

Chapter 2 Gender and Integrated Water Resources Management (IWRM)

2.1 Introducing IWRM

Integrated Water Resources Management (IWRM) is a systematic process for the sustainable development, allocation, and monitoring of water resources. The concept and principles of IWRM were articulated at the International Conference on Water and Environment held in Dublin in 1992 and in Chapter 18 of *Agenda 21*, a consensus document from the United Nations Conference on Environment and Development (UNCED), held in Rio also of 1992.

IWRM is a cross-sectoral holistic approach to water management, in response to the growing competing demands for finite freshwater supplies. It is an approach that aims to ensure the coordinated development of water, land and related resources to optimise economic and social welfare without compromising the sustainability of environmental systems (Global Water Partnership, 2000). Policy makers, analysts, international organisations and governments have sought consensus on principles to guide the setting of priorities, policy making and the elaboration of specific initiatives in IWRM. Key principles include:

- Water should be treated as an economic, social, and environmental good.
- Water policies should focus on the management of water as a whole and not just on the provision of water.
- Governments should facilitate and enable the sustainable development of water resources by the provision of integrated water policies and regulatory frameworks.
- Water resources should be managed at the lowest appropriate level.
- Women should be recognised as central to the provision, management and safeguarding of water.

The application of IWRM as a philosophy, policy, and implementation guideline can assist in addressing the:

- Need for improved water governance and for increased coordination and collaboration among various water sectors, such as drinking water supply and sanitation, irrigation, and ecosystem maintenance.
- Potential competition and conflicts among different stakeholders from all sectors and among individuals, communities, and governments.
- Environmental degradation that is threatening all life on the planet.
- Gender and social disparities in terms of equitable access to and control over resources, benefits, costs, and decision making between women and men.
- Need for sustainable water resources development as a key to poverty eradication.

2.2 Introducing Gender

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies and programmes in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men can benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality *by transforming the mainstream* (ECOSOC, 1997, emphasis added).

In the area of water resources management, an uncoordinated and sectoral approach has resulted in environmental degradation from overexploitation of water resources, inappropriate allocations among competing uses, inequitable distribution of benefits and burdens, and inadequate operation and maintenance of infrastructure. Inadequate involvement of both women and men has hindered programmes and projects aimed at addressing sustainability in water resources management. Community participation and management approaches have failed to address these issues, largely because communities are often seen as a collection of people with a common purpose.

The reality is that a community is not a collection of equal people living in a particular geographic region. It is usually made up of individuals and groups who command different levels of power, wealth, influence and ability to express their needs, concerns and rights. Communities contain competing interest groups. Where resources are scarce, there is competition for supplies, and those at the lowest end of the power spectrum - poor women and men - will go without. Unequal power relations place women in a disadvantaged position. Applying a gender analysis helps water sector agencies allocate their resources better to meet the needs of different women and men and marginalised groups.

People-centred approaches do not always ensure that gender perspectives are taken into account. Thus, a deliberate strategy of gender mainstreaming can be useful to ensure that these issues that effect women and men are part of analysis, programme and project planning, implementation, and evaluation. More importantly, gender mainstreaming can assist in bringing about institutional and organisational change necessary to ensure gender equality as an on-going commitment.

2.3 Defining Gender

Gender refers to the different roles, rights, and responsibilities of men and women and the relationship between them. Gender does not simply refer to women or men, but to the way their qualities, behaviours, and identities are determined through the process of socialization. Gender is generally associated with unequal power and access to choices and resources. The different roles of women and men are influenced by historical, religious, economic and cultural realities. These roles and responsibilities can and do change over time.

In this Guide, the use of the term gender also recognises the intersection of women's experience of discrimination and violation of human rights not only on the basis of their gender but also from other power relations that result from race, ethnicity, caste, class, age, ability/disability, religion, and a multiplicity of other factors including whether they are indigenous.

Women and men are defined in different ways in different societies; the relations they share constitute what is known as gender relations. Gender relations constitute and are constructed by a range of institutions such as the family, legal systems, or the market. Gender relations are hierarchical relations of power between women and men and tend to disadvantage women. These hierarchies are often accepted as 'natural' but are socially determined relations, culturally based, and subject to change over time. Gender relations are dynamic, characterised by both conflict and co-operation, and mediated by other axes of stratification, including caste, class, age and marital status or position in the family.

Sex differences such as the ability to give birth are biologically determined and are different from socially prescribed gender roles.

Recognising the above, a gender analysis refers to a systematic way of looking at the different impacts of development on women and men. Gender analysis requires separating data by sex and understanding how labour is divided and valued. Gender analysis must be done at all stages of the development process; one must always ask how a particular activity, decision, or plan will affect women differently from men (Parker, 1993).

2.4 The Historical Framework of Gender

Women and Gender approaches in development have evolved over past decades. Until the early 1970s, development policies addressed the needs of poor women entirely in the context of their role as wives and mothers. Known now as the 'welfare' approach, the focus was on mother and child health, childcare, and nutrition. It was assumed that the benefits of macro-economic strategies oriented towards modernisation and growth would trickle down to the poor, and that poor women would benefit as the economic position of their husbands improved. Women were passive recipients of benefits. Water and sanitation services were defined in the context of health care and hygiene, which were seen as women's responsibilities.

From the 1970s and 1980s, the Women in Development (WID) approach aimed to integrate women into the existing development process by targeting them, often in women-specific activities. Women were usually passive recipients in WID projects, which often emphasised making women more efficient producers and increasing their income. Although many WID projects improved health, income, or resources in the short term, they did not transform unequal relationships, and a significant number were not sustainable. A common shortcoming of WID projects was that they did not consider women's multiple roles or that they miscalculated the elasticity of women's time and labour.

From the late 1980s on, the Gender and Development (GAD) approach was developed with the objective of removing disparities in social, economic, and political balances between women and men as a pre-condition for achieving people-centred development. Much of the work in the water sectors today is informed by this approach. However, there are many perspectives in this approach and no one blueprint for enabling equality and equity in water resources management.

Both WID and GAD approaches are still in use.

In recent years, a gender and empowerment approach has attempted to transform existing gender relations by stressing women's self-empowerment.

2.5 Principles of IWRM and their Gender Implications¹

Integrated Water Resources Management (IWRM) offers an opportunity to create a paradigm shift in water resources management. The global environmental crisis, growing poverty in urban and rural areas, and continued gender inequalities all point to the need for a different governance approach to water use and management.

Applying this approach requires cohesion among the different institutions, policy, and regulatory frameworks and deliberate measures that take account of environmental sustainability and an intersectional analysis. Gender in this context is not a sufficient point of

¹ Adapted from: Wijk-Sijbesma, 1998 and Thomas et al, 1997.

analysis without also considering intersecting identities of race, class, caste, ethnicity, age, ability, and geographical location.

- **Water should be treated as an economic, social, and environmental good.**
 - Freshwater is valuable and limited. Water supply services and infrastructure are economic activities, while at the same time, access to basic water supply is a fundamental human right. Water use for sanitation and domestic purposes, which tends to be the responsibility of women, should be incorporated into the assessments of economic values of the use of water. Women often have no rights to land and water, and development efforts may negatively affect their livelihoods.
 - While it is desirable for water supply to be paid for, it is also important to take into account people's ability to pay. Women's interests and gender relations are often overlooked. If charges for domestic water supply have to be paid, both men and women should be involved in determining the rates. Even though women often do not have control over cash, they are still expected to pay for water and sanitation, more than men, because they are the main users and it is considered their responsibility. A gender and social equity analysis of demands is required.
 - Access to basic amounts of water supply as a social good and human right needs to be included in policies and planning. Increased charges for water should not apply to meeting basic human needs and should not reduce water minimum consumption for cooking and hygiene.

- **Water policies should focus on the management of water and not just on the provision of water.**
 - Governments and local stakeholders should be key actors in water management.
 - The private sector can play a role in providing water supply services for greater efficiency. National governments need to retain responsibility for oversight of water quality and for regulating and monitoring private providers. The government is also responsible for ensuring that the water supply needs of the whole population are met. Companies solely interested in making a profit will not be concerned about low-income households, domestic water users and those who use water sources and water catchments for their basic necessities of life. Women are heavily represented in these categories.
 - With increased privatisation, capacity building of local communities becomes more important, and it should be ensured that women and men benefit equally from capacity building initiatives.

- **Governments should facilitate and enable the sustainable development of water resources through the provision of integrated water resources policies and regulatory frameworks.**
 - Holistic water management is needed because actions taken in one water sector have an impact on water availability, quantity and quality in another. Such impact is different for men and women, between and even within households, and according to sex, age and status.
 - At higher levels coordination within countries and ministries is necessary, including coordination at sub-national levels, and women's interests and rights need to be taken into account.

- **Water resources should be managed at the lowest appropriate level.**
 - Participation by all stakeholders leads to better water management. Because of women's traditional roles in water resources management, they have knowledge which should be included in planning and practice.
 - The lowest level is most important to ensure that decisions are supported by those who implement water projects on the ground. These are often women. Female-headed households tend to have less bargaining power in communities than male-headed households. A specific effort to include them is needed.
- **Women should be recognised as central to the provision, management and safeguarding of water.**
 - Campaigns to reduce water wastage should target men and women and especially industries and institutions that waste water.
 - Women's skills and knowledge are crucial for the effective and efficient management of water.
 - More attention is needed to control pollution and to improve water quality and sanitation for the benefit of women who collect domestic water and to improve health.

2.6 Why use a gender perspective in Integrated Water Resources Management?

A gender perspective in IWRM is necessary for a variety of reasons, as outlined in the sections below.

2.6.1. Concern for effectiveness and efficiency in water sector programmes and projects.

Involving both women and men in integrated water resources initiatives can increase project effectiveness and efficiency. Participation by both women and men improves project performance and improves the likelihood of sustainability. In other words, a project is more likely to achieve what planners hope it will achieve if women and men (both rich and poor) are active participants and decision makers.

In addition to a vast body of anecdotal evidence, three specific studies have looked at this issue:

Voice and Choice for Women - Linkages on Demand, Gender and Poverty from 44 Water Schemes in Asia and Africa. A research project of the UNDP/World Bank Water and Sanitation Programme. 2001.

Preliminary findings appear to validate the hypothesis that water services will be better sustained and used by the communities if institutions and policies enable the communities (men and women, rich and poor) to initiate the service, take informed decisions about the type of service management and financing systems and build capacities to maintain and manage the services so that burdens and benefits are equitably shared.

A World Bank review of 121 rural water supply projects

This review found that women's participation was among the variables strongly associated with project effectiveness. Furthermore, it was found that the failure to take gender differences and inequalities into account can result in failed projects. For example, in India, compost pits located outside villages went unused, and women continued to deposit waste near their homes - even when fined for doing so - because they did not wish to be seen carrying loads of refuse to the outskirts of the village. If there had been consultation with women, perhaps this problem could have been avoided (Narayan, 1995).

IRC study of Community Water Supply and Sanitation projects

A study by the International Water and Sanitation Centre (IRC) of community water supply and sanitation projects in 88 communities in 15 countries found that projects designed and run with the full participation of women are more sustainable and effective than those that do not involve women as full partners (Wijk-Sijbesma, 2001).

Although research has tended to focus on the water supply and sanitation sector, the same trend can be seen in other water sectors as well. The positive impact of paying attention to gender issues can be seen in the Philippines Communal Irrigation Development Project. This project exceeded physical development targets and appraisal estimates of irrigation intensity and paddy yields. The project's success has been attributed to the full participation of the intended beneficiaries. The project partly draws on a tradition of farmer-built irrigation systems and responds to a cultural context in which women exercise independent land rights. The project's success in the community was attributable to: recruitment of community organisers, two-thirds of whom are women; ensuring membership of both spouses in water user associations; and actively encouraging women to assume leadership roles. It was also noted that women's membership facilitated the payment of fees, because women controlled family finances (Quisuimbing, 1994).

2.6.2 Concern for environmental sustainability

Women and men around the world play distinct roles in managing plants and animals, in use of forests, drylands, wetlands and agriculture. Moreover, gender roles are differentiated in collecting water, fuel, and fodder for domestic use, and in generating income. Due to their distinctive engagements with the natural environment, women's experience and knowledge are critical for environmental management (UNEP, 2004). Using a gender perspective and enabling the integration of women's knowledge of the environment will increase the chances of environmental sustainability.

A watershed management project was initiated in a fragile area of a cloud forest in Mindanao, Philippines. A lake used to generate electricity was silting up from deforestation and soil erosion. There was a need to reduce soil loss and to engage local institutions in monitoring soil loss and soil recovery. The project first invited young men to monitor the water to determine whether the techniques being used for soil conservation were reducing the silting. However, the men were not consistent in monitoring. Women farmers, as well, were brought in to monitor the water without much success. The project then determined that women were more interested in health issues than soil loss. As women learned about how water quality affected the health of their families and the programme expanded to include monitoring for *e coli* bacteria, women became interested and participated. This led to their further engagement in a wider range of environmental activities. Ultimately, the community's involvement led to positive outcomes, such as an increase in the adoption of soil conservation techniques by both men and women farmers (Diamond, et al., 1997).

2.6.3. Need for an accurate analysis of water resources use

Social and economic analyses are incomplete without an understanding of gender and social differences and inequalities. With a gender analysis, planners gain a more accurate picture of communities, natural resource uses, households and water users. Understanding the differences among and between women and men (who does what work, who makes which decisions, who uses water for what purpose, who controls which resources, who is responsible for different family obligations, etc.) is part of a good analysis and can contribute to more effective results.

In Bangladesh, despite the widespread perception that gender issues were not relevant in the impact of floods and flood prevention plans, there are several ways that differences and inequalities among women and men are relevant. Women are responsible for the production and processing of farm food products and for the preparation of food resources in households in rural Bangladesh. Water-related hazards, such as early flash floods, can damage not only the fields producing crops, but also food stores and processing equipment, driving up the prices of food staples. Any disruption in food supply will impact a woman's ability to make a living from existing resources. Women's lack of mobility also limits alternative strategies for coping with stress on family resources, especially if she is the head of household owing to male migration or desertion (Thomas et al, 1993).

The differences and inequalities between women and men influence how individuals respond to changes in water resources management. Understanding gender roles, relations, and inequalities can help explain the choices people make and their different options.

In Alto Piura, Peru, female farmers complained that they always had to irrigate at night, in spite of the official rule that night turns should be equally distributed among irrigators. Since male irrigators had better relations with the irrigators' committee and with the water delegate, they were often more successful in negotiating day turns (from Zwarteveen 1997). If a project aims to provide all irrigators and farmers with equitable access to water resources, then strategies are required to deal with this specific difficulty faced by women.

Gender relations and inequalities influence collective responses to water resource management issues. Women and men tend to organise in different ways. Women often face specific obstacles to participating in a project, joining a water-users committee, or providing input into a consultation session.

Poor women are less likely to be elected to positions on water committees or village development committees. When asked about the criteria used to elect people to positions of responsibility in the village, interviewees in Zimbabwe repeatedly mentioned two qualifications: i) someone they could respect (for position, influence, hard work or ability to forge consensus over difficult issues), and ii) someone with resources such as a bicycle or cash who could represent the village at district headquarters when required. In addition to not meeting those qualifications, poor women generally have greater constraints on time and labour resources than other women or men. They and their children are likely to be in poorer health and they therefore could benefit most from improvements that bring water supplies closer to their homes. However they are least likely to participate in the collective decision-making that will bring this about (Cleaver, 1998).

2.6.4 Concern for gender equality, equity and empowerment

Without specific attention to gender issues and initiatives, projects can reinforce inequalities between women and men and even increase gender disparities. Although many initiatives are thought to be 'gender neutral', this is rarely the case. Projects and programmes often bring new resources (training, tools, technology, etc.). Whether someone is male or female can influence whether he or she can take advantage of these opportunities. Programmes need to enable both women and men to benefit equally from water initiatives. Gaps between rich and poor women can often increase as a result of development interventions.

An initiative can also serve to reinforce existing inequalities, even when there may be opportunities to help support people's efforts to build more equitable societies and

economies. The importance of specific attention to gender and diversity issues is all the more critical given the generally low profile of these issues among many water professionals.

2.6.5 Realisation of international commitments by governments and partners

Governments and development agencies have made commitments to support equality between women and men and to use a gender perspective in all programmes and projects, including those related to water and the environment. Specific commitments include:

- The results of and follow-up to the International Drinking Water Supply and Sanitation Decade (1981-1990) were discussed in consultations in New Delhi in 1990. Although these consultations were limited on the discussion of gender issues, there was a clear call for an increase in women's decision-making and management of water resources.
- The *Dublin Statement* (1992), endorsed by over 100 countries, recognises that women play a central part in the provision, management, and safeguarding of water resources. It recognises the pivotal role of women as providers and users of water and guardians of the living environment and for this reality to be reflected in institutional arrangements for the development and management of water resources.
- Principle 20 of the *Rio Declaration* (1992) states, "Women have a vital role in environmental management and development. Their full participation is therefore essential to achieve sustainable development". *Agenda 21* (1992) contains a chapter on women and sustainable development (Chapter 24) and a chapter on water management (Chapter 18).
- The *Beijing Platform for Action* (1995) highlighted environmental issues as one critical area of concern - "gender inequalities in the management and safeguarding of natural resources and in the safeguarding of the environment". Three strategic objectives were agreed: (1) To involve women actively in environmental decision making at all levels; (2) To integrate gender concerns and perspectives in policies and programmes for sustainable development; and (3) To strengthen or establish mechanisms to assess the impact of development and environmental policies on women.
- The Johannesburg Plan of Implementation of the 2002 World Summit on Sustainable Development (WSSD), para 25(a), includes agreement by governments to: "... support capacity building for water and sanitation infrastructure and services development, ensuring that such infrastructure and services meet the needs of the poor and are gender-sensitive."
- In December 2003 the General Assembly proclaimed (resolution 58/217), the period 2005 to 2015 as the International Decade for Action, 'Water for Life', and called for a focus on the implementation of water-related programmes and projects, "whilst striving to ensure women's participation and involvement in water-related development efforts ...".
- The Millennium Development Goals, which have the same time frame as the 'Water for Life' Decade, include 2015 targets on gender equality and empowerment of women, as well as on safe water and sanitation.

2.6.6 Participatory processes in IWRM initiatives need to recognise inequalities and differences between women and men

Experience demonstrates that participatory processes and 'attempts to involve poor people' do not automatically include women. Attention to gender differences and inequalities is required if participatory development initiatives are to involve women as well as men. Specific issues include:

Power relations in communities. Communities are not harmonious groups with a common set of interests and priorities. There are often strong divisions along the lines of age, religion,

class and gender. These power differentials make it difficult for some people to voice opinions that contradict the views of those in power. Power differentials may even affect *who* participates in specific meetings. Outside officials may invite only ‘community leaders’ (generally men) to participate in consultations.

Intra-household and intra-family relations. Some women may find it difficult to speak out in front of their husbands or fathers (cultural norms of seclusion). They may also believe that discussions relating to family matters (such as issues relating to workloads or gender discrimination in resource entitlements) are not for public forums.

Different constraints to participation. Men and women have different responsibilities and workloads. Women often have less time to devote to new activities. Attending specific meetings may raise problems for women if meetings are set for the times of the day when they tend to be occupied with household responsibilities or childcare. Additionally, formal or informal membership norms in community institutions can also deny women the right to participate.

Different abilities to participate. Given gender biases in education, women and men often have varying literacy levels. Men may also have more experience putting their arguments forward to outsiders and feel more confident dealing with new people than women.

Perceived benefits of participation. Women and men may make different calculations about the costs and benefits of their involvement in participatory processes. Given the already high demands on most women’s time, they often have little time to participate fully. Participatory methods are only as good as the people who use them. It is now clear that there is more to participation than a series of exercises. When they are done well, gender-sensitive participatory processes challenge organisations in many ways.

Challenges to Participatory Processes

Skills	Organisations need to develop the skills to facilitate gender-sensitive participatory processes. This requires experience, skills, and the ability to deal with conflict, should it arise.
Time	Participatory processes can take a long time and may require support over a period of years.
Flexibility and Adaptability	The selection and sequencing of tools for participatory processes should be based on specific circumstances. Responding adequately to specific contexts requires flexibility.
Support	Participants, both women and men, require support as they explore new issues. It is irresponsible for an outside organisation to encourage people to raise issues of gender inequalities and then not remain to engage with the consequences.
Follow-up	Can the organisation respond to the issues raised? If development cooperation organisations are serious about participatory processes, they must be prepared to act on the priorities identified and issues that emerge.

2.6.7 Participatory methods used to introduce gender equality issues

Beginning in 1992, the German development cooperation agency, GTZ assisted the Zambian Ministry of Agriculture, Food and Fisheries to integrate a participatory approach into its extension services. Extension officers used participatory methods to assess farmers’ priorities, which led them towards a multi-sectoral approach to the programme. They used seasonal calendars to plan extension activities at times convenient to farmers. They began to involve farmers in monitoring and evaluating of the outcome of extension efforts. However, an evaluation revealed that women were not benefiting from the improved participatory approach to extension services provision. The staff began to make concerted efforts to

address the problem and involve women in the programme. As awareness grew, two three-day workshops helped couples to analyse gender relations in their households. The case study raises several key points:

- Gender is not always the sensitive topic some claim it to be. With the right methods, attitudes, and approaches, local people and staff members welcome discussion about it.
- Gender is not a foreign, theoretical concept, and women and men can address it.
- Gender should be inherent in participatory approaches, but it is not automatically addressed without specific efforts (Frischmuth, 1998).

2.6.8 Participatory methods illustrate different perceptions of well-being

The use of gender-sensitive participatory methods in Darko, Ghana, identified differences between women and men in their understanding of poverty. These methods documented people's own perceptions of intra-household relations and provided a far better understanding of the situation and changes underway than would have been possible through data collection on externally selected indicators. Men and women prepared separate social maps of the village and carried out wealth and well-being rankings. Differences in the two discussions were analysed and the findings are outlined below.

- Men's criteria of wealth centred on assets like a house, car, cattle and type of farm. They considered crops grown by men, but not those of women. Initially they left those with no assets out of the ranking altogether. They then moved on from wealth to a discussion of well-being, using 'god-fearing' as the main criterion.
- Women started with indicators like a house, land and cattle but moved to analyse the basis of agricultural production. Again they considered only 'female' crops and did not mention cocoa or other cash crops grown by men. Contrary to common perceptions, women focused on marketed crops, and not on subsistence food crops.
- Women's criteria for the 'poorest' were related to a state of destitution, and the lack of individual entitlements or health-related deprivation. Men focused on the absence of assets.
- Each group had its own perception of well-being. Women tended to identify factors for women, while men focused on men. Neither group looked at the household as a unit for analysing welfare.
- For both women and men, being wealthy did not always mean being better off. In the men's analysis none of the rich were 'god-fearing' and two houses with no assets had 'god-fearing' people. As for the women, the biggest vegetable producers (seen as an indicator of being well-off) were not in the richer categories (Shah, 1998).

2.7 Mainstreaming Gender in Water Management

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels (global, national, institutional, community, household). It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality by transforming the mainstream (UNESCO, 1997 in GWA 2003a).

Operationalising gender mainstreaming involves:

- Understanding the gender-differentiated systems for access to resources, labour, water uses, water rights, and the distribution of benefits and production. Sex-disaggregated data and the documentation of unpaid labour are important.

- Focusing on gender relations, not just women. Although many analyses draw attention to women (since it is generally women who face disadvantages and women's views that tend to be overlooked), a gender analysis looks at the relations (differences, inequalities, power imbalances, differential access to resources, etc.) between and among women and men and how these are negotiated. The position of women cannot be understood in isolation from the broader relationships between women and men.
- Understanding that gender is a factor that influences how people respond both individually and collectively. Men and women face different obstacles and draw on different resources when attempting to participate on a water committee, confront a local official or attend a training session.
- Understanding the gender dimensions of institutions at all levels in society (within the household, community-based organisations, water users associations, local governments, national civil services, etc.). These formal and informal institutions play fundamental roles in water resources management, yet they have gender dimensions: Who makes what decisions? Does the structure facilitate or hinder women's participation? Is there the capacity to reduce inequalities between women and men in the institutions? How are different needs and perspectives negotiated inside institutions? Are institutional policies developed in an inclusive and gender-sensitive manner?
- Confirming or rejecting assumptions in each specific context, ideally using participatory methodologies. Assumptions from one country or project cannot be carried over into another region or initiative. Furthermore, power relations, working arrangements, and resource availability can change over time. The specificity of each situation must be investigated.

2.7.1. Getting the initiative or project right

To ensure that the analysis increases the positive impacts of water programmes and that the overall objective to support the advancement of women is reflected in all IWRM initiatives, the following should be considered:

- Incorporating the insights from the analysis into project design. For example, it is not enough to document women's priorities. Their views should influence the priorities and objectives of the initiative.
- Giving importance and recognition to women's responsibilities and views. For example, often women's uses of water are given less importance than men's (they are not documented, women's uses are not given priority, they are not visible to planners, etc.).
- Making links to key expected results of the initiative. There should be a clear analysis that links [the] gender analysis to the overall objectives of the project. If the project is focusing on flood control, the gender dimension should look at how women are consulted, involved and affected by various options for flood control (rather than a side initiative on small-scale credit for women).
- Identifying concrete objectives. During the project design phase, objectives relating to gender equality should be clearly specified (rather than kept general, such as 'incorporate gender equality issues into the project').
- Developing indicators to track success towards meeting the results. General indicators should be disaggregated on the basis of sex (instead of total number of people consulted, there should be a breakdown between women and men).

2.7.2. Gender-sensitive monitoring and evaluation indicators

Programme and project interventions have not led to sustained and sustainable development. Benefits and costs that accrue from an intervention are also not always disaggregated by sex and socio-economic class; consequently, it becomes difficult to understand the effects of

those interventions on different groups. A monitoring and evaluation process that has gender-sensitive indicators and involves men and women not as informants but as participants will result in a better understanding of who in the community has benefited, who bears the costs and what motivates different groups to act. Furthermore, a monitoring process that involves men and women ensures that monitoring becomes a self-management tool rather than a policing instrument, thus leading to collective action.

If data collection is not disaggregated by sex, it will be difficult to assess the positive or negative impacts of the programme or project on women and men, young and old and rich and poor. For example, if water provision in an urban slum has lessened the burden of water fetching for women and girls, this could free more girls to go to school. This positive result cannot be assessed without sex-disaggregated data collection, which can assist in measuring the scope of the impact, i.e., the increased enrolment and retention of girls in school. If water provision services have freed poor women's time to engage in income generating activities, without sex-disaggregated data, the positive impact will lack empirical evidence and will remain anecdotal.

Additionally, the following issues cannot be measured or monitored without gender-sensitive indicators:

- The impact/effectiveness of activities targeted to address women's or men's practical gender needs i.e., new skills, knowledge, resources, opportunities or services in the context of their existing gender roles;
- The impact/effectiveness of activities designed to increase gender equality of opportunity, influence or benefit e.g., targeted actions to increase women's role in decision-making; opening up new opportunities for women/men in non-traditional skill areas;
- The impact/effectiveness of activities designed to develop gender awareness and skills amongst policy-making, management and implementation staff;
- The impact/effectiveness of activities to promote greater gender equality within the staffing and organisational culture of development organisations e.g., the impact of affirmative action policies (Derbyshire, 2002: 28).

The Canadian International Development Agency has developed an extensive guide on the issue, its history and evolution, its implications and how to develop gender-sensitive indicators for the organisation as well as the project level (CIDA, no date).²

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² Canadian International Development Agency (CIDA), No date. *Guide to Gender-Sensitive Indicators*. Available at: www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/8525711600526F0A8525711900618E1C?OpenDocument

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The purpose of this background paper is to provide an analytical framework and illustrative cases on the linkages between water, gender and poverty alleviation in the MENA region in preparation for the forthcoming flagship MENA development report on water. This paper argues that it makes economic sense to make sure that women and female farmers and small-scale entrepreneurs have the same access to water as men and male farmers both for domestic and irrigation purposes, while at the same time highlighting the challenges and limits of doing so.

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This is a brief and succinct introduction of the rationale for IWRM and the key principles behind it. The on-line tutorial provides arguments and examples to make the case for IWRM and to counter those who may oppose it on institutional or sectoral grounds.

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Eglal Rached , Rathgeber, Eva, Brooks, David, Rathgeber, Eva, 1996. *Water Management In Africa And The Middle East: Challenges And Opportunities*, IDRC.

In this book, scientists take stock of the crisis, identify key issues and trends, and map out strategies for further research and action. They take a close look at the problems that beset different regions: from drought-prone East Africa to the Middle East — where water is a major factor in regional conflicts — to tropical areas — where water quality is a concern and water-borne diseases are endemic. They examine the roles of governments, international agencies, NGOs, and community organisation, and look at the costs and effects of large-scale projects for irrigation and drinking water supply. Finally, they identify means to affect closer cooperation between governments and communities, and to bring more attention to water conservation, without which strategies to manage water in Africa and the Middle East will be neither sustainable nor equitable. The contributors are, for the most part, scientists who live and work in Africa and the Middle East, and who deal on a daily basis with the water crisis in those regions of the world.

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Findings of an electronic conference series convened by the Gender and Water Alliance. It provides very useful and insightful discussions and contributions by members on the challenges to gender mainstreaming in the water sectors as well as examples of successful and difficult experiences in doing so. Discussions were held in English, French, Spanish and Portuguese.

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This report is a first step in examining the development of gender-sensitive policies. It looks at how the fine rhetoric on gender mainstreaming that won favour in the Hague is being translated into policy by governments and donors two years later. GWA members have looked critically at changes in water legislation, policies and programmes around the world, to assess whether they respond to the gender messages.

Available at: <http://www.genderandwater.org/page/156>

GWA, 2003. *Tapping into Sustainability: issues and trends in gender mainstreaming in water and sanitation*. A background document for the Gender and Water Session, 3rd World Water Forum, Kyoto, Japan. March.

This document gives a glimpse of the work that has taken shape in gender mainstreaming at all levels through shared knowledge and action with a range of stakeholders including governments, NGOs, research centres, universities, and community based organisations'. It also provides an analysis of the remaining gaps for enhancing gender mainstreaming. Despite some progress, there is a continued sense that not enough is being done, and that there has not been effective translation of theoretical concepts about gender into tangible action and measurable changes on the ground. How can we identify and seize opportunities both to strengthen and consolidate current work, while continuing to push and

expand the gender agenda? How do we become more strategic, more powerful in linking the important issues of gender with development, and in truly integrating and mainstreaming these issues into our daily work?

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These are six training modules. They cover the ABCs of gender, gender and IWRM, and gender mainstreaming project cycles and institutions. They are useful for a wide range of constituencies and are also adaptable for use either together or as individual training modules.

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GWP, 2003. 'Poverty Reduction and IWRM'. *TEC Background Paper No. 8*, GWP, Stockholm.

Green, Cathy with Sally Baden, 1994. *Water Resources Management: a macro-level analysis from a gender perspective*. An issues paper prepared for the Gender Office, Swedish International Development Cooperation Agency (SIDA). Institute of Development Studies, Brighton, UK.

Drawing on the wider body of research concerning gender and the environment, this paper suggests some ways in which the conceptual framework adopted by the World Bank is deficient in terms of gender analysis. This paper summarises the approach embodied in water resources management policy and then provides a critical look at some of the key themes and policy directions from a gender perspective.

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Green, C. and Sally Baden, 1995. "Integrated Water Resources Management: A Gender Perspective", *IDS Bulletin*, Vol. 26, No. 1.

Hamdy, Atef, 2005. *Gender Mainstreaming in the Water Sector: Theory, Practices, Monitoring and Evaluation*. CIHEAM.

Lahiri-Dutt, Kuntala, 2006. (ed.) *Fluid Bonds: Views on Gender and Water*. Stree Publications, Kolkata, India.

Khosla, Prabha, 2002. *MAMA-86 and the Drinking Water Campaign in the Ukraine, for the Gender and Water Alliance*. Asian Development Bank, Dhaka Workshop on Water and Poverty, September.

The paper describes the water sector organising of MAMA-86 in the Ukraine. It outlines their various campaigns and successful strategies in water provision, water quality and quantity, pricing and access and control over water resources.

Available at: <http://www.genderandwater.org/page/293>

Khosla, Prabha. Christine van Wijk, Joep Verhagen, and Viju James, 2004. *Gender and Water. Technical Overview Paper*. IRC International Water and Sanitation Centre.

A fundamental principle of any gender-sensitive approach is that it does not just focus on changing the role of women. It is natural that many of the advocacy messages and policy recommendations should emphasise the need to enhance women's involvement in decision making and management of water programmes. Almost always though there is an implicit change in the established role, behaviour and practices of men. Gender equality does not mean that men and women have to do the same things. It

means that the strengths and attributes of both sexes should be used to full advantage. That applies at all levels, from the household to the highest levels of management. Usually it means that power structures, working practices, timings of meetings, legislation and financing systems need to be reviewed to create greater opportunities for women's talents and skills to be mobilised, but without adding to their existing heavy workloads. This paper revisits some of the arguments that have led to the international pressure for gender equity in human and social development. It provides a refresher course for those whose commitment to the gender cause has been frustrated by inaction at government or agency level, and a primer for those coming new to the topic of gender and water.

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NEDA, 1997. *Rights of Women to the Natural Resources Land and Water*, The Hague: Netherlands Development Assistance, Ministry of Foreign Affairs.

Rathgeber, Eva M, 1996. Women, Men, and Water-Resource Management in Africa, *Water Management In Africa And The Middle East: Challenges And Opportunities*, IDRC.

This paper examines some of the concerns that have motivated African governments and donors to become involved with water projects. Although there is general recognition of the needs of "communities" for reliable water systems, it is argued that the different attitudes, perspectives, and needs of women and men with respect to water access and use have been given little focused attention by environmental planners and water-resource managers in Africa. More specifically, it is suggested that throughout the 1970s and 1980s, although concerted efforts were being made to increase water accessibility, little effort was made to integrate the economic roles of women into water-resource planning.

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D. Allély, O. Drevet, J. Etienne, J. Francis, A. Morel-à-l'Huissier, G. Verdelhan Cayre, P. Chappé (1999). Eau, genre et développement durable. Expériences de la coopération française en Afrique subsaharienne

Basé sur l'expérience de la coopération française, cet ouvrage présente les évolutions majeures survenues depuis les années 1970 en matière de rencontres internationales, recherche, terminologie, d'approches spécifiques visant à intégrer les femmes aux processus de développement.

Alan Gelb, 2001. « Genre et développement : Un potentiel occulté en Afrique ». *Development Outreach, Vol. 3, N°2*, printemps 2001. Institut de la Banque Mondiale. Disponible à: http://www.genreenaction.net/article.php?id_article=3443

OCDE, 1995. Le rôle des femmes en Afrique dans la gestion des ressources en eau : le regard de l'OCDE. Document de travail de l'OCDE d'après séminaire.

Élizabeth Côté, Les femmes et les défis de la gestion de l'eau à Bamako, Mali. Disponible à: <http://www.ceci.ca/fra/information/histoires/popup/eaufem.htm>

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El análisis del manejo sostenible de los recursos hídricos y la equidad de género en el campo del manejo del agua, provee de argumentos para afirmar que: i) Involucrar a hombres y mujeres en roles influyentes en los diferentes niveles de decisión puede acelerar la consecución de la sostenibilidad en el manejo de los escasos recursos hídricos, ii) La gestión del agua realizada de una manera integrada y sostenible, puede contribuir significativamente a mejorar la equidad de género porque aumenta el acceso a los recursos hídricos y a los servicios relacionados con el agua, tanto de mujeres y hombres para cubrir las necesidades básicas. Así se aborda el progreso que los gobiernos y las agencias de cooperación han logrado en la aplicación de estos argumentos.

Disponible en: www.es.genderandwater.org

IDRC - CIED PERU, 2002. *Perspectiva de Género y Rol de la Mujer en la gestión de los recursos Hídricos en el Altiplano*.

Presenta diferentes experiencias sobre conceptos, metodologías y actividades que permiten la implementación de los proyectos de agua y saneamiento y de riego en las zonas andinas de Latinoamérica, resaltando las experiencias exitosas en la búsqueda de incorporar la perspectiva de género. Disponible en: <http://www.ciedperu.org/publicaciones/frapublica.htm>

UICN y HIVOS, *La Fuerza de la Corriente. Cuestión de cuencas hidrográficas con equidad de género*. Disponible en:

<http://www.aprchile.cl/pdfs/La%20Fuerza%20de%20la%20corriente.pdf>

WSP – GWA, 2005. *Construyendo una Visión para la Acción. Avances y desafíos de la transversalización del Enfoque de Género en la Gestión Integrada de los recursos Hídricos en America latina*. Bolivia.

Ofrece recomendaciones importantes para la construcción de una visión común en América Latina sobre la transversalización del enfoque de género en la gestión integrada de los recursos hídricos, visión que puede servir como un conjunto de lineamientos orientadores para las instituciones y organizaciones interesadas en contribuir a la construcción de una sociedad más justa, donde hombres y mujeres gocen del beneficio de una mejor calidad de vida.

Disponible en: <http://www.es.genderandwater.org/page/2209>

http://aprchile.cl/pdfs/lac_construyendo.pdf