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Gender / water resource management / poverty / IWM

Water Supply

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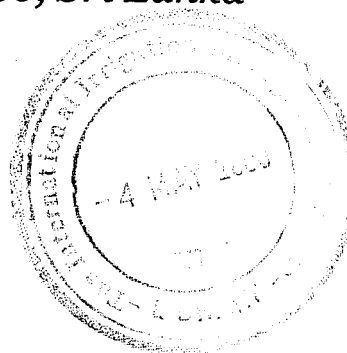
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# **Gender And Poverty Dimensions Of Integrated Water Resources Management**

*Proceedings of the Workshop:*

*20 April 2000, Hotel Lanka Oberoi, Colombo, Sri Lanka*



Organized by:  
**INTERNATIONAL WATER MANAGEMENT INSTITUTE**



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# PROGRAM

9.00-9.10	Opening	Mr. Nanda Abeywickrema <i>Senior Advisor to the DG, IWMI and South Asian TAC Member, GWP</i>
9.10-9.30	Introduction: Integrated Water Resources Management	Mr. Palitha S.M. Muthukude <i>Water Resources Secretariat</i>
9.30-10.15	Gender and Poverty Dimensions in Integrated Water Resources Management: Concepts and Applications	Dr. Barbara van Koppen <i>IWMI</i>
10.15-10.30	TEA	
10.30-11.15	Gender and irrigation: Findings Field Research in Sri Lanka	Ms. Jacobijn van Etten <i>IWMI</i>
11.15-11.45	Gender and Water Supply: Lessons Learnt	Mr. D.S.D. Jayasiriwardena <i>National Water Supply and Drainage Board</i>
11.45-12.45	Group Formation and Group Discussions <i>(Chairperson for the session Dr. Liqa Raschid)</i>	Group facilitators: Mr. Muthukude (WRS), Mr. Hunzai and Dr. Shah (IWMI)
12.45-13.30	LUNCH	
13.30-14.15	Group Discussions (contd.) and Preparation of Group Presentations	
14:15-15:15	Group Presentations	Rapporteurs
15.15-15.45	Plenary Discussion	Discussion Leader: Dr. Douglas Merrey <i>IWMI</i>
15.45-16.00	Conclusions and Closure	Dr. Douglas Merrey
16.00	Cocktail Reception	

## **Introduction**

The International Water Management Institute organized a one day national workshop on '*Gender and Poverty Dimensions of Integrated Water Resources Management*'. The preparation for this workshop was done in close collaboration with the Water Resources Secretariat of Sri Lanka.

The objectives of this workshop were to:

- Create an increased understanding of the water needs of rural poor women and men for productive and consumptive uses.
- Explore strategies to ensure that these needs are met, not only *within* the irrigation and drinking water supply sectors, but especially *beyond* these sectors through integrated water resources management.

The morning session was devoted to presentations on Integrated Water Resources Management and its gender and poverty dimensions, gender and irrigation, and gender in the water supply sector in Sri Lanka. In the afternoon discussion sessions enabled participants to explore the implications of these and other experiences for the future directions of pro-poor and gender-inclusive Integrated Water Resources Management in Sri Lanka.

IWMI gratefully acknowledges the contribution of the Ford Foundation for supporting this workshop.

## **Summary of Morning Session**

Chairperson: Dr. Liqa Raschid

### **Opening words**

Mr. Nanda Abeywickrema

Senior Advisor IWMI, and South Asian TAC Member. GWP

After the workshop was opened in the traditional manner by lighting the oil lamp, presided by Mr. Nanda Abewickrema, a summary presentation was made by him on the Sri Lanka Water Vision that had been presented at the world Water Forum in March 2000. The different components of the vision were presented, and the current fragmented approach to water management was deplored. The need for a holistic approach was stressed through the vision and a conceptual framework for good governance of water resources was discussed.

### **Introduction: Integrated Water Resources Management**

Mr. Palitha S.M. Muthukude

Water Resources Secretariat

Mr. Muthukude commenced by speaking of the key principles governing Integrated Water Resources Management (IWRM). These included stakeholder involvement at all levels both horizontally and vertically, the concept of participation and coordination between different sectors, geographically linking upstream and downstream uses of water, and different sources i.e.

ground and surface waters both in quantity and quality, and the notion of efficiency of use. For the latter the key elements were decentralization/devolution of power, the use of economic instruments and including beneficiaries and marginalized groups in decision-making. Water rights and allocation aspects were presented. The notions of water entitlements, reservations, and transfer were introduced, and the policy of having a tribunal for water disputes was discussed.

The key elements of demand management policy were presented, these being economic incentives, water conservation and water saving technology, regulatory measures, and education and awareness and training. Policy aspects of Groundwater management and data and information management were also addressed. Central to IWRM was the concept of river basin planning. The institutional arrangements to achieve these objectives were presented, pivotal to this was the creation of a National Water Resources Authority, River Basin Committees, and the Water Resources Council, with roles and responsibilities assigned to each. The mechanisms for organizing, planning, implementing, and monitoring the policy were discussed.

## **Gender and Poverty Dimensions in Integrated Water Resources Management: Concepts and Applications**

Dr. Barbara van Koppen

IWMI

### *Definition Gender*

Dr Van Koppen started her presentation by asking the question "What is gender in your view?"

Some excerpts from participants are listed below:

- differences between male and female or sex
- rights and roles of women and men
- how different sexes have accepted to different roles at present and how this could be changed to have gender balance
- differences between men and women that should be non-existent
- both females and males are actively participating in activities, it is not necessary to create problems by trying to define rights of each gender
- physically most weak and mentally most strong party
- total involvement of both men and women at all levels
- identifying strengths in men/women and capitalizing on them to achieve a given objective

She then went on to discuss the concepts of Gender, Gender and Water, and Gender, Poverty, and Water. Gender is a general concept and refers to the socio-psychological identities of, and relations between men and women, embedded in an historically changing social, economic, cultural and political context.

Gender and Water focuses on the divisions and asymmetries in water use, rights and responsibilities between men and women, from water user to water professional. In irrigated agriculture there is a strong belief and norm that farmers and irrigators are male. However, gender research in this field has challenged this assumption and highlighted under which conditions women are farmers and irrigators as well, but excluded from water rights at field level and even more so at higher levels of decision-making.

Gender, Poverty, and Water is concerned with the state and causes of water deprivation among poor men and women, and the sector-level and basin-level strategies to satisfy poor women's and men's multi-dimensional water needs.

She then elaborated one of the applications of these general concepts of gender, poverty, and water: integrated water resources management in South Africa. The new and progressive Water Act of 1998 for integrated water resources management has several important pro-poor and gender-inclusive components, such as the explicit aim to redress gender and race inequities and ensure 'Some for All for Ever'; a water reserve for domestic water use; the legal possibilities to enforce water reallocation from the large users to poor users; public availability of all data for transparent decision-making; stepped water pricing; and Catchment Management Agencies that are to be formed in close consultation with the public and with adequate representation of all. The latter requires, for example, specific efforts to organize the unorganized, as most poor people are.

## **Gender and Irrigation: Findings from Field Research in Sri Lanka**

Ms. Jacobijn van Etten

IWMI

Within the framework of the 'Gender Poverty and Water project' of the International Water Management Institute and supported by Ford Foundation, this research was done in two irrigation systems in Sri Lanka, Ridiyagama, an IMD managed system in the Hambantota district and System H, the oldest Mahaweli system in the Anaradhapura district. The overall aim was to gain a better understanding of inclusion and exclusion processes of poor women and men in irrigation development and management. Research is done during periods of 'normal' water availability and in time of water scarcity.

The main supposition of the research was that water users should be actively involved in decision making on water management issues in the relevant decision making bodies, especially the Farmer Organizations because water users themselves are best informed about their water needs. Inclusion in decision making bodies would augment their control over the resources and they will be better informed about water distribution. This will have a positive impact on performance and water productivity.

The main water users in the irrigation systems are, besides men and women who use water for non-agricultural uses, the irrigators. Irrigators are not only male land owners, but also women and tenants (in our sample 20% of the irrigators are female and 30% are tenant). Land owners who irrigate themselves are only 55 % of our sample. Only land owners are members of the Farmer Organization and they are invited for the FO meetings.

Regarding the relevant decision making bodies for water management in the irrigation system it was concluded that the participation of women is relatively high at farm level (30% main farm decision makers are women), still considerable at the Farmer Organization meetings (18% of those who attend is female), but hardly existing in FO committees and at system level.

The main conclusions of this study are that the current FO members are only a portion of the real water users. Although some water users cannot formally become members of the FO since they are not land owners, they do attend FO meetings because information from these meetings is hardly shared with other household members. Irrigators therefore have an interest in attending FO meeting themselves.

It was also found that gender-sensitive Farmer Managers, (agency officers who give institutional support and contribute to capacity building of FO) have a positive impact on female participation in FO meetings by stimulating and encouraging them. The higher participation of women at FO level in Ridiyagama compared to system H is at least partly due to this institutional support.

The following recommendations were given as outputs of this research:

- Active participation of women and tenants in FO meetings should be encouraged.
- The introduction of the concept of Farmer Managers should be considered in other irrigation systems as well.
- It is not enough to augment the number of women in FO. It is also useful to make an in-depth analysis of the water users and water uses and get all stakeholders involved (including women and tenants) in the relevant decision making processes.

### **Gender and Water Supply: Lessons Learnt**

Mr. D.S.D. Jayasiriwardena,  
National Water Supply and Drainage Board

Mr. Jayasiriwardena presented the basic principles of the Sri Lanka National Rural Water Supply and Sanitation Policy, being currently finalized, which include:

- Decision Making and Active Participation by Users including women and other disadvantaged groups
- Minimum User Contribution toward capital investments and Cost Recovery of Operations
- Involvement of all Stakeholders (Govt. agencies at all levels, Non-Govt. organizations, and Private Sector) with Government acting as a Facilitator
- Water Source Protection and Improvement (Integrated Approach)

He next addressed the areas where active participation of women was sought within the Rural WS&S programs, the guiding principle being utilizing their strengths.

- Assessing Demand, Selection and Appraising of Need
- Mobilization and Forming of Community Groups (CBOs)
- Participatory Planning and Designs
- Construction and Management of Facilities
- Water Source Protection and improvement

Some lessons learned through the program relating to gender and poverty aspects were that active participation of women increases in low income and rural settings. In the Sri Lanka setting rural women are available and more accessible for development work, they demonstrate long term commitment and as office bearers are more accountable and responsible for financial

management. Women are also effective in promoting health and hygiene education and awareness. Both men and women agree on need for improved services and demonstrate, active participation and willingness to pay.

The future trends in relation to gender mainstreaming in the rural water and sanitation sector were highlighted. Women are seen emerging as pressure groups for water conservation and management and guardians of environmental water quantity and quality. They have a role to play in disseminating information, creating awareness and advising on RWS & S. They may also be the future voice to resolve the conflict between the participatory approach and the increasing trend for private sector involvement in WS & S.

## Discussion in Plenary of the presentations

- Referring to water rights being given to non landowners as may be the case in South Africa, the need to address the issue of how this gets affected in the Asian context when tenant farmers move around was highlighted. The notion of poor people producing for themselves alone was questioned and it was stressed that the poor farmers given the right support do sell their produce and are sensitive to prices. The changes that were being proposed in the new South African Water Policy were challenging but could not be effected overnight so would require a long-term time frame. With reference to the Sri Lankan situation, where water is already a free good, would a stepped pricing policy contribute better to establish pro-poor gender inclusive conditions? A suggestion was also given to avoid equating the terms public consultation with participation in decision-making which are two different processes entirely. To a question on the confusion between the term gender and women, it was pointed out that gender is not limited to women but in the present social conditions where women face equity problems, giving importance to including women becomes relevant, which is what leads to the confusion which is not inherent to the term.
- The role of women in water and sanitation sector gave rise to the comment that women were expected to carry many additional loads and a better balance should be maintained between what men and women do. The fact that this sector was ahead of the irrigation sector in relation to gender inclusive approaches was highlighted and it was pointed out that the WSS sector had conscientiously started addressing the issue much in advance of the other water sectors.

+++ *afternoon program* +++

## Group Presentations

**Case Study:** You are appointed in a Virtual Basin to design a gender-inclusive, pro-poor river basin plan for Integrated Water Resources Management in the rural areas. The characteristics of



this Virtual Basin are given and the objective is to meet the goals as set out by the Sri Lanka National Water Partnership in their '*Sri Lanka Water Vision for the year 2025*'.

⇒ What would be crucial elements of this gender-inclusive, pro-poor IWRM river basin plan, to realize the following objectives by the year 2025:

⇒ How would you implement this plan?

### **Some key elements from the group presentations:**

#### *Group 1:*

Above all severe water shortage should be tackled.

- Coordination and of integration of sectoral interest: all stakeholders should participate in discussions
- Identify poor and other stakeholders
- Assess supply and demand and competition for water
- Develop basin institutions for equitable allocation of water

#### **Implementation:**

- All stakeholders participate in decision making
- Allocation: develop institutions which are transparent
- Local administrative structures should exist along River Basin Committees: mechanisms at very local level enable empowerment of the poor and women.
  - Representation in River Basin Committee : organized stakeholders will be included. Question? What about non-organized stakeholders to which the poor and marginalized often belong? Can they be organized ?
  - Water reserve for domestic water uses and productive uses of poor farmers,
  - Subsidizing water for irrigation.
- Investment by poor in infrastructure would provide pro-poor solutions

#### *Group 2:*

- Protection of supply for marginalized groups
- Training and outreach to encourage better use of water and land
- Protection of water quality (poor cannot control water they are getting)
- Create awareness of problems (existing and potential)
- Inclusive decision making
- Use of economic drivers to improve efficiency (water pricing)
- Buffer zones: for quality control
- Local decision making for local problems

#### **Implementation:**

- All stakeholders to be brought into planning process

- Marginalized groups should become part of implementation:
  - Authority
  - Responsibility
  - Resources
- Capacity building
- Setting up necessary legal/administrative system
- Identify groups at risk and make sure they are included in the process and protected
- Build in long term sustainability into plan
- Planning to include future and existing users

### *Group 3:*

Assessment of resources and demands

Identify needs of the poor:

- basic human needs (domestic needs)
- basic livelihood needs (productive)

minimum water requirements should be safeguarded.

Increase water productivity in agriculture: promote crops with low water consumption, cropping patterns, and good water management.

The growing water demand comes from cities, all water savings can not come from agriculture only.

With increasing water scarcity, water pollution becomes a more important issue, as it will first affect the poor. Decentralized controlling and monitoring mechanisms should be installed to assure water quality.

Promote rapid growing, labor intensive, non-polluting industry to provide jobs in the rural areas. In that way the pressure on land will decline.

The need to participate should be functional based: only real stakeholders. Participation has a certain cost. These costs should be justifiable.

For some people water itself becomes an income opportunity: water sellers make a living.

Implementation:

Institutions: Stakeholder participation, bottom –up representation.

The role of private sector is mainly limited to providing jobs for the rural population.

Legal frame work : Basin Committee should be imbedded in strong legal framework. Otherwise it can not be maintained.

## Plenary discussion

Discussion leader: Dr. Douglas Merrey

The discussion centred around how to make IWRM more pro-poor and gender inclusive, as traditionally we tend to forget these aspects. Following are some statements, suggestions or recommendations that were discussed.

The example of the bank sector was given to indicate that although a certain sector is traditionally not at all pro-poor, effecting fundamental changes in the way it operates, can make it pro-poor. The success of the Grameen Bank in Bangladesh has shown that a traditional sector which serves mainly well-off groups can be made suitable for the poor as well.

The question arises :How can Integrated Water Management Planning become pro-poor.

In Sri Lanka the irrigation sector has been pro-poor in design and implementation.

Many landless families have been offered free land and free water. But this has not made it productive. Pro-poor does not necessarily means that it should be free: irrigation sector is very much subsidized in Sri Lanka. But in the long run free water might be anti-poor as level of services goes down.

The Hague conference clearly indicated that free does not mean pro-poor. The Sri Lankan water policy will target the poor when it comes to subsidies. Measures have been built into the policy providing for possibilities to review it. So far farmers do not pay for irrigation water, but in the Water Policy it is stated that the cost of water should be calculated in a transparent way. In that way it becomes clear what the real cost of water is..

Also it is not necessary to give things free to the poor. They are willing to pay provided the service is good. For poor people the quality of the services offered is more important than the price: poor people are prepared to pay high prices for investments in drinking water or reliable water supply. A key need is to improve their basic living conditions and give them choices.

Incentives for better irrigation services rather than water subsidies will improve overall efficiency. In the irrigation/agriculture sector poor do pay in some form or the other but it is not clear what they pay for exactly and how much. This ignorance does not contribute to better understanding of issues for decision-making. Farmers in Sri Lanka have other sources of income as well so this must be included when framing policies. There may be a danger in subsidizing water without analyzing all the angles.

Farmers in Sri Lanka willing to pay for water if it is charged in an affordable way: Total cost recovery for infrastructure etc is not possible but it is possible to recover operation and maintenance costs. Pricing water would limit wastage. Poor policy on agriculture/water subsidies coupled with an open market economy has created a situation where the market is flooded with cheap rice: if water had a higher value, or farmers got returns on water savings, then the crop choice of farmers would be influenced by that, and a more diversified supply would be available in the markets.

Farmers should be rewarded for saving water: incentives should come from the agencies. Farmers also should be rewarded for the repairs they do themselves on constructions.

For some groups in society it is very useful to have poor people around as a 'client group'. We should realize that poverty eradication is not pursued by everybody. Capacity building and empowerment are very valuable concepts for changing the situation of the poor, they should not be degraded to the level of buzz words only.

Some poor people do not want a future in rural agriculture and seek their own opportunities in the cities. Providing opportunities however to the rural educated poor to improve their lot can be supportive of this process. However the majority does not have this possibility; they are stuck in the country side. In these circumstances if water becomes more scarce poor farmers will be pushed out of agriculture. Targeted poverty alleviation can help in supporting poor people in building up a livelihood in agriculture.

## Annex 1: List of Participants

### List of Participants of the Workshop 'Gender and Poverty Dimensions of Integrated Water Resources Management in Sri Lanka'

Hotel Lanka Oberoi, Colombo, Sri Lanka  
20 April 2000

	Surname	Initials	Designation/Organization
1.	Abeysinghe	Mr. N.	Water Resources Planner, Water Resources Secretariat, 127, Sunil Mawatha, Pelawatte, Battaramulla.
2.	Abeywickrema	Mr. Nanda	SASTAC GWP / IWMI 10/1 de Fonseka Place, Colombo 4
3.	Amarasinghe	Ms. Sandiya	University of Sri Jayawardenapura
4.	Ariyananda	Ms. Tanuja	Coordinator – Rainwater Harvesting Forum, Intermediate Technology Development Group, 247, Vijaya Kumaratunga Mawatha, Kirulapone, Colombo 6.
5.	Athukorala	Ms. Kusum	Convenor Net Water, 7, St. Mary's Lane, Mattakkuliya, Colombo 15.
6.	Bandara	Mr. Neil	Resident Project Manager, System H, Resident Project Manager's Office - System H, Mahaweli Economic Agency, Thambuttegama.
7.	de Alwis	Mr. Dharmasiri	Managing Director, Mahaweli Engineering and Construction Agency, 11, Jawatte Road, Colombo 5.
8.	Dias	Miss P. P. G.	Hydrologist, Water Resources Secretariat, 127, Sunil Mawatha, Pelawatte, Battaramulla.
9.	Dissanayake	Mr. Ananda	Consultant COWI, National Water Supply and Drainage Board, P. O. Box 14, Mount Lavinia.
10.	Fernando (represented by Ms Kudaligama)	Mr. W. J. L. S.	Deputy General Manager (Generation Planning), Ceylon Electricity Board, Sir Chittampalam A. Gardiner Mawatha, Colombo 2.
11.	Gamage	Ms. Venitia	Executive Director, Water Supply & Sanitation Decade Service, 77, Kirillapone Avenue, Colombo 5.
12.	Gunapala	Mr. A.H.	
13.	Hettiarachchi	Mr. D. Premasiri	Commissioner of Local Government, Western Provincial Council, Independence Square, Colombo 7.
14.	Hewage	Mr. Ari	Executive Director (Dev.), Ministry of Mahaweli Development, 500, T. B. Jayah Mawatha, Colombo 10.
15.	Hill	Dr. Ian	Consultant, World Bank

	<b>Surname</b>	<b>Initials</b>	<b>Designation/Organization</b>
16.	Jayasinghe	Mr. Ananda	Addl. Director (Agronomy), Irrigation Management Division, Ministry of Irrigation and Power, Irrigation Department Building, Bauddhaloka Mawatha, Colombo 7
17.	Jayasiriwardene	Mr. D. S. D.	Addl. General Manager/Rural Water Supply, National Water Supply and Drainage Board, P. O. Box 14, Mount Lavinia.
18.	Jayathilake	Mr. H. M.	Deputy Director/IM&OM, Irrigation Department, Bauddhaloka Mawatha, Colombo 7.
19.	Jayaweera	Mr. A. H.	Addl. Director (Basin Planning), Water Resources Secretariat, 127, Sunil Mawatha, Pelawatte, Battaramulla.
20.	Karunaratne represented by H.A.Wickramaratne	Mr. S.	Executive Director (Technical Service), Mahaweli Authority of Sri Lanka, 500, T. B. Jayah Mawatha, Colombo 10.
21.	Kudaliyanage	Mr. Gamini	Human Resources Institutional Development Mahaweli Authority of Sri Lanka
22.	Manthritilleka	Dr. H.	Director, Environment & Forest Conservation Division, Mahaweli Authority of Sri Lanka, Dam Site, Polgolla. (e-mail: mantefcd@slt.lk)
23.	Mendis	Ms. Udeni	Operations Executive of Rural Technical Services, Sarvodaya, 98, Rawatawatte Road, Moratuwa.
24.	Muthukude	Mr. P. S. M.	Consultant (Instl. Dev./Policy), Water Resources Secretariat, 127, Sunil Mawatha, Pelawatte, Battaramulla.
25.	Nandalal	Dr. K.D.W.	University of Peradeniya
26.	Piyasena	Mr. W.	Director, Community Water Supply & Sanitation Project, Ministry of Housing & Urban Development, 9 <sup>th</sup> Floor, "Sethsiripaya", Battaramulla.
27.	Ranasinghe	Mr. W.	IDU Coordinator, Mahaweli Authority of Sri Lanka, 500, T. B. Jayah Mawatha, Colombo 10.
28.	Ratnayake	Dr. Uditha R.	University of Peradeniya
29.	Samarasinghe	Mr. S. A. P.	Addl. Director (Eng.), Irrigation Management Division, Ministry of Irrigation and Power, Irrigation Department Building, Bauddhaloka Mawatha, Colombo 7.
30.	Samarasinghe	Mr. Senaka	Publicity Officer, Water Resources Secretariat, 127, Sunil Mawatha, Pelawatte, Battaramulla.
31.	Sandika Kaminee	Ms. T.	"Nimalanee", Wewethanne Road, Ampitiya, Kandy.
32.	Seneratne represented by Ms. P.A.S.M. Samarasekera	Mr. P. C.	Deputy Director/Hydrology, Irrigation Department, Bauddhaloka Mawatha, Colombo 7.
33.	Seneviratne	Mrs. M. W.	Addl. Director (Policy), Water Resources Secretariat, 127, Sunil Mawatha, Pelawatte, Battaramulla.

	Surname	Initials	Designation/Organization
34.	Weerasinghe	Dr. Aruni	ITG
35.	Wickramage	Mr. M.	Director, Water Resources Secretariat, 127, Sunil Mawatha, Pelawatte, Battaramulla.
36.	Wickramasuriya	Dr. Sunil	Senior Lecturer, Department of Civil Engineering, University of Moratuwa, Katubedda, Moratuwa.
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41.	Hunzai	Izhar	IWMI
42.	Marikkar	Fuard	IWMI
43.	Masiyandima	Mutsa	IWMI
44.	Merrey	Douglas	IWMI
45.	Perera	L.R	IWMI
46.	Raschid	Liqa	IWMI
47.	Shah	Tushaar	IWMI
48.	Tuovinen	Katariina	IWMI
49.	van Etten	Jacobijn	IWMI
50.	van Koppen	Barbara	IWMI