and supported) to broaden the base of education and training. Initiatives may include reviews of curricula in E&T establishments (primary, advanced, technical training, . . .), giving credit for achievement of more informal skills. Teaching and training of sector professionals needs to include gender analysis techniques.
- 3.10 Women and men working on gender-focused planning require other skills too, to establish their credibility. Women need training opportunities in key areas, and there is a need to merge analytical tools and methods, so as to combine gender analysis with other established processes, like environmental impact analysis. Gender specialists need to be given the training and employment status afforded to their colleagues in technical departments. Periodic job evaluations can then include gender consciousness.
- 3.11 Informal training techniques exist for developing community skills in participatory evaluation and project implementation and maintenance. These can readily be incorporated in rural development programmes. Involving local communities in the identification of water use conflicts can help to set priorities and to design integrated plans which have a greater chance of achieving sustainability.

- 3.12 Collection and analysis of gender-disaggregated data should be encouraged. There is a need to develop gender-specific indicators for monitoring purposes.
- 3.13 Agenda 21 programmes provide one potential channel for introducing gender approaches, but not the only one. Messages need to be directed towards all agencies involved in WRM. Existing information networks can be used to spread and promote gender awareness.

Constraints hindering implementation of gender approaches

Workshop discussions identified a number of possible reasons why water resources agencies are not implementing effective gender approaches in their management strategies

- Agencies may cite several reasons for not employing gender analysis, including:
 - It is too difficult
 - It takes too long
 - Resources are not available
 - There are not enough trained staff, or training courses
 - It is not seen as a priority
 - It may imply social change that could not be handled.
- Personal attitudes of decision/policy makers may be opposed to gender considerations. Or they may simply be unaware of the concepts.
- Water users are frequently excluded from the policy/planning process (this constraint may be overcome where policy dialogues include NGOs which advocate on behalf of excluded groups, including women).
- Historic water rights and legislation may prevent application of the outcome of gender analysis.
- Gender analysis may be seen as a threat to existing power structures, or to male employment prospects.
- The multiplicity of contexts involved in integrated WRM may be seen as a complicating factor.
- Institutional structures may inhibit application of gender approaches.
- Legislation (or non-implementation of legislation) may stand in the way of gender-sensitive planning.
- Gender specialists frequently have a low status/profile in comparison with technical counterparts, and may even encounter downgrading when transferring from technical sections.

Sector specific gender implications and approaches

Water supply, health, hygiene and sanitation

- 3.14 Three key principles are proposed as guidelines for development of gender-sensitive health, hygiene and sanitation programmes:
1. Sustainable solutions come from those who live with the problem; the best solutions are those formulated with both women and men.
 2. A narrow focus on latrines and sewerage is not always the most efficient investment; it is better to focus on key health risks and environmental health/sanitation problems that men and women identify as most important.
 3. Men and women have their own capacities and responsibilities in sanitation and health. Building on these capacities has more lasting effects than constructing facilities.
- 3.15 The ways in which women influence community decisions may vary considerably from country to country and from region to region. Programmes need to be responsive to both formal and informal channels of communication with women, and to ensure that community-driven programmes meet the different needs of men, women and children. Examples from Brazil and Bolivia highlight the need to ensure that any interventions respond to the perceived needs of the communities concerned.
- 3.16 In periurban areas, women's burden is enormously increased by the poor service level and low reliability of public standposts. High proportions of family income are used to buy water at exorbitant prices from vendors. Steps are needed, in collaboration with municipal authorities, to divert some of the funds used to pay vendors into the provision of better, more affordable water supplies for disadvantaged groups.
- 3.17 In the Malawi demonstration projects, a variety of attempts to achieve gender-balanced water management through manipulation of water committee membership succeeded mainly in demonstrating only how complex the power relationships are. It proved very difficult to achieve self-motivated gender balance. In the HESAWA programme in Tanzania, national gender policy requires that village development councils will include at least 25% women, and that may stimulate improved gender balance on water committees.
- 3.18 A controversial issue was raised about the appropriateness of water point committees as part of an institutional framework for water resources management. Their single focus is generally drinking water whereas management needs to be related more to the diverse uses of water and its links with other aspects of community and national development. More discussion is needed of how water committees may fit into the larger framework.

Wetlands management

- 3.19 Gender representation in wetlands management is generally unbalanced at all levels (policy, operational, and community).
- 3.20 The commercialization of activities related to wetlands management frequently marginalizes women and can destroy the basis of family subsistence.

- 3.21 Though Participatory Rural Appraisal (PRA) is not especially gender sensitive, the PRA process can be an effective way of exploring complex priorities spread across diverse activities - like those involved in wetlands management.

Irrigation and flood control

- 3.22 In general, irrigation water management is focused very much on treating water as a scarce resource which needs to be allocated efficiently. Social issues may enter the equation, but gender analysis is never considered. Irrigation professionals see their systems as: *“A set of physical and social elements employed to acquire, convey and distribute water to fields and disperse it to the root zones of crops”*. Farmers who use water for different purposes are presumed to need training; there is little consideration of the fact that the farmer might be right, and the system management adopted accordingly. This means that efforts to achieve bottom-up influence on decision-making are an idealistic dream. Influence will only be achieved if we can convert gender issues into water issues and so bring them into the policy arena.
- 3.23 There is a growing trend to link water rights to duties and responsibilities. Where people have a say in what those duties should be, the move could be positive. A gender analysis can help to highlight key gender-specific issues, such as ownership of and access to water, water use rights and rights to profit from the benefits, responsibilities for maintenance, and transfer rights. The danger is that policies linked to market opportunities and pure economic analysis may not be gender sensitive. There is an important institutional issue where women are concerned. Bureaucratization generally puts women at a disadvantage.
- 3.24 Household use of water, whether from irrigation systems or domestic water supplies, invariably involves more extensive uses than anticipated by the supply agency. Gender analysis of household water use is therefore an important need, if WRM planning is to improve. Better data on health benefits of household water use would also strengthen planning of water allocations.
- 3.25 NGOs can provide a useful channel for gender approaches to local irrigation water management and associated land management issues. Workshop participant Ibrahima Cheikh Diong described a programme in Senegal involving 17 villages where low-cost small irrigation systems constructed with UNIFEM support divided land equally between men and women (with household considerations also taken into account). Evidence is that women-led plots were most productive. Women do however have problems over access to markets and may not have the flexibility or mobility necessary to cope with technical problems such as salinization.
- 3.26 More appropriate indicators of efficiency are needed, measuring more than just financial returns. The Nepal study described by Rekha Dayal has used participatory evaluation tools and methodologies, with qualitative indicators, and is being seen as a promising way of transferring success on demonstration projects to larger scale programmes.
- 3.27 The Bangladesh Flood Action Plan, which totally ignores the declared needs of the majority of the people, is seen as a worrying example of the way that donor-driven policies for rapid disbursement of pledged funds hamper participatory planning. Even the small-scale

flood control, drainage and irrigation interventions are frequently inappropriate, difficult to maintain, and driven by output targets rather than people's needs.

Cross-sectoral linkages

- 3.28 Across the sectors, gender approaches are seen as ways of improving performance (efficiency, effectiveness, sustainability, optimum use of resources), and of achieving greater equity. It is recognized that substantiating this argument requires some definitions of the terms, and some documented examples.
- 3.29 Inadequate cross-sectoral collaboration leads to water supply systems being adversely affected by irrigation withdrawals (lowering groundwater tables leaves wells and handpumps dry). This is another example of the problem of linking local issues into macro planning processes, particularly when the issues cross sectoral boundaries.
- 3.30 The major problem of water conflict between agricultural and industrial water demand has both national and international (transboundary) affects. National planning has to take account of food security strategies, which means that rural water resource planning has to include provision for agricultural production to meet the food needs of increasing urban populations.
- 3.31 The mood shift needed for more responsive (demand-driven) water resources management means regarding users as clients or customers of services, not as "beneficiaries".

Gender issues in integrated WRM

- 3.32 As well as adopting gender approaches, implementing agencies are being asked to follow multidisciplinary approaches to management of land and water resources - a double challenge. Water resources management has to integrate activities of many agencies and institutions, all of which need to be sensitized to gender issues from community level to national policy makers. It is important that women's influence should be effective/powerful at the different levels.
- 3.33 In adopting gender-sensitive approaches, agencies may need to refine their concepts of pricing water for different uses, to avoid disadvantaging women. The relationship between price and value and the divisions between productive and domestic water uses need to be clarified in terms of the requirements of men and women users. Concepts concerning users' capacity and/or willingness to pay (water as an economic good) need to be implemented in ways which do not further disadvantage women. A cautionary note was raised about measures to improve women's capacity to pay for water improvements, the fear being that this may cause men to withdraw still further from involvement in water affairs and lead to an increase in women's burden.
- 3.34 A contrast was drawn between formal water management structures which may marginalize women and successful women's involvement in informal water management involving multiple water uses. This prompted a question about ways in which informal systems might be integrated with formal ones.
- 3.35 Public awareness campaigns involving mass movements and the media can help to mobilize resources for gender initiatives. That means designing appropriate messages to attract

media attention, and keeping the media and other opinion formers informed about new initiatives.

- 3.36 The changes needed to integrate gender analysis into WRM strategies involve major adjustment to existing methods of working. A piecemeal approach is not seen as appropriate, and capacity-building initiatives will be needed specifically related to adoption of gender approaches.

Avenues for further study

- 3.37 Further analysis may be needed to pinpoint why gender approaches are not being adopted at policy and implementation level. Good documentation and tools exist but they are not being used. Why is there this lack of interest? Which institutions/ organizations take decisions on planning and implementation approaches?

- 3.38 The major challenge is to spread understanding/recognition of the merits of a gender approach at all levels of government. To what extent are the participatory approaches which prove effective at community level, also relevant at other levels? Do approaches and techniques exist for implementing gender analyses at different levels (i.e. among professional staff, in central and regional agencies, in different sectors), or do specific methodologies need to be developed for each? Do government structures lend themselves to gender analysis?

- 3.39 Acceptance of water as an economic good (suitably qualified to take account of basic needs and equity considerations) is going to have important policy implications. Presently, the greatest awareness of the value of water is demonstrated by low-income groups, many of whom have to purchase water from private vendors at high prices. Policy makers tend not to use pricing as a planning tool or a means of managing water demand. The gender dimensions of water pricing/valuing need to be studied.

- 3.40 Resources need to be allocated for applied research into gender roles at different levels in the individual sectors of WRM. Research should be directed particularly at policy makers, with the research findings translated into proposals for policy changes to integrate gender approaches into WRM strategies.

- 3.41 Conditionality has been suggested as a way of spreading gender approaches. Does conditionality work? and who should be responsible for setting the conditions? There is a possibility that donor/government co-operation may be based on environmental contracts or partnerships over long periods, with neither side able to renege on commitments.

Tools for implementing gender approaches

A great deal of documentation and tools have been produced in recent years by INSTRAW and the PROWESS programme. Some, like the SARAR methodology, have been field tested; others need more testing, but all provide informed guidance on approaches and techniques which help to incorporate gender approaches in programme planning and implementation.

The *Gender Issues Source Book* compiled by a working group of the Water Supply and Sanitation Collaborative Council is available for use in project planning. A further publication directed at policy-level gender approaches is due to be produced in 1995, under the direction of the UNDP/World Bank Water and Sanitation Programme and INSTRAW.

The role of external support agencies

3.42 Gender awareness has to permeate all levels and cross sectoral barriers in donor agencies, with job training, including training in negotiating skills. Staff may be pressured into adopting gender approaches through incentives (or removal of disincentives), sanctions, and job evaluations. Where donors have accepted that gender approaches are valid, staff can be made accountable for its incorporation in support programmes.

3.43 Use of consultants can supplement donor's internal capabilities, but requires the right criteria for selecting and briefing consultants. Gender analysis is a fruitful way of promoting North-South and South-South co-operation and developing national competence. One important criterion is that those selected for applying gender approaches must have field experience.

3.44 In dialogues between donors and recipient governments, the key message that WRM requires an integrated approach has to be accompanied with equal emphasis on the importance of gender analysis. Financial support is necessary to enable countries to build in gender analysis. Government agencies and NGOs should have the capacity (critical mass) for integrated planning of water resources and environmental protection incorporating gender issues. Gender analysis may then become a point of departure for all planning.

3.45 An important implication of gender-sensitive planning (and of other participatory approaches) is a need for recipient governments and donors to modify their investment patterns and evaluation processes. Long-term qualitative objectives are more appropriate than short-term quantitative results. Investment and technical support has to be tailored to suit, with a programmed progressive approach replacing the more common front loading.

3.46 Governments will require support for capacity building. Gender specialists can make available tools and guidelines for incorporating gender approaches. Guidelines are also needed on ways to develop gender approaches within donor agencies.

3.47 Experience of gender-sensitive development is limited and variable. Donors can help to clarify and refine concepts by collecting gender-disaggregated data from projects. Gender-analysis training may be needed to get the best out of potential case studies.

3.48 Gender-disaggregated data collection should become routine among donors, and committed government agencies. Ways then need to be found to make the data accessible for planning

Efforts to institutionalise gender approaches in the World Bank and UNICEF

Gradual progress is being achieved in bringing gender considerations into World Bank policy making, through institutionalising of social aspects. Initiatives include targeting of "task managers" through workshops, preparation of tools which can be used by operations staff, and assembly of a critical mass of consultants, advisers, etc, able to ensure proper consideration of gender in project appraisals and evaluations.

The UNICEF evaluation described at the Workshop has demonstrated how difficult it is to "mainstream" gender approaches, even when the agency has strong policies. UNICEF is continuing to push gender issues, with a massive training programme directed at all programme officers, and by making available tools for women's participation and empowerment.

and promotion purposes. Historic data, disaggregated by gender where possible, can be used to supplement new data.

- 3.49 Gender analysis should rank alongside environmental impact assessment as a precondition for approval of development project proposals by either governments or donors.
- 3.50 Country-level collaboration among government sector agencies, donor agencies and NGOs should include gender issues as a regular topic for discussion, so that common approaches are developed incorporating gender.
- 3.51 Progress is going to depend on continuous exchange of experiences (good and bad) among developing countries and donors. Centres of excellence may be established to manage networking among interested agencies.

4. A framework for progress

- 4.1 Participants in the Stockholm Workshop agreed that all had benefited from the sharing of experiences from different sectors. The conclusions demonstrate that there is considerable diversity in gender influences and gender considerations in the different sectors which constitute the components of integrated water resources management. Techniques and approaches developed for specific sectors (the water supply and sanitation sector is the one with the greatest experience of applying gender approaches) may have only limited application in other sectors and, by implication, in water resources management as a whole.
- 4.2 Despite these reservations, the principles and concepts elaborated in Section 3 of this report provide a basis for donors and recipient governments to progress with initiatives both to validate the perceived benefits of gender analysis in WRM and to institutionalise gender approaches at all levels.
- 4.3 The Workshop devoted considerable time, inside and outside the formal sessions, to consideration of how the disparate guidance evolving from its discussions could best be incorporated by sector specialists and policy makers into overall WRM strategies. How, in other words, can gender approaches become an integral part of WRM planning processes?
- 4.4 There was not time at Stockholm to resolve this key question in a definitive way. The participants did, however, see considerable potential in a framework approach which identifies the gender perspectives in each of the key principles for sustainable water resources management established by sector specialists at the landmark conferences in New Delhi and Dublin, and endorsed at the Earth Summit in Rio de Janeiro. In that way, the gender specialists confine their guidance to their own speciality, accepting the experience and expertise of the technical specialists in determining the technical principles.
- 4.5 Having formulated the framework approach, the Stockholm participants began the process of listing gender issues under the key WRM principles. They agreed too that the process should continue, under SIDA's direction, after the Workshop, so as to amplify and concretise the Workshop recommendations. The listing which follows should therefore be taken as preliminary and incomplete, to be progressed by further work to be reported later.

Sustainable WRM principles and their gender implications

1. *Water is an economic good*

- 4.6 Though it is increasingly being quoted in isolation, this principle, as spelt out in the Dublin Statement has an important caveat; “*Within this principle, it is vital to recognize first the basic right of all human beings to have access to clean water and sanitation at an affordable price . . .*” In applying the principle of water as an economic good, there is a danger that women’s burdens may be further increased unless provision is made for meeting the basic needs of poor families at affordable cost.

2. *Meeting effective demand*

- 4.7 This principle encompasses the concepts of user participation in determining water needs and service levels, and determination of user willingness to pay as a prerequisite for investment in water supply improvements. In each case, there are significant gender implications. It is important that the voice of the users should include adequate representation from all sections of society; there has been a tendency in the past for male-dominated committees or village management structures to take decisions on behalf of the whole community, with detrimental results for women and children and disadvantaged groups. There can also be a tendency to assume that “willingness to pay” for improvements automatically means ability to pay. Often, measures to improve access to credit or to stimulate income-generating activities alongside water improvements can transform women’s ability to pay and hence their response to improvement proposals.
- 4.8 If, as Chapter 18 of Agenda 21 would seem to imply, the “effective demand” concept is to extend beyond water supply and sanitation, to incorporate, for example, irrigation supplies, there may need to be special provisions to give women an effective say in the decision-making process. The concept of household water supplies (drinking, washing, animal watering, crop watering, and sanitation) seems an attractive way of integrating water management at the community level.

3. *Government as an enabler rather than a provider*

- 4.9 Within this principle, it is assumed that delegation of responsibility for implementing and managing water programmes to communities, local agencies, NGOs, or the private sector will be more cost-effective and/or sustainable. Government’s task is to create the enabling environment, in terms of legislation, standards, policies and financial support to stimulate action based on user demands. Safeguards may be needed to protect weaker sections of society, and to ensure that basic needs are met. This issue is closely linked with the next principle:

4. *Management at the lowest appropriate levels*

- 4.10 This principle should facilitate the desired fuller involvement of women at management/policy levels. By including gender analysis in their planning procedures, agencies can improve the viability of community management of local water resources – women’s clear vested interest in maintaining dependable and convenient supplies is in itself a powerful incentive for effective management.

5. *Water conservation and demand management*

- 4.11 While the overall effect of water conservation and demand management should be of benefit to all members of society, some of the mechanisms used to manage water demand can have detrimental effects on women's daily activities. Properly designed stepped tariffs can help to subsidise poorer sections of the community, but there is a danger that less discriminating pricing mechanisms may further marginalise women. Water rationing and intermittent supplies frequently lead to long queues, and may drive women, as water carriers, to more distant and less safe water sources.

6. *Pollution control*

- 4.12 The protection of increasingly scarce water resources is of vital importance to present and future generations. From a gender perspective, it is important that standards and quality controls on water for human consumption and on sanitation facilities should not be such as to inhibit incremental improvements, or to reduce the quantity of accessible supplies for those in greatest need.
- 4.13 With the right hygiene education and motivation, women can make a major and cost-effective contribution to the reduction of water pollution and environmental contamination through better control of human waste disposal.

7. *Capacity building*

- 4.14 Institutional development and human resources development are at the core of national programmes to implement Agenda 21, and considerable attention has been given to the types of capacity building needed to achieve better integrated water resources management. It is in this area that a gender perspective is of fundamental importance. Despite almost universal acceptance of the need to involve more women at the policy level, progress remains frustratingly slow. In the short and medium term, quotas may be needed to stimulate new initiatives. A great deal of literature, training aids and case studies can be made available to those wishing to develop gender-sensitive capacity-building programmes. Lack of political commitment to change may sometimes be the main obstacle.

8. *Coordination of external support*

- 4.15 Collaboration among donor agencies at the country level, guided by national strategies set by recipient governments, is beginning to be established as an effective mechanism for promoting sustainable development. The resulting exchange of views and experiences among donors and sector agencies need to include regular review of gender issues. Globally, the Water Supply and Sanitation Collaborative Council has a continuing Working Group on Gender Issues, which has already produced a comprehensive Sourcebook for that sector.

9. *Applied research*

- 4.16 The Stockholm Workshop identified a substantial number of issues which need further work, and others will undoubtedly arise as sector specialists struggle with the practicalities of integrated water resources management. As well as seeking resources for specific gender-related research topics, the Workshop participants see a need for a gender perspective in all research initiated in support of sustainable water resources management.



Water Section

1993-11-30

Programme for the workshop: "Gender and the Development, Management and Utilization of Water Resources. Lessons Learned and Strategies for the Future"

Stockholm, December 1-3rd 1993

Facilitator: Clifford Wang
Rapporteur: Brian Appleton

DAY 1: DECEMBER 1ST

Introduction to the workshop

- 08.30 - 08.45 Introduction on practical arrangements
Facilitator: Clifford Wang
- 08.45 - 09.00 Welcome to the Workshop
SIDA
- 09.00 - 09.15 Introduction to the Broader OECD/DAC Context and
the Main Focus of the Workshop
Carl Wahren

The Broader Concept of Water Resources Development, Management and Utilization

- 09.15 - 09.45 General Introduction to the Broader Concepts of
Water Resources Management
Jan Lundqvist
- 09.45 - 10.15 Gender and Water in Agenda 21
Irene Guijt
- 10.15 - 10.45 Coffee/tea

Theme 1: Policy and management issues
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- 10.45 - 11.15 **Gender and Water Resources Management:
Policy issues in Sectoral Programming**
Diane Elson and Frances Cleaver
- 11.15 - 11.40 **Gender and Management: Some Concrete Experience**
Morag Bell and Margaret Ince
- 11.40 - 12.00 **Gender and Management Issues in the Water Sector**
Some points for discussion
Mayling Simpson Hebert
- 12.00 - 13.00 Discussion in small groups
- 13.00 - 14.30 *Lunch*
- 14.30 - 15.00 Report back to plenary

Theme 2: Water Resources Management: The Environmental Perspective

- 15.00 - 15.30 **Management of Scarce Water Resources**
Heinz Greign
- 15.30 - 16.00 **Gender and Wetlands Management**
Tabith Matize-Duba
- 16.00 - 16.30 **Gender and Mangrove Swamp Management**
Irene Guijt
- 16.30 - 18.00 Discussion in small groups (*including coffee/tea*)
(Reporting on charts)
- 18.00 - 20.00 *Dinner and free time*

Theme 3: Environmental Hygiene, Health Education and Sanitation
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- 20.00 - 21.30 Panel Discussion
Christine van Wijk: Gender and Sanitation
Silvia Arrais: Gender and Sanitation Programmes in Urban Areas
Mayling Simpson Hebert: Work within WHO
Mercedes Juarez: Gender, Environmental Health and Sanitation in
Latin America
- 21.30 *Light refreshments*

DAY 2: DECEMBER 2ND

08.15 - 08.30 **Summary of Day One and Introduction to Day 2**
Facilitator and Rapporteur

Theme 4: River Basin Management - Irrigation - Flood Control
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08.30 - 09.00 **Gender and River Basin Management**
Linden Vincent

09.00 - 09.30 **Gender and Irrigated Water Management**
Kathleen Cloud

09.30 - 10.00 **Gender Strategies by the International**
Irrigation Management Institute
Margaret Zwarteveen

10.00 - 10.30 **Gender Strategies in Flood control in Bangladesh**
Helen Thomas

10.30 - 12.00 Discussion in small groups (*including coffee/tea*)

12.00 - 12.30 Report back to plenary

12.30 - 14.00 *Lunch*

Theme 5: Domestic Water Supplies
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14.00 - 14.20 **The Gender Approach to the Management of the**
Water Supply Service in Low Income Areas in
Latin America
Norah Espejo

14.20 - 14.40 **Peoples' Participation in Rural Water**
Supply: Experience From South Asia
Rehka Dayal

14.40 - 15.00 **Urban Water Supplies in Malawi**
Fabiano Kwaule

15.00 - 15.30 **Towards Gender-Responsive Planning in the Hesawa**
Programme: A Critical Review
Deo Binamungu

15.30 - 16.00 *Coffee/tea)*

16.00 - 17.30 Discussion in small groups
 (Reporting on charts)

17.30 - 19.30 *Dinner and free time*

Theme 6: Methodology Development
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19.30 - 21.30 Informal presentations by:
 Deo Binamungu: **Gender training**
 Mayling Simpson Hebert: **SARAR Methodology**
 Irene Guijt: **PRA (Participatory Rural Appraisal)**

21.30 *Light refreshments*

DAY 3: DECEMBER 3RD

08.15 - 08.30 Summary of Day 2 and Introduction to Day 3
Facilitator and Rapporteur

Theme 7: Experience with integrating a gender perspective within some ESAs

08.30 - 09.00 **Against the Current: Mainstreaming Women and Water in UNICEF**
Beth Woronuik

09.00 - 09.30 **Gender, Water , Environmental Health - An Inventory of SIDA-Supported Programmes**
Eva Poluha

09.30 - 10.00 **The Experience of FINNIDA**
Sinnika Antilla

10.00 - 10.30 *Coffee/tea*

10.30 - 11.00 **UNDP/World Bank and Collaborative Council Experience**
Bruce Gross and Burjana Bulajich

11.00 - 12.00 Discussion in small groups

12.00 - 12.30 Report Back to Plenary

12.30 - 13.30 *Lunch*

Conclusions and Recommendations to OECD/DAC
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13.30 - 14.30 **Presentation and discussion on conclusions and recommendations to OECD/DAC**
Rapporteur and Facilitator

15.00 **Closing of the workshop**
Carl Wahren

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WORKSHOP
ON
GENDER AND WATER RESOURCES MANAGEMENT
LESSONS LEARNED AND STRATEGIES FOR THE FUTURE**

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SKEPPARHOLMEN, 1-3 DECEMBER 1993

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