



Critical Gender Analysis Guidance Note

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Why apply a Gender and Social Equality lens in SUMERNET?

In its current phase (2019-2028), SUMERNET 4 All focuses on reducing water insecurity particularly for the poor, marginalized and socially vulnerable groups of women and men in the Mekong region. Water insecurity is defined as “not having the rights or access to sufficient water of adequate quality or being made increasingly vulnerable to unacceptable levels of water risks”. Water insecurity is the result of a complex combination of socio-political, demographic, and environmental factors, that combine to make certain groups of people particularly vulnerable to water scarcity. Although environmental change and unsustainable economic growth are together reducing water availability for all, water scarcity is not only a result of aspects of supply (such as quantity and quality) and demand (such as the intended and projected use of this vital resource), but also about the values that are attached to it (its cultural meaning as well its economic values), and crucially about its distribution (who has access to water and who gets to decide on this access?). Water scarcity is not simply environmental issue, but importantly a distributional issue which is thus deeply political (Zwarteveen, 2010). The distribution of water resources is power-driven and shaped through people’s various social identities and their unequal positions in society. Gender is a critical variable in the access to and distribution of water which is shaped through power relations which are determined by other social identities such as class, caste, race, and ethnicity to shape both the processes of environmental change as well as the prospects of people to sustain viable livelihoods and be an inherent part of sustainable development (Rocheleau, Thomas-Slayter, and Wangari 1996; Resurrección 2013). Water scarcity reflects both the economic ability of certain people to pay for water, and the customs, social conditions and social relations that privilege access to water for some while withholding access to water for others (Johnston 2003).

Applying a critical gender and social equality lens throughout SUMERNET research will help unpack the power relations that underlie water insecurity in order to understand and transform pre-existing socio-economic and environmental vulnerabilities that render some vulnerable at the expense of others. The purpose of this note is to provide guidance on how to analyse the way gender and social inequalities influence water insecurity. After introducing what a gender and social equality analysis is, this guidance note explains how gender should be considered throughout SUMERNET research through its inclusion in four main steps: conceptualizing the research framework, reviewing the literature and available information, data collection and sampling, and analysis and dissemination of the results. In order to guide researchers in this process, the note provides examples of relevant questions in four key water themes that together cover most of the research undertaken under SUMERNET: water governance, hydropower, domestic water supply and irrigation.

What is Gender and Social Equality?

Gender refers to society's construction and perception of the roles, obligations, behaviours, activities, and status that are considered appropriate for men and women, based on existing norms of femininity and masculinity and which are assigned unequal values and degrees of importance. Gender as a social difference translates into power relations that can lead to gender-based hierarchies, inequalities, exclusions, expected behaviours and duties, valuation and status, benefits and disadvantage. We consider gender equality in relation not just to women and men, but also to the ways that gender intersects with class, race and ethnicity, sexuality, place and other significant axes of difference. Building on this, we recognize multiple dimensions to pursuing gender equality. They include first, redressing socio-economic disadvantage in the domains of work, wellbeing and access to resources. This encompasses ensuring equal access to decent work and secure livelihoods; the recognition, reduction and redistribution of unpaid care work; equal access to quality education, health and other social services and public goods; and equal access to and control over resources and their benefits - including ecosystem-based resources. A second dimension is enhancing recognition and dignity. This includes challenging stereotypes around masculinity and femininity; assuring freedom from violence and violations of dignity and security; assuring bodily integrity and sexual and reproductive health and rights; and recognition and respect for diverse forms of knowledge production and application. Third, greater gender equality means enhancing equal participation in decision-making at multiple levels. This includes supporting agency, power and voice in institutions and decision-making; building deliberative forms of democracy that can debate sustainability goals and values in inclusive ways; and assuring space for feminist collective action. Gender equality ultimately requires the realization of all human rights (Leach 2015, 7).

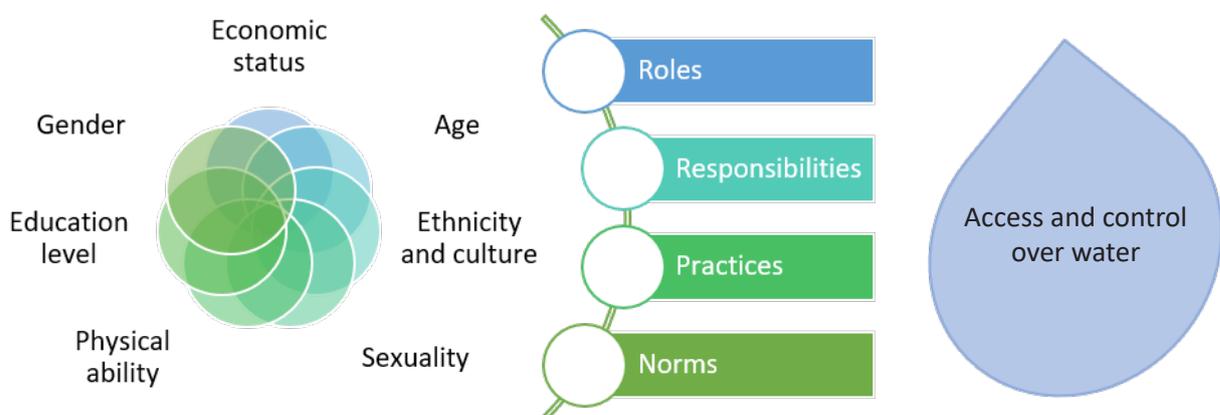


Figure 1: Identities and conditions shaping barriers to access and control over water.

1. Conducting a Critical Gender Analysis

For its meaningful integration and consideration, gender and social equality issues should be integrated from the very framing of the research and streamlined across all key areas of the research project: objectives, research questions, methods, analysis, and dissemination of results. In order to contribute to reducing water insecurity and help sustainable development, research conducted under this phase of SUMER-NET must pay special attention to: a) the practices that cause environmental, social, political, and economic change around water security; b) the outcomes and impacts of these changes or practices on the sustainable and equitable use of water; c) the capacities that different people have to respond to these challenges. From the outset of the project, researchers should keep in mind two key questions at the design, implementation, and dissemination phases of the projects: 1) How will this research advance our understanding of gender and social equality in the context of water insecurity?; and 2) How will the research contribute to transform development into a practice that benefits the most vulnerable and marginalized?

2. Unpacking gender and social relations

To unpack how gender and social equality shape distribution and impacts, an interrogation of power structures in the area of study should guide the literature review, the formulation of research questions, and the data analysis and dissemination of research results. In order to achieve this, an analysis of the following components as they relate to the key research question is important: norms and values; division of labor; access and control; dominant types of knowledge; and participation and decision making (see Figure 2). These questions should be mainstreamed in all areas of research of the SUMERNET program which often fall within the scope of four main, and often overlapping, areas of water research: water governance, hydropower, domestic water supply and irrigation.

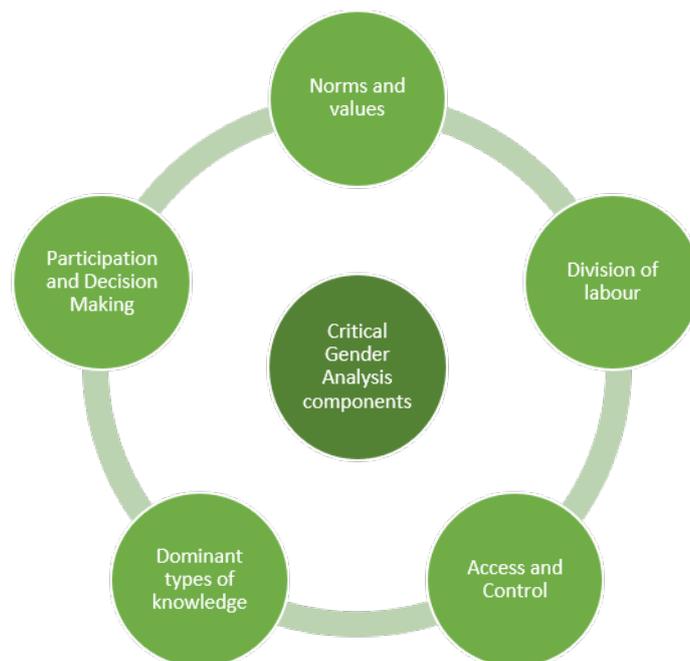


Figure 2: Key components to consider in a critical gender analysis

3. Norms and values

Gender is socially constructed through roles and responsibilities that result in norms and rules both informal (shared understanding of what is appropriate or inappropriate) and formal (eg. laws and property rights). These norms and rules guide human interaction and the behaviour of institutions, groups and individuals constructing gender and other social hierarchies that determine who benefits from what. Norms and values influence people's daily lives, by for example determining their participation in labour markets and determining the types of tasks they perform and are cross-cutting to all other components (i.e. participation and decision making, division of labour, access and control over resources, and dominant types of knowledge. Water governance is deeply enmeshed in norms and values across multiple scales and water sectors. A critical gender analysis calls for an awareness of how struggles over access to water resources are shaped by struggles over meanings and discourses which in turn are constituted through specific norms and values (Ahlers and Zwarteveen 2009, 410). Rights over water are negotiated in different social domains where the norms and rules that are alluded to stem from diverse sets of norms and values which carry different degrees of legitimacy. Social norms influence the ability of men and women to access diverse livelihood opportunities in the water sector that often accentuate women's dependency on men's paid labour (Hill et al. 2017). This is visible in the context of irrigation, for example, whereby men are often assigned the technological intensive facets of agriculture and women are relegated to performing 'light' manual labour (Harris 2006). Moreover, social norms influence spatial mobility and access to water resources. In India, for example, women from certain casts are not allowed to use the same wells as women from upper casts, forcing them to find alternative sources of water supply, which are usually further away from their homes (Singh, Jacks, and Bhattacharya 2005). As a result, norms and values have to be carefully considered and understood when analysing the research context and planning development projects because these will have a strong impact on the expected outcomes.

SUMERNET researchers should be attentive to questions such as:

- Do **rules, norms and practices**, both formal (international and domestic laws and regulations) or informal (traditions, social expectations, and values) discriminate against some social group at times of water stress and floods?
- What are the specific **social identities** that **overlap** or **intersect** to make people vulnerable to water stress and unequal distribution and access to water and other associated resources?

Norms, rules and practices	
Water Governance	What are the formal and informal rules and norms that encourage or discourage participation of women in water governance?
Hydropower	Does the hydropower sector take into account how gendered rules and norms influence who wins and who loses from hydropower development?
Domestic Water Supply	How do gendered rules and norms in the public and private spheres affect how water is distributed across and within different households?
Irrigation	What are the norms and social values that determine how different people access and profit from irrigation?

4. Division of labour

The division of labour influences who has control and access over resources and often determines the social status of people. Notions of gender, race and class together underline unpaid and/or underpaid labour relations and restrict access to the fruits of labour to certain groups in society (Singh, Jacks, and Bhattacharya 2005). Although the division of labour is highly context specific, women's roles and responsibilities are often assumed to be reproductive activities within the private sphere, while men are assumed to be productive activities within the public sphere (Bari 1998). This means that at least part of women's labour is often unpaid and overlooked in decision-making which further limits their options and choices and decision-making power. Additionally, women's care and domestic labour requirements make it difficult for them to take on additional responsibilities such as participating in water governance or in irrigation systems (Lind 2002). The introduction of irrigation tends to reinforce men's control over water reinforcing gender inequalities between those who can profit from high value crops and those who are excluded from these benefits (Harris 2006; Carney 1993). In a similar way, access to labour in hydropower plantations tends to be highly masculinized with engineering positions being dominated by males who are thus the ones to reap the benefits of this labour (Simon 2013). The recurrent gendered division of labour across all sectors of water management and use can be considered as a means to maintain and uphold unpaid female labour in the domestic sphere which translates into many of the pervasive gender inequalities people experience all around the world (Harris 2009).

SUMERNET researchers should be attentive to questions such as:

- How is the **division of labour** structured in the community under study and how has it shifted over time?
- Are certain social groups expected to perform certain tasks in function of their identity?
- Are these tasks performed in different spheres (private and public)?

Division of Labour	
Water Governance	Is there a connection between the division of labour and participation in water governance?
Hydropower	Who participates in the hydropower labour market and who isn't represented? How does hydropower impact labour division in the household?
Domestic Water Supply	Who is responsible for water supply in the household? How does domestic water supply impact labour participation and the position occupied by those in charge of supplying water?
Irrigation	How do irrigation practices influence the division of labour? Who is responsible for irrigation?

5. Access and control over resources

Access refers to the ‘bundle of powers’ that people have to make use of a specific resource (Ribot and Peluso, 2003). In relation to water, the concept of ‘resources’ contains general relations of power, rules of social life and allocation of these rights (Cleaver and Hamada 2010). Access to and control over water and other essential natural resources such as forests and land is mediated by social identity or membership in a community or group, including groupings by age, gender, ethnicity, religion, status, profession, place of birth, education, or other attributes. Access and control to resources is achieved through negotiation via one’s relationships within households and communities (Ribot and Peluso, 2003), resulting in gendered relationships to water resource. Although women may have access to certain resources, having control over resources is different because it implies having enough power to decide the fate of those resources. The delegation of water use and management is often linked to male landownership, which in turn translates into gendered ownership rights to water (Harris 2009). In some contexts, domestic water supply is the sole responsibility of women in the household fetching water from wells. In other contexts, water supply is obtained through a combination of formal and informal means depending on their access to other resources such as land or their economic status which allows them to access water through privatized channels. The diversity of ways in which people have access to domestic water supply has to be understood through power relations that are the ones to determine whether water security is effectively realized. Moreover, women’s already often restricted access to domestic water supply can be compounded by competition to water by corporate interests (Resurrección 2019). Additionally, hydropower development often disrupts local livelihoods and access to resources, and the impacts are almost systematically greater for women than for men, but also for the poorer, the elderly, children and ethnic minorities (Lebel et al. 2019). These tensions are compounded in the context of environmental and climate change whereby scarcities are reinforced and further marginalize those who already lack meaningful access and control over natural resources.

SUMERNET should be attentive to questions such as:

- Do different people have an equal access and control over water resources?
- Is the power to make decisions over those resources equally distributed?
- How are gendered differences with respects to water access and control shaped by their intersection with other social identities?

Access and control over resources	
Water Governance	How does access and control over resource determine participation in water governance? How does water governance impact those who do not have access and control over resources?
Hydropower	How do hydropower projects take into account previous access and control over resources by different social groups? Who is deprived from resources after hydropower projects are implemented?
Domestic Water Supply	How are those who do not have formal housing and land rights having access to domestic water supply?
Irrigation	Is irrigation equally accessible to those who do not have formal control over land or water? Is irrigation accessible to all social groups?

6. Participation and decision making

Participation is usually characterized by five types of involvement: 1) Nominal participation is membership or presence by default; 2) Passive participation is attending to listen and be informed about decisions without speaking up; 3) Consultative participation is to be asked about a specific matter without influencing power; 4) Active participation is expressing opinion or taking initiative, and 5) Empowered participation is having influence over decisions (Agarwal 1997). Increased participation of women in water governance institutions is beneficial not only for women, but also for the achievement of broader sustainable development goals. However, several case-studies in the Mekong region found that consultation process for hydropower projects - including on resettlement, compensation and livelihood alternatives - tend to be targeted at the 'household-head', which is usually a man, therefore excluding women from the decision-making process (Hill et al. 2017). Additionally, when deciding how water should be allocated men and women might have different priorities linked to the gendered use they make of water. This can result in a gendered access to water on the basis of which usage is considered more important (i.e irrigation versus domestic use, for example) (Cleaver and Hamada 2010). Moreover, changed access to resources, often resulting from water management projects such as hydropower or irrigation, can by undermining control and access to land also undermine participation which is often linked to this secure access to resources (Lazarus et al. 2012). As a result, sustainable and equitable participatory governance models and research should be attentive to peoples real experiences of participation (Morales and Harris 2014).

SUMERNET researchers should be attentive to questions such as:

- Is participation to decision-making equally distributed between the populations under study?
- When various social groups are participating, is their participation voluntary or required? Are they perceiving their participation as a right, an achievement or a burden?
- What are the main barriers for those most marginalized to meaningfully participate in the decisions that affect their lives, and how can these barriers be surmounted?

Participation and decision-making	
Water Governance	Who is excluded from water governance and why? Who is silently participating? Whose participation is the most valued?
Hydropower	Are hydropower projects planned in a participative manner? If yes, who participates and how are the final decisions made?
Domestic Water Supply	How are decisions made regarding water supply and do they include those responsible for water collection?
Irrigation	Are rights and access to irrigation conditioned to participation? Are all beneficiaries of irrigation having the same weight in decision-making regarding water resources?

7. Dominant types of knowledge

There are multiple forms of knowledge based on individual experiences which constitute a rich and heterogeneous set of resources that could contribute to better and fairer water management. However, case-studies in the Mekong region have shown that it is common practice for decisions to be made around large-infrastructure projects without community knowledge or inputs into the process, favoring instead conventional knowledge provided by state actors (Lazarus et al. 2011). People's experiences and relationships towards water vary greatly and water projects that do not previously consider these diverging experiences can undermine local knowledge creating situations of increased vulnerability for already marginalized communities (Hill et al. 2017). Water knowledge is a highly masculinized field often associated with positivist epistemological traditions which in turn leave questions of gender, participatory methodologies, and social inequality issues often outside the scope of research aims and interventions

SUMERNET researchers should be attentive to questions such as:

- Is local knowledge in sustainable resource management of water meaningfully integrated into the policies that affect people's lives?
- Whose knowledge counts in water management decisions and water rights allocations?
- Whose knowledge is silenced and why?

Dominant types of knowledge	
Water Governance	Do people involved in water governance share similar cultural and educational backgrounds? Is water governance recognizing and including local and indigenous knowledge?
Hydropower	Which types of jobs are occupied by which social categories in the hydropower sector? Who is consulted when developing hydropower projects and whose suggestions are taken into account?
Domestic Water Supply	Who is consulted when developing solutions for water supply? Do these solutions take into considerations informal and pre-existing forms of water supply?
Irrigation	Which irrigation methods are used by which social group? On whose knowledge are based the most common irrigation techniques and practices? What are the differences in irrigation techniques between small scale and large scale, and why?

8. Data collection and sampling strategies

A **gender sensitive approach** should not only influence the analytical framework of the research, but also guide methodological tools that are inclusive, participatory, and respectful of the communities researchers engage with. Moreover, the way questions are formulated when collecting empirical data defines the kind of answers given by respondents, the kind of knowledge that is produced, and hence determine what is included on research and policy agendas and what is excluded from them. A reflection about the researcher's own social identities and assumptions about the community under study is crucial to understand how this can impact the relations with the

respondents and the analysis of the data collected. Respondents may feel more comfortable answering questions to someone that they can identify with, or to someone that shows understanding of their own identity. These considerations are also relevant if translators are needed: their selection should ensure that they can be trusted by the communities under study and that their mediation will not significantly distort data collection or results.

The **sampling strategy** is critical in understanding who the respondents will be and should be tailored to capture the differences that occur between groups (i.e men and women) and within groups (i.e. indigenous and non-indigenous women). Sex disaggregated data are used to understand roles and responsibilities between men and women, typically by asking ‘who’ questions in the survey and analysing these results separately (Doss 2014). However, in order to capture gender and social equality considerations from an intersectional perspective, the questions should take into account how different social identities overlap with one another, resulting in heterogeneous social groups. For example, when questioning women’s participation to water governance, the results can be biased if their economic and educational status is not taken into account: educated and well-off women may be able to make decisions because the structure in which they participate recognizes their knowledge and status as legitimate. Similarly, in a context with indigenous and non-indigenous communities, these identities may be a highest barrier to accessing resources than gender only would be. Although not all social identities will be necessarily relevant for all research projects, **sampling strategies and data collection methods**, such as interviews and focus groups, should ensure that different genders, ethnicities, people with different socio-economic status, and ages are included in the research to have a complete understanding of the power relations in a given context. Including all these groups to the study may also have positive effects on marginalized people whose voices are rarely heard, giving them an opportunity to contribute to the study with their own experiences and knowledge, and this data can help improve the quality of the research. The following tables provide two different examples of purposive sampling to account for intersectionality.

Table 1: Example of selection of interviewees using a combination of social identities

	Indigenous interviewees			Non-indigenous interviewees		
	Elderly*	Adult**	Young***	Elderly	Adult	Young
Women						
Men						

*65- years old

**18-64 years old

*** 12-17 years old

Table 2: Example of focus group composition to account for intersectionality

	Men-only group (FGDs)	Women-only group (FGDs)	Mixed women/men (FGDs)*
Class (e.g., well-off, middle and very poor)	8 members	8 members	8 members
Ethnicity (e.g., minority ethnic group; majority ethnic group)	8 members	8 members	8 members

9. Analysis and Dissemination of Results

If the previous steps have been followed, the analysis of the data collected should reveal the ways in which gender and other social identities interact to shape control and access over water. However, documenting these differences is not enough to explaining why and how these differences are created and reproduced. In order to answer ‘why’ and ‘how’ questions, a critical gender analysis should speak back to the key questions that have been formulated in step 1. The analysis of the material collected should pay specific attention to where political and economic structures and their exercise of power lead to inequalities that are likely to affect different groups of people’s access to water resources, how these can be transformed, and how the research has sought to address them. The data analysis can be done in a collaborative way, involving the people impacted by the study to triangulate the results obtained through different methods of collection. Their interpretation of the results may complement the analysis by bringing new elements of understanding to researchers that do not belong to their communities. This collaboration should also ensure representative participation of the different social groups in the study site to ensure ownership of the results. This can be a first step to the dissemination of the results, starting from the community level and allowing them to understand how unequal power relations affect their access to resources. Considering the communities’ feedback to the results of the research can also help establish a dissemination strategy, adapted to their needs and ambitions.

The dissemination of results and the channels used to do so should take into account the differentiated use that people make of different information channels and who has access to thee or not. If the research leads to policy recommendations, researchers must ensure that these recommendations are tailored to the needs of the most marginalized and can help transform unequal social structures restricting their access and control over water. Different types of outreach activities can be planned to target different groups, keeping in mind one’s position vis-à-vis the community and literacy and cultural differences which are crucial. To convey the results to community participants, translating the findings into local language is crucial, and using local facilities to disseminate the results in a way that uses cultural symbols instead of scientific language and tools will help the community to understand and own the results. To reach the policy level, briefs summarizing key findings and suggested action points can be disseminated. Finally, workshops can be organized gathering all stakeholders involved in the project to bridge their different experiences and encourage a transformative approach to planning, integrating inputs from all social groups.

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Other Gender tools (to go further):

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