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United Nations Office on Drugs and Crime

GUIDANCE NOTE FOR UNODC STAFF

Gender mainstreaming in the work of UNODC

UNITED NATIONS OFFICE ON DRUGS AND CRIME
Vienna

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Introduction

UNODC, as part of the United Nations system, is obligated to ensure that a gender perspective is actively and visibly mainstreamed in all its practices, policies and programmes. This means that in contributing and supporting the efforts of States to respond to evolving security threats by promoting the rule of law, good governance, human rights and sustainable development, UNODC should recognize and plan for the different needs, capacities and contributions of women, men, girls and boys.¹

Understanding the interrelationship between gender and security threats and crime is vital to the overall effectiveness of any response. Women and men are impacted differently by drugs, crime and terrorism, and have different experiences going through the criminal justice system. They can have different priorities, responsibilities and needs relating to the reduction of crime and the achievement of security and justice. Women and men often have different levels of access to participation, information or justice and face different constraints in their efforts to improve their security or social conditions. They can also play different but important roles in responding to and making decisions about crime prevention, building secure societies and developing fair, accessible, accountable, effective and credible criminal justice systems.

Gender mainstreaming is a strategy for making women's and men's concerns and experiences an integral dimension in 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.

Purpose of this *Guidance Note*

The purpose of this *Guidance Note* is to assist UNODC staff to effectively integrate a gender perspective into all aspects of their work, from planning strategic tools, developing normative standards, designing and delivering thematic and regional programmes and working through the project cycle. Work towards achieving gender equality is a collective, organizational and programmatic effort that is a task that all staff, across all levels, need to ensure is being done. Many programmes, projects and activities still weakly address gender concerns or are even completely gender blind. Applying a gender perspective to UNODC's work involves being aware of the gendered dimensions of any activity, which requires analysis, information and consultations with both women and men. Ultimately integrating a gender perspective will result in a more balanced and representative approach, thus a more effective response in all of UNODC's thematic areas of work.

¹ Gender mainstreaming should take into account different ages, and should include an understanding of the different needs of women, men, boys, girls, elderly women and elderly men. For purposes of this *Note*, the terms "women" and "men" will be used but will implicitly refer to males and females of various ages, as well as self-identification as women, man, neither or both (transgendered).

This *Note* is designed for non-gender specialists. While it can seem daunting and looking at gender roles, responsibilities and inequalities seems complicated, there are basic steps that all staff can do that does not require special expertise. This *Note* is meant to be practical and make the concept and practice of gender mainstreaming accessible to UNODC staff and to clarify when to call in specialist help. It provides guidance as to how gender issues can be naturally integrated into your day-to-day work.

The *Note* is divided into three sections:

Section one: presents what gender mainstreaming is and is not.

Section two: provides guidance on “how to do” gender mainstreaming throughout UNODC operations.

Section three: provides a series of gender briefs.

- Brief 1. Gender and countering transnational organized crime and trafficking
- Brief 2. Gender and countering corruption
- Brief 3. Gender and terrorism prevention
- Brief 4. Gender and justice
- Brief 5. Gender and health and livelihoods

Annexes

Checklists for gender mainstreaming for UNODC project templates and programmes, and a glossary of frequently used gender-related terms

A caveat. As this *Guidance Note* is meant to assist staff working in different contexts and settings, it provides a framework for developing gender responsive programmes and projects. Gender mainstreaming is not a “one size fits all” prescription that can be applied the same way, to the same degree, in all situations. Given the diversity around the world, it is important to take into account social and cultural specificities when designing programmes and projects relating to gender. There needs to be continuous discussion as to what is working and what is not. It is suggested that UNODC could set up a home page on the UNODC website that could include information relevant to mainstreaming gender, as well as a platform for staff to share lessons learned and best practices.

Section one.

GENDER MAINSTREAMING: THE BASICS

The concept and benefits of gender mainstreaming have not always been sufficiently understood. Common misunderstandings include the confusion between gender mainstreaming and achieving gender balance; concerns that we are trying to make women and men the same; that women will be privileged over men; or that we are interfering with local cultures and structures. These misunderstandings have meant that there continues to be a lack of comprehensive application of gender mainstreaming. This section will discuss what gender mainstreaming is and is not, and why it is relevant to your work.

Some background—gender mainstreaming as United Nations policy

In 1995, at the Fourth International Conference on Women held in Beijing, gender mainstreaming was established as an internationally agreed strategy for promoting gender equality.² That same year, the General Assembly adopted a resolution establishing gender mainstreaming as a United Nations system-wide policy.³ In the United Nations, gender mainstreaming was defined in 1997, by the United Nations Economic and Social Council (ECOSOC):⁴

“Mainstreaming a gender perspective 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. 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 perpetrated. The ultimate goal is to achieve gender equality.”

²Platform for Action. The idea of mainstreaming concerns of women was first made the transition into the work of the United Nations in the Forward-Looking Strategies for the Advancement of Women adopted at the Third World Conference on Women, Nairobi 1985.

³Follow-Up to the Fourth World Conference on Women and Full Implementation of the Beijing Declaration and the Platform for Action, G.A. res. 50/203, U.N. Doc. A/RES/50/203(1995).

⁴ECOSOC Resolution 1997/2.

In 2010, the Office of Internal Oversight Services, in conducting an evaluation of some United Nations entities, including UNODC, found that the United Nations entities needed to reinforce its commitment to gender mainstreaming and strengthen its results focus in a variety of ways. This could be done by establishing clear expectations for managers and staff at all levels and developing the resources and staff capabilities to deliver on those expectations. Staff could have specific terms of reference and have their gender work recognized in the performance appraisal process. As well, staff could have access to specialist advice and the opportunity to participate in peer-to-peer networks both within and beyond their programmes. Following this report and in its endeavour to accelerate efforts to advance the mainstreaming agenda, the Chief Executive Board approved the United Nations System-Wide Policy on Gender Equality and the Empowerment of Women (SWAP) Matrix of Performance Indicators in April, 2012.⁵ The SWAP Matrix sets out a performance accountability framework to assess how well United Nations entities, including UNODC, are operationalizing the gender mainstreaming policy.

What is gender mainstreaming?

Gender mainstreaming is simply looking at the human implications of any activity, highlighting the differences between women and men and thus the potential differential impacts and designing the activity to ensure that both men and women will benefit equally. It is a strategy to achieve gender equality. It does not view gender as a “separate question”, but explicitly integrates a gender dimension into all activities. Gender mainstreaming implies that the impact of all policies and programmes on women and men should be considered at every stage of the programming cycle—from planning to implementation and evaluation.

Remember the context—promoting gender equality

It is important to realize that gender mainstreaming is not an end in itself, but a means to reach the ultimate goal of achieving gender equality. Gender equality is a key and immutable aspect of sustainable human development and the achievement of human rights. There is a wide consensus that a two-pronged approach is usually necessary to effectively promote gender equality: (a) a gender mainstreaming strategy and (b) a strategy of targeted actions to address a particular disadvantaged group that has experienced discrimination. In many cases these actions will be targeted at women to level the playing field so that women can benefit from equal opportunity. However this can also include targeted actions for males where they are discriminated against due to perceived gender roles. Both strategies should work in conjunction

⁵ A United Nations System-Wide Policy on Gender Equality and the Empowerment of Women was endorsed by the Chief Executives Board for Coordination (CEB) in October 2006, CEB/2006/2: *United Nations system-wide policy on gender equality and the empowerment of women: focusing on results and impact*. For more information on SWAP see <http://www.unwomen.org/2012/04/un-women-welcomes-a-landmark-action-plan-to-measure-gender-equality-across-the-un-system/>.

with the other. Interventions targeting only women often fail to change the underlying causes of gender inequality and are often too isolated to have broader impact. On the other hand, gender mainstreaming alone without any targeted actions specifically aimed at empowering women may dilute gender equality concerns to invisibility.

What does gender equality mean? Is this different to equity?

Equality exists when both men and women are attributed equal social value, equal rights and equal responsibilities and have equal access to the means (resources, opportunities) to exercise them. Equality does not mean that women and men are the same or that they become identical, but rather that their similarities and differences are recognized and equally valued and that their opportunities and their benefits become and remain equal.

Gender equity refers to fairness and justice in the distribution of responsibilities and benefits between women and men. To ensure fairness, measures must often be put in place to compensate for the historical and social disadvantages that prevent women and men from operating on a level playing field. UN Women raises a concern that gender equity denotes an element of interpretation of social justice, usually based on tradition, custom, religion or culture, which is often to the detriment of women. So use the term carefully.

Using the terms correctly—gender, sex, women, vulnerable groups

The term *gender* is not the same as the term *sex*.

Gender is a relational term that includes both women and men. It is used to describe socially determined differences between women and men, such as roles, attitudes, behaviour and values as perceived in a given context. Gender is an identity that is learned behaviour, and therefore continuously changing. Some cultures have specific gender-related roles that are considered distinct from male and female, such as the *hijra* of India and Pakistan. *Sex* refers to the male and female biological differences. Sex roles are considered universal and inborn and do not change over time or across cultures. However, sex change operations are the exception to the rule.

A *gender issue*

A gender issue is any issue or concern determined by gender-based and/or sex-based differences between women and men. Gender issues are all aspects and concerns of how women and men interrelate, their differences in access to and use of resources, their activities, and how they react to changes, interventions and policies.

Gender is not synonymous with women.

Historically and typically, because women are more disadvantaged than men in most societies, the majority of gender-related activities have focused on improving the lives of women. This has led to the view of gender equality being seen as only a women's issue. Because of past practices in many parts of the world, it is often important to make special efforts to consult with women, investigate their needs and priorities, as these have not always been understood to date. However, both men and women must be involved to advance gender equality as this requires a transformation by all of society.

Women is not synonymous with vulnerable groups.

The traditionally disadvantaged position of women in society has often resulted in them being categorized as a *vulnerable group*. One should be careful not to consider women solely as vulnerable or marginalized, as this tends to ignore men as a group or how the male norm is the one hidden in policies. Of course, some groups of women in certain circumstances are vulnerable. Gender mainstreaming assesses the strengths and assets of women and men and examines the positive and negative effects on gender relations.

Women are not one and the same as groups with special/unique needs.

Fundamentally, viewing all women as having special or unique needs is problematic because this means men's experiences are still being viewed as the norm or frame of reference. Furthermore, categorizing "women and children" as a group renders the issue of gender invisible.

"The role of the UN standards and norms in crime prevention and criminal justice in support of effective, fair, humane and accountable criminal justice systems: experiences and lessons learned in meeting the unique needs of women and children, in particular the treatment and social reintegration of offenders".

This is the title for one of the workshops at the United Nations Crime Congress in 2015. One ought to ask why women's needs in relation to crime prevention and criminal justice standards and norms are seen as "unique"? Is this an acknowledgement that in the past the standards and norms have been designed by men for men and therefore addressing women's needs in this male dominant system is seen as "unique" because they had not been considered before?

What gender mainstreaming is not

It is NOT just about adding women.

Gender mainstreaming does not mean looking at women in isolation, but looking at men and women and the relationship between them—both as actors in the process and as beneficiaries. As the Organization for Security and Co-operation in Europe (OSCE) puts it, gender mainstreaming "is not merely an 'add women and stir' approach".

It does NOT mean simply including the term “gender equality” to already existing programmes, projects and activities.

Gender mainstreaming requires the inclusion of the perceptions, experiences, knowledge and interests of women, as well as men, within policymaking, planning and decision-making. Women and men ought to be influencing, participating in and benefiting from UNODC activities.

It is NOT the same as gender balance or gender parity.

Gender balance is often used as a human resources term, referring to the number of women versus men employed, but can also refer to the “women to men” ratio in any activity. Gender mainstreaming is not just about numbers but about substance. Simply counting women and men and increasing the numbers of women present in the room does not necessarily lead to more gender-sensitive programming nor does it imply that all men are insensitive to gender issues. However, gender balance at all levels in UNODC (international and local staff) creates more possibilities for discussing and addressing the different impacts of programming on women and men. Gender balance is seen as a good step towards attaining equality.

It is NOT done by establishing one department whose main task is advising on gender issues.

Gender mainstreaming will only occur when everyone does it as an essential part of their work and the capacity to do it exists across the whole office.

Gender mainstreaming is “not just about changing the sizes of the slices of cake given to women but requires remixing the ingredients for the cake, using a new cake recipe or indeed making something entirely different from a cake”.⁶

Advantage over a gender-neutral approach

A gender-neutral approach assumes men and women have the same needs and concerns. However in most societies, men typically dominate community and household decision-making so that in effect, “gender-neutral” approaches may largely be responding to male priorities. UNODC policies, programmes and projects are not gender neutral. Experience shows that men and women often have different needs and priorities. Opportunities provided by policies and projects, as well as their outcomes, often affect these groups unequally. Ignoring women’s needs and capacities will significantly reduce the efficiency and impact of policies and programmes and may exacerbate inequalities.

⁶Jeff Hearn, Men and Gender Equality: Resistance, Responsibilities and Reaching Out.

Programmes that promote a well-functioning, efficient, effective and humane criminal justice system as the basis for a successful strategy against drugs, crime and terrorism cannot afford to ignore gender mainstreaming. Without careful attention to how programmes can and do affect men and women differently, a comprehensive and integrated approach to crime prevention and criminal justice reform will not be achieved. Gender mainstreaming is vital to ensuring long-term sustainable criminal justice reform, as it identifies and uses opportunities for improving gender equality in projects and policies that would not have otherwise been considered gender issues. In operational terms, gender mainstreaming allows policymakers and practitioners not only to focus on the outcomes of gender inequality but also to identify and address the processes that cause it.

Differences within groups

Not all women and men are the same. There are differences of age and socio-economic status. Marriage, caste, race and education level can influence needs and opportunities and should be taken into account in programming.

Difficulties in implementing gender mainstreaming

The fact that men are usually presented as being the norm or as the “standard” human being means the risk of policies or programmes accidentally reinforcing gender inequalities is a real one. People conform to old norms and repeat socially constructed gender patterns. The problem is not that people have a constructed gender identity, but that we connect this gendered identity to unequal access to resources and to gendered rules that constrain the choices of men and women in a different way. Careful attention must be paid to the ways policies and programmes are designed and whether they are gender sensitive. It must include questioning the biases built into institutions and structures.

[T]he male human is seen as the model or standard for the human experience and as the subject for whom human rights have been established. Thus, many believe that when we speak of equality between men and women what we are talking about is making women equal to men, the standard. This in turn has been understood as meaning that for there to be equality between women and men, women need to be more like men. Men, on the other hand, do not need to be more like women.⁷

⁷Alda Facio and Martha I. Morgan, *Equity or Equality for Women? Understanding CEDAW’s Equality Principles*, Occasional Paper No. 14, International Women’s Rights Action Watch (IWRAP) Asia Pacific, 2009.

Do not feel overwhelmed by the task of gender mainstreaming. For the most part, practical gender mainstreaming is about running through a checklist of questions to ensure you have not overlooked anything. It is about asking the right questions so that you can use your resources effectively. Not only do you want to contribute to gender equality but the bottom line is you want to ensure your other policy goals are achieved in the most effective and efficient manner. Remember, that if you require an in-depth gender analysis, you can outsource it to experts.

Isn't the issue of gender a responsibility of UN Women?

UN Women has a specific mandate to work on empowering women. However, all United Nations agencies, offices and departments have a responsibility to work with a gender perspective and to understand how and where gender issues are relevant to their work.

Gender mainstreaming is not just the responsibility of women. It requires the active involvement and support of men. It requires an examination of the roles of men and male gender identities as well as those of women. A gender-sensitive programme will not only impact women but also men working towards changing men's behaviour as much as women's.

Why bother with gender mainstreaming?

There are numerous reasons to mainstream gender. There is growing evidence that understanding gender relations, identities and inequalities can help improve rule of law technical assistance. Gender matters in criminal justice and security matters. Crimes have profoundly different impacts on women and men. They face different risks and are thus victimized in different ways. For example, more young men are recruited into organized criminal groups; more women are at risk of violence in their home by someone that is known to them. In efforts to prevent crime or reduce risks, women and men act differently. The criminal justice system provides different experiences for women and men. Often assumptions are made based on stereotypical perceptions of women's and men's roles. Men are often seen as perpetrators of violence and women as passive victims.

Women and men often highlight different concerns and bring different perspectives, experiences and solutions to the issues. Understanding these differences and inequalities can help identify needs, target assistance and ensure that all needs are met. The likelihood of the success of a programme or project is greatly enhanced if the perspectives and needs of as wide a spectrum of society as possible are taken into account. Involving both women and men in the conceptualization, management and implementation of projects can increase project impact and effectiveness.

How do we deal with resistance to gender mainstreaming?

Resistance to gender mainstreaming is to be expected. It can come from staff members, Member States, and communities. It can be from misinformation or lack of information about gender issues, or related to cultural or traditional perceptions about gender roles. Gender mainstreaming calls for change; particularly change involving redistribution of power and resources. It challenges assumptions about gender roles that we have as individuals and as societies. It is good to be ready to address this resistance. One of the best ways to counter resistance is to produce solid evidence of discrimination, whether against women or men, founded on sex-disaggregated data and analysis. Providing a clear understanding of what gender mainstreaming is and using the terms correctly is essential to overcoming resistance. Remember that gender mainstreaming is not only about women but also deals with men's experiences and the broader social context.

It is good to be informed about the interests of those who challenge you. Try and understand their point of view in order to effectively analyse the reasons for their resistance. In dealing with Member States, refer to their Constitution, international commitments and other policies of the government regarding gender equality. You might be confronted with the question of why gender equality should be a priority in a time of economic hardship. Use examples to show how gender mainstreaming and gender equality enhance efficiency. For example, if your project focuses on criminal law reform policies, you can argue that taking a gender-sensitive approach in data measurement will be more effective. Gender-disaggregated data can uncover nuances that need to be considered for the State to develop criminal law reform policies and strategies that adequately target and solve the problems of men and women. You might need to phase the project as a pilot project to be able to demonstrate the benefits before expanding the project. Using experiences from different countries, regions and organizations on what works and what doesn't, will be useful here.

Gender mainstreaming within the UNODC organizational structures

This *Guidance Note* focuses on mainstreaming a gender perspective into UNODC programmes and activities, not the institutional structure of UNODC. However, for an effective operationalizing of a gender mainstreaming policy into UNODC's activities, gender mainstreaming must also be done throughout the institutional environment as this is where policies and programmes are developed and implemented. Thus any formal gender equality policy or action plan must include a component that ensures the working environment is gender-sensitive, guaranteeing equal opportunities and treatment to both men and women. Sufficient technical capacity and human resources are needed to successfully implement gender mainstreaming. Many United Nations entities have policies to mainstream gender in the agency's structure, procedures and institutional culture and have established gender units to provide assistance to staff. ILO has developed useful tools to assist United Nations agencies in conducting participatory gender audits.⁸

⁸ILO (2011). ILO Participatory Gender Audits: relevance and use for the United Nations and its agencies.

The mainstreaming of gender into all UNODC activities presupposes the transformation of the organization. A gender perspective should be reflected in the Office's structures, procedures and institutional culture. This includes continuing to take steps towards achieving gender balance within the Office as well as strengthening efforts to create a working environment and culture in the Office that is friendly to women as well as to men and to staff of both sexes with families. This includes policies enhancing work-life balance. Gender should be included in regular evaluations and each department should develop a monitoring and assessment system to examine the extent to which gender is being mainstreamed in its programmes and projects. Given the new SWAP process, UNODC will be required to submit evaluations to the CEB, via the Office of UN Women. The responsibility to implement gender mainstreaming should be clearly set out in a gender equality policy and should lie with senior management in each of the Departments.

For further details and examples on gender-related terminology, see annex II.

Section two.

PRACTICAL STEPS TO MAINSTREAM GENDER THROUGHOUT UNODC ACTIVITIES

This section provides guidance on “how to” mainstream a gender perspective into all of UNODC’s activities, both normative and operational. Hopefully gender mainstreaming will become second nature to you when doing any activity, whether it is developing UNODC’s strategic tools, designing, implementing and evaluating country or regional programmes and projects, standard setting and normative development, or conducting research and developing tools, providing advisory services, and developing partnerships. Remember, it should not be an isolated or separate exercise but an integral part of all work. Consider it an approach that can be applied at whatever stage or activity you happen to be involved in. Of course, the issue of gender should ideally be considered and included during the development of the strategic framework, as it is this framework that provides the strategic justification for the thematic and regional programmes and the projects developed under those programmes. Furthermore, it is during the development of the strategic framework when financial and other resources are allocated. However, if gender is not considered at this stage, there are still opportunities to integrate a gender perspective at the other stages of the programme activities, including at the time of evaluation as this can feed into future designs of programmes.

The information in this section is summarized in two checklists, found in the annexes.

- Checklist for gender mainstreaming for UNODC project template.
- Checklist for gender mainstreaming into UNODC programmes.

I. Identification of issues/strategizing

A. Entry points at the strategic and programmatic level

Assisting the Commissions to mainstream gender

Member States collectively represent the highest authority of UNODC through decisions made at the Commission on Crime Prevention and Criminal Justice and the Commission on Narcotic Drugs approving mandates, providing political and policy guidance that sets the context for programmes and projects and managing resources. UNODC, as Secretariat to the Crime and Drug Commissions, can mainstream gender in all supporting documentation to Member

States of these Commissions. This contributes to ensuring a consistent approach to gender between the policy of the Commissions and programmatic priorities of UNODC and its programmes of work.

A common reaction in the area of drugs, crime and terrorism is that there are no differentiated implications for men or women or at least not obvious ones, other than perhaps the substantive areas of violence against women and girls and human trafficking. However gender considerations are applicable to all programmes, projects and activities, no matter how slight the impact on both sexes may appear to be. Recognizing the differentiated impact of a law, policy or crime on men and women, and appreciating the different characteristics, needs and priorities of your beneficiaries and stakeholders, will assist in better formulated programmes and projects and the achievement of effective results.

Take, for example, the issues of corruption and terrorism. Measuring how corruption affects men and women has been challenging, given that the most commonly used and internationally accepted measurement tools are gender blind and do not include sex-disaggregated data. However, the limited research done to date raises the concern that due to women's generally higher poverty levels, paying the same amount in bribes as men may have a more severe impact, when comparing the size of the bribe to available income. Given that research in the area of gender and corruption is fairly limited as well as controversial, as the guardians of the United Nations Convention Against Corruption, UNODC can play a key role in addressing this knowledge gap. Another example is how understanding the radicalization and recruitment of male and female terrorists can assist in the development of counter measures regarding prevention or reducing radicalization. If based on stereotypical assumptions, such as the misconception that violent extremism and terrorism only concerns men and women are only victims, counter measures will not address the realities on the ground.

Integrating gender perspective into the Strategic Framework

The overall strategic direction and scope of the Office's work is set out in the Medium-Term Strategy and further detailed in the Strategic Framework. Given that the Strategic Framework is the only system-wide institutional mechanism which is linked to the allocation of regular budget resources, the Strategic Framework discussions provide an important entry point for gender. If gender is not mainstreamed at this stage, and there is no allocation of a regular budget for gender mainstreaming, then no amount of adding the term "gender" or "gender equality" to the other strategic tools will optimize results.

Paragraph 13.10 of the Strategic Framework of 2012-2013 explicitly provides that UNODC will make every effort to integrate a gender perspective. The chart on the following page provides some suggestions as to how gender issues are relevant to UNODC's mission statements. The column on the left replicates statements of UNODC's mandate from the Strategic Framework. The column in the middle raises some ideas of how gender might be relevant. Lastly, the column on the right provides suggestions as to how gender can be mainstreamed into the strategic framework document.

Strategic Framework 2012-2013

13.10 *"In pursuing its objectives, the UNODC will make every effort to integrate a gender perspective. Furthermore, the Office is updating its technical assistance planning documents to ensure the collection of gender-disaggregated data."*

Mission and overall statements	Gender issues	Mainstreaming gender perspective
<p>13.4 To contribute to the achievement of security and justice for all by making the world safer from drugs, crimes and terrorism.</p>	<p>Women and men experience security and justice issues differently and do not have the same capacities for achieving their differing goals. There is a clear link between promoting gender equality and accomplishing the mission of ensuring security and justice for all.</p>	<p>To contribute to the achievement of security and justice for women and men by making the world safer from drugs, crimes and terrorism. To accomplish this mission, UNODC is committed to working towards the goal of gender equality as pervasive gender inequalities undermine the ability of women and girls to exercise their rights, to achieve security and justice and be active partners to make the world safer from drugs, crimes and terrorism.</p>
<p>13.1 UNODC works with Member States to enhance their responses to the intertwined problems of drug use, trafficking, global crime and terrorism by helping create and strengthen legislative, judicial and health systems to safeguard the most vulnerable persons in our society.</p>	<p>Appreciating the gendered dimensions to problems of drug use, trafficking, global crime and terrorism will assist in deepening the understanding of vulnerabilities of men and women and the underlying reasons for their vulnerabilities. This will improve gender equality in projects and policies that would not have otherwise been considered gender issues.</p>	<p>... by helping create and strengthen legislative, judicial and health systems to safeguard the most vulnerable men and women in our society.</p>
<p>13.1 The rule of law, security and justice go hand in hand with development and a fair, accessible, accountable, effective and credible criminal justice system promotes long-term socio-economic and human development.</p>	<p>Ensuring equal access to a criminal justice system that is based on male experiences and male defined norms risks accidentally reinforcing gender inequalities. There is a need to understand how rule of law, security and justice issues are sustained by social and power relations and question the biases built into such institutions and structures.</p>	<p>The rule of law, security and justice and gender equality go hand in hand with development and a fair, accessible, accountable, effective and credible criminal justice system for men and women that promotes long-term socio-economic and human development and reduces gender gaps</p>

Mission and overall statements	Gender issues	Mainstreaming gender perspective
<p>13.1 Global criminal activities are transforming the international system by posing an increasingly strategic threat to governments, civil society and economics.</p>	<p>Need to appreciate how men and women experience these threats, the similarities as well as the differences.</p>	
<p>13.5 Development is a key to reducing crime as well as the world's supply of drugs. However, the rule of law, security and justice go hand in hand with development. A fair, accessible, accountable, effective and credible criminal justice system promotes long-term socio-economic and human development and acts as a shield against the effects of crime, trafficking, corruption and instability. Development and the rule of law promote the licit use of resources rather than their criminal abuse: trafficking in human beings, drugs and firearms and the smuggling of migrants.</p>	<p>Being aware of the differences and inequalities between women and men in different cultures and circumstances, policy decision makers and criminal justice professionals can better understand the impact of crime on communities and respond in a more effective manner rather than assuming that the whole community has the same needs and capacities. By building on the capacities of women and men to engage in criminal justice responses, communities have a better chance to reduce crime and ensure a more secure environment.</p>	<p>A fair, accessible, accountable, effective and credible criminal justice system for both women and men promotes long-term socio-economic and human development, that is gender responsive, and acts as a shield against the effects of crime, trafficking, corruption and instability, experienced by both men and women.</p>

Gender and the strategic alignment of the planning cycle

With the call for alignment of the planning cycle of all strategic tools, including the thematic and regional programmes, by the end of 2013, this is a key opportunity to ensure that a gender perspective is mainstreamed in the delivery of UNODC's expertise. Gender considerations should begin from the very conception, or strategy setting, of programme activities, whether at the national, regional or global level. So having a gender lens on right from the development of the Strategic Framework and its Expected Accomplishments will lead to a natural inclusion in the Outcomes of the Thematic Programmes and the gender-sensitive indicators and performance measures of the Strategic Plan should then be utilized in the formulation of the Regional/Country Programmes. Detailed information on the gender context and challenges, and the impact on gender of the planned programme should be used during programme development and resource mobilization. Continuous monitoring of the situation and impact should occur during programme implementation and should be an integral part of programme evaluation. The focus on standardized measures of achievements should include gender-sensitive indicators and the unifying reporting systems should incorporate gender concerns throughout. Gender equality is not a thematic area of work on its own. It is integral to all areas.

During the planning cycle of strategic tools, consider:

- *Broad consultation:* encourage the involvement of individuals with specific knowledge of gender issues (could be gender experts, women's civil society organizations, national government machineries for women, UN Women, etc).
- *Interdivisional task teams:* consider including a gender expert or assigning a person on the team to be Gender Focal Point, with clear terms of reference.
- *Gender expertise review:* consider involving an individual with specific knowledge of gender issues to review strategic documents, including thematic programmes or regional programmes, from a gender perspective.

Integrating gender in developing treaties, conventions, standards and norms

UNODC has a particular role in assisting States develop new treaties, conventions and crime prevention and criminal justice standards and norms and to revise existing ones. UNODC also supports States in the implementation of the relevant treaties, conventions, and standards and norms. Two recent instruments developed by UNODC and adopted by the General Assembly specifically identified a gap where the needs of women were not being adequately addressed in the criminal justice system and responded accordingly. These are: (a) the Updated Model Strategies and Practical Measures to Eliminate Violence Against Women in the Field of Crime Prevention and Criminal Justice; and (b) the United National Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (the Bangkok Rules). However, remember that in the development of any normative instrument, a gender analysis and mainstreaming needs to be undertaken. So for example, if Member States decide to develop a convention on cybercrime, UNODC's assistance should involve integrating a gender perspective.

Good practice: gender mainstreaming in the development of the *United Nations Principles and Guidelines on Access to Legal Aid in Criminal Justice Systems*

Adopted by the Crime Commission in April 2012, the *Legal Aid Guidelines* provide a good example of how gender concerns can be considered. First of all, in recognizing that certain groups require additional protection or are more vulnerable when involved with the criminal justice system, Guideline 9 specifically addresses implementing the right of women to access legal aid. This includes introducing an active policy of incorporating a gender perspective into all policies, laws, procedures, programmes and practices relating to legal aid to ensure gender equality and equal and fair access to justice; taking active steps to ensure that, where possible, female lawyers are available to represent female defendants, accused and victims; and providing legal aid, advice and court support services in all legal proceedings to female victims of violence in order to ensure access to justice and avoid secondary victimization.

Secondly, the *Guidelines* also mainstream a gender perspective throughout the normative provisions. For example, experience from the field highlighted the concern that often eligibility for legal aid is assessed against family income, without taking into account the fact that women may not be able to access these resources in their own right. Guideline 1, subparagraph 40(f) provides that: “Whenever States apply a means test to determine eligibility for legal aid they should ensure that: (f) if the means test is calculated on the basis on the household income of families, but individual family members are in conflict with each other or do not have equal access to the family income, only the income of the person applying for legal aid is used for the purpose of the means test”.

Gender in tools, global reports, guidelines, templates

In order to ensure gender mainstreaming in all programmes and activities of UNODC, it is essential that standard formats and templates, as well as guidelines, tools and any technical assistance material reflect gender mainstreaming requirements. A gender perspective must be reflected in all material. Such inclusion will encourage and aid UNODC staff and external users to formulate gender-sensitive programmes and activities.

B. Gender analysis

This section discusses the importance of mainstreaming a gender analysis when doing your needs assessment, situational analysis, stakeholder assessment or problem analysis. The starting point for any UNODC activity, whether this is setting strategy, identifying programmes or projects, writing a tool, or drafting a new normative instrument, requires information and analysis. The easiest way to mainstream gender into UNODC activities is to “think gender” from the beginning. The information from a gender analysis feeds into the up and down stream. Headquarters will need to conduct such analysis when developing thematic programmes and these should be shared with the field. The field offices will be conducting such analysis when developing regional/country programmes and projects and these should be shared with Headquarters. Remember that if a gender analysis was not done before commencing implementation of activities, it can be done at any stage of programme. Based on the outcome

certain activities of the programme can be redesigned or new ones introduced. However it is imperative that adequate baseline data is collected against which targets can be defined in terms of impact and that this data be disaggregated by sex. Without a doubt, the most important factor for successful gender mainstreaming is reliable information and analysis.

What is gender analysis?

Gender analysis examines the differences between women and men and the power dynamics which shape gender roles. It looks at:

- Their roles, their access to and control of resources, the constraints they face relative to each other, and available opportunities.
- Their specific activities, conditions, concerns and needs, as well as participatory roles in decision-making processes.

We need to be sensitive to gender-related differences that are not always obvious. In gaining an understanding as to who is affected, why and how, this helps us determine the real and potential differences based on gender.

What is involved in doing a gender analysis?⁹

Different approaches to gender analysis can be used for different purposes. It can be a quick and cheap exercise, or it can require a lot of time and resources. You have to decide what level and degree of analysis is appropriate in the given situation—in other words, you need to choose an appropriate methodology. This will require balancing resources against the need for in-depth results. The methodologies can include:

- Desk study—legislation review, key government documents, available research, UN Women reports, donor-funded technical assistance reports, NGO/CSO reports.
- Consultations—individual interviews, focus group discussions, workshops (with government officials, civil society representatives, including women’s groups, representatives of other organizations and academics).
- In-depth research project or sociological survey—community surveys, field assessments.

Whatever the level, the common goal is to obtain quantitative and qualitative information and data that can enable informed decision-making for the benefit of both men and women.

⁹The information in this section relies on a number of excellent resources, which can be reviewed for more detailed information on conducting gender analysis: Inter-Agency Standing Committee, (2006) *Gender Handbook in Humanitarian Action—Women, Girls, Boys and Men: Different Needs—Equal Opportunities*; OSCE, (2006) *Filling the Gaps: Gender in the Analysis, Policy and Strategy Development of the Conflict Prevention Centre*; Dyan Mazurana, Prisca Benelli, Huma Gupta and Peter Walker (2011) “Sex and Age Matter: Improving Humanitarian Responses in Emergencies” Feinstein International Centre, Tufts University; OSCE, (2010) “Gender Matters in the OSCE: CD Toolkit”; UNDP, “Gender Mainstreaming in Practice: A Toolkit”.

Good practices:**Include a gender analysis activity into projects to systematically build gender knowledge**

The HIV/AIDS prevention and care projects (related to injecting drug users, prison settings and trafficking in human beings) have identified a gap in information on the characteristics and service needs of female injecting and non-injecting drug users, spouses of male injecting drug users and female prisoners, when planning for comprehensive HIV prevention, treatment care and support. To respond to this gap, projects include as a specific activity conducting rapid situation assessments and needs analysis of female drug users and operational research on drug user and sexual networks and HIV risk behaviours. Having an analysis as part of project activities can ensure a growing database on gender concerns which can inform other projects, as well as to ensure available resources.

Incorporate gender into questionnaires

UNODC introduced a gender dimension into the newly revised questionnaire on drugs and crime to allow the collection of more gender-relevant data and the possibility of mainstreaming gender into the analysis of crimes and drugs.

Basic components to gender analysis

There are three basic components to any gender analysis:

1. Gender-sensitive data (data includes statistics, interview results, etc.)
2. Analysis (what does the information mean?)
3. Gender perspective (analyses the causes or consequences of the difference based on established theories about gender relations)

Gender-sensitive data

Gathering and collecting data should reflect the realities of women and men. This includes what is collected and how it is collected. In terms of what is collected, do not underestimate the importance of sex-disaggregated data. The lack of sex-disaggregated data is one of the major barriers to the accurate assessment of how policies, programmes and projects promote gender equality. Data should always be broken down by age and sex and other relevant factors such as ethnicity or religion. Sex-disaggregated data can bring to the surface gender concerns that had previously been invisible, it can assist in evaluating how programme design and delivery promotes gender equality, and it can assist in convincing national partners on the necessity of gender mainstreaming.

Gender-disaggregated data can be collected using both quantitative and qualitative methods. For example, it is easily collected in surveys, police/court records or in census samples. It can also be collected using key informant interviews, focus group interviews, and one-on-one in-depth interviews. Data disaggregated by sex is not always available. This can highlight that

there is a gap in a State's or international organizations' analysis and activities can be developed to develop capacity for this.

Is there a difference between “sex-disaggregated” data and “gender-disaggregated” data?

In the literature, these terms appear to be used interchangeably. However to ensure clarity in meaning:

- *Sex-disaggregated data*: data that is broken down by sex.
- *Gender-disaggregated data*: data, that in addition to being broken down by sex, is also produced taking into consideration the different socio-economic realities women and men face in society. So the types of data being collected or how data questions are formulated consider existing gender concerns and differentials.

In terms of how to collect such data, ensure you include both men and women in any methodology. Consider consulting with male and female beneficiaries/stakeholders both separately and in mixed groups. In conducting a participatory assessment, remember in some cultures men will not speak about certain issues in front of women and vice versa. Women may defer to men in terms of defining priorities. In women only groups, women may be more willing to address how best to approach men so that there is no backlash against women's increased activism. Review whether your chosen method reflects the needs and priorities of both genders. For example, perhaps your project is to enhance the capacity of the police by developing curriculum and therefore, you chose to consult police officers when designing the project. While at first glance this might appear to be a gender-neutral approach; however, as is often the case, in your location there is under-representation of women in the police force. Therefore the issues being discussed and formulated for your programming are predominately from a male experience and are likely to favour male needs and priorities. As in most cases, there are likely to be differing male and female attitudes of the substantive issues being discussed.

Recommendations

- Try to use sex-disaggregated data.
- Ensure the composition of teams (assessors and translators) sent to collect information includes women to ensure greater access to females.
- Incorporate both women's and men's experiences when designing quantitative and qualitative methodologies (possibly include consultation with local women's organizations to ensure cultural and gender sensitivities and/or review previously published key studies and reports on vulnerable groups or particular risks or issues).
- When possible, ensure that some of the focus groups are divided by gender, and also divided by age groups.

Analysis

When sex-disaggregated data are collected, it is also important for staff to know what to do with it. Merely having this data does not in and of itself mean that there will be a more gender-sensitive approach or better results. This data needs to be analysed within particular contexts as well as continuously analysed throughout the programme to assure that the objectives are being met. The challenge might be having the organizational capacity to understand what relevant and necessary data needs to be collected, at what point those data can be and needs to be collected, how to properly manage and analyse that data, and how to use the findings to inform programming and policy. It is important to look for hidden assumptions and explanations. This might require additional research, or following-up with the relevant sources or seeking expert advice.

Basic questions

Gender analysis helps us to meet UNODC's mission of making the world safer from drugs, crimes and terrorism and contributing to the achievement of security and justice for all because it tells us:

- Who is affected by drugs, crime and terrorism (women, men, boys, girls, elderly women, elderly men)
- How they are affected
- Who needs assistance and how
- Who has access to criminal justice system (police, courts) and if there are barriers to accessing
- Who has access to support/services for victims/witnesses and if there are barriers to accessing
- What skills/capacities each group has
- If women and men participate equally in decision-making
- What the potential gender inequalities that are hidden below the surface are
- What the complex reasons for gender disparities might be
- What the complex effects of gender disparities might be

Overall considerations

In general, the following points should be borne in mind:

- *Impact of drugs, crime and terrorism*: how have men and women been affected differently by drugs, crime and terrorism? What are the specific risks that have arisen as a result of the crime?
- *Sex-disaggregated data*: give data on the breakdown of the target population
- *Victimization/vulnerabilities*: who is vulnerable to victimization? What are they vulnerable to? How are they vulnerable? Why? Identify risk factors, i.e. which groups are being recruited into organized criminal groups?
- *Capacities*: What are the capacities of men and women to participate in community crime prevention; How are men and women employed in the criminal justice system (police, prosecutors, lawyers, judges)? Are there constraints to becoming criminal justice professionals and if so, what are they and why?

- *Access*: do women and men have adequate access to services and resources (material resources, time, knowledge and information)? What would help to increase their access?
- *Participation/consultation process*: who has been consulted and how?
- *Targeting*: what groups (direct and indirect) are targets of the programme? Are the groups homogenous? Gender differences within these groups?

Gender theories: the basics

One common problem with gender research is that it often describes the situation and notes the differences between men and women, but fails to address the root causes that perpetuate gender inequality and discrimination. It is important to ask why these differences exist and what is significant about them. All staff should be aware of the basic gender theories in order to help them understand how and why policies, programmes and projects might affect men and women differently. This will help you formulate key research questions about (potential or real) gender impact. There are a number of accepted theories about gender roles, relations and equality discussed in UNDP's Gender Matters tool,¹⁰ summarized below:

- A gender-based power structure shapes our societies, which divides the population into men and women, and values their contributions unequally. This power structure is so long-standing and pervasive that it has become “normal”.
- This gender-based power structure is systemic, shaping the institutions and systems in which we function.
- Gender is a cultural and social construct; therefore, gender roles and relations can and do change over time.
- There is a gendered division of labour, meaning most paid and unpaid work is generally divided between “men’s work” and “women’s work”. This is the starting point for many gender imbalances and inequalities in society. Because men and women frequently occupy/work in different spaces, their needs, priorities, experiences and perspectives are influenced by the lived realities that more often than not limit women’s choices and opportunities.
- Access to resources is distinct from control over resources, and control over resources in virtually all societies is unevenly distributed between men and women.
- Resources include not only material resources but also time, knowledge and information. Because of their multiple roles in the home and community, women are often “time-poor”—but for the same reasons they are rich in knowledge and experience that is not always valued.
- *De jure* (legal) gender equality does not always translate into *de facto* (practical) gender equality. Culture, attitudes and stereotypes profoundly influence access to and control over resources, and thus the realization of *de facto* gender equality.

¹⁰UNDP Gender Matters UNDP's Gender Matters includes a useful guide on gender analysis.

Example: crime prevention meeting held in the community¹¹

Analysis of gender differences that does not consider established theories about gender relations	Analysis that includes a gender perspective based on established gender theories
<p>Women were in low attendance at the meeting because:</p> <ul style="list-style-type: none"> • Women are not interested in crime prevention measures. • Women have no knowledge about preventing crime. • Men are better decision makers and leaders than women on issues of crime prevention. <p>Women's low participation in the meeting will not have any negative consequences, since they will benefit from the new solutions anyway.</p>	<p>Because women are primarily responsible for tasks involving housekeeping and are more often at home during the day, their low attendance must be due to other factors:</p> <ul style="list-style-type: none"> • Was the meeting at a time when women could attend? • Were women informed about the meeting? • Are women systemically shut out of community decision-making processes? <p>Because women are the primary home keepers, their low participation at the meeting is likely to result in less effective and sustainable solutions.</p>

Gender analysis can assist in the evaluation of programmatic options

A gender analysis can inform the development and evaluation of thematic and regional programmes and projects. It is likely that certain programme objectives cannot be achieved unless both women and men are consulted and are able to discuss their respective roles in the activities. The objectives of the programme should help to solve the problem for both men and women, rather than society as a whole. Staff may also be able to use gender analysis to prepare briefings, talking points and speeches for UNODC. Gender analysis information is also an excellent starting point for formal and informal gender awareness training to be conducted for target groups of beneficiaries, government counterparts and UNODC staff.

Examples of how gender analysis can inform programming

Gender analysis might reveal that, in one region, women are predominantly caregivers and housekeepers even when employed outside the home. Culture requires the women to get the consent of their husbands or fathers if time away will interfere in their household and child rearing chores. As a result of gender roles, there is a key difference in men's and women's mobility.

The programmatic implications of these findings are clear: women have curtailed access to training services. The training centres or activities have to be mobile in order to provide training to women. Understanding gender realities has implications for planning activities such as trainings.

¹¹This example is modified from an example used in the UNDP Gender Matters.

Gender analysis might reveal access to resources is different among men and women as a result of the differences in the livelihood activities they engage in, and their status and roles. Furthermore, different members of the same household might have different access to family resources, again based on gender.

The programmatic implications of these findings might impact on programmes promoting alternatives to imprisonment, particularly where proposing fines as alternatives or when drafting legal aid legislation and eligibility criteria based on a means test (family versus individual income).

Gender analysis of the prison laws in one country might highlight the differing realities between female and male prisoners. For example, in one country, the prison laws differentiate between females and males when setting the provisions regarding guaranteed prisoners (those who are allowed to work outside the prison during the day and receive a wage). A female prisoner may be considered a guaranteed prisoner if she is married and has the consent of her husband or if she is single and has the consent of her father or brother. No consent is required for a male prisoner to be considered eligible as a guaranteed prisoner.

The programmatic implications of the findings are clear when designing any community service components of this project. Will female offenders be accepted into the community to the same degree as male offenders and how will the consent of their families be addressed?

II. Formulation/development and design

Formulating the programme/project builds on the work that was undertaken during the identification stage and involves the development and design of a complete programme/project document. When the issues have been identified with an appreciation of the different implications for women and men, gender-sensitive objectives, outcomes and outputs will follow. So for example, compare how a project will be formulated if the issue identified to be addressed was based on “according to arrest statistics, the overall rate of juvenile arrests for violent crime decreased from 1994 to 2004 (by 49 per cent)” to when the issues identified are based on sex-disaggregated information “from 1994 to 2007, arrests for aggravated assaults decreased more for boys (24 per cent) than girls (10 per cent) and arrests for simple assault declined by 4 per cent for boys whereas the rate for girls increased by 19 per cent”. Overall rates can obscure important variations in rates by gender.

A. Elements of the programme/project

Programme/project objectives

The formulation of the objectives is where you can explain how the programme or project contributes to improving gender equality. The objective explains the expected impacts of the programme/project, how it will affect the current situation, contribute to one or more aspect of UNODC’s mandate and defines the substantial benefits for the target group. Many programme/project objectives are “gender blind”, meaning they do not account for the fact that

men and women often have different needs and concerns. In stating the objectives, outline what changes they will bring about for women and men and describe the target groups in terms of gender. The objectives should also be examined in light of gender equality more broadly. The gender analysis should highlight whether there are elements of the institutions, structures or underlying principles that contextualize the substantive issue that contributes to gender stereotyping and inequality.

Key questions to consider when mainstreaming gender in the formulation of objectives

- What are the gender dimensions of the goal you want to achieve?
- Does the objective address the needs and concerns of both women and men?
- Will this objective bring about improvements for women as well as men?
- Does the choice of objective influence relations between women and men?
- Who participated in choosing the objectives from the variety of needs to be addressed?
- How does this programme/project contribute to the overall goal of gender equality?
- Does the objective include a broader commitment to changing the institutions, attitudes or other factors that impede gender equality?

Example

Programme/project objectives	Gender issues
To strengthen the rule of law through the prevention of crime and the promotion of fair, humane and accountable criminal justice systems in line with the United Nations standards and norms in crime prevention and criminal justice and other relevant international instruments	<ul style="list-style-type: none"> • If a gender analysis reveals women are less able to access the criminal justice system as compared to men, then any objective on criminal justice reform that does not seek to address the needs and concerns of women as different from the needs and concerns of men is not likely to be as effective as it could be. • For example, if the analysis identifies that existing cultural norms or institutional structures are in fact preventing women from being able to act on criminal law reform strategies, then you might consider either (a) broadening the objective of the project to address these elements as well or (b) designing a more targeted objective based on refining the question of what is your goal. • In broadening the objective, not only are women targeted more directly but also the goal is to change the context in which men and women can access justice and transform the institutions and structures so that full equality can be more readily achieved.

Outcome

When formulating the programme/project expected outcomes, it is important that they are anticipated in terms of differentiated benefits with regard to the different parts of the

population. In designing these expected mid-term results which focus on tangible change introduced by the programme/project, ask how gender equality will be increased and be reflected as an outcome. It is important that prevalent discriminatory practices and attitudes are not re-enforced or perpetuated unintentionally. Avoid trying to “resolve” the gender issues by adding a single “feel good” project. Gender needs to be integrated into the whole programme.

Key questions to consider when mainstreaming gender in the formulation of outcomes

- What are the gender dimensions of the outcome you want to achieve? Or in other words, what will the results of the project be and how do they affect men and women?
- Does the outcome address the needs and concerns of both women and men?
- How does the outcome increase gender equality?

Example

Programme/project outcomes	Gender issues
Improved and expanded treatment and care services for drug addicts and prisoners	<ul style="list-style-type: none"> • Consider the gender dimensions of the target population of drug addicts and prisoners as well as how men and women experience treatment and care services. • Treatment facilities are usually organized around the needs of opioid addicts (mainly men) and studies show males far outnumber females among drug treatment clients. • The structural, social, cultural and personal barriers to treatment women face are summarized in the <i>UNODC Toolkit on Substance Abuse Treatment and Care for Women</i>. • An interest point raised in some studies is that treatment interventions that do have a gender-specific component are mainly targeted to women’s needs and, in particular, to pregnant drug users or women with children. Thus, in practice, gender-specific treatment often means treatment targeted towards women drug users. Men are seldom explicitly targeted, despite increasing evidence that young males in particular may represent an important group for developing targeted, gender-specific interventions.

Output

In formulating the specific products or services resulting from the programme/project or in other words the outputs, ask how the specific product or service will impact on the situation with regard to women and to men independently.

Key questions to consider when mainstreaming gender in the formulation of outputs

- How will the product or services impact on the situation with regard to women and to men independently?
- How do the expected outputs respond to women's and men's concerns and needs?
- Are the outputs specified separately for women and men?
- Are they consistent with the needs of the groups specified?

Example

Programme/project outputs	Gender issues
Witness protection improved, with special emphasis on women and children	<ul style="list-style-type: none"> • There are a number of gender dimensions to consider when improving witness protection programmes. A gender analysis may reveal that the profile of witnesses entering into witness protection might differ based on gender. For example women may more likely be witnesses to the crime whereas men might be more likely informants from the organized criminal group. In some regions, female witnesses might require consent of her male relatives or extended family before entering the programme whereas males may not. This might reflect on whether women more than men become uncooperative witnesses. • This output, along with the indicator (number of witnesses (male/female) protected), recognizes the differentiated aspects women and men face in witness protection. • Perhaps instead of saying "with special emphasis on women and children", suggest that witness protection be improved for men and women, girls and boys reflecting their different needs, priorities and constraints.

Indicators

Performance indicators should be formulated in a manner that is gender sensitive to be able to measure the changes for both women and men and how successful the programme is in improving gender equality. Indicators are the primary tool for measuring success in terms of effective integration of a gender perspective and short-term results. All indicators should be disaggregated by sex wherever possible. But remember sex ratios alone are insufficient indicators for gender equality. While equal participation and representation are supporting factors for achieving gender equality, alone they are insufficient. Measuring equal opportunities and equal access to resources for women and men is more qualitative in nature and more oriented at outcomes of policies, processes and interventions. Adequate indicators for gender equality therefore focus on the substances and the quality of outcomes. This helps identify the gender differentiated impact of our interventions.

Tips for gender-sensitive indicators

- Rather than using gender-neutral terms, such as experts, society, citizen, explicitly state men and women.
- Trained personnel (include number of women, number of men). So for example, indicator: number of men experts and women experts from police trained in the use of ...
- User surveys (disaggregated by sex).
- When evaluating the significance of the project, is the impact on women and on men taken into account?
- In the cost-benefit analysis of the project, is there a difference between the impact on women and on men that is worth taking into account for the design and implementation of the project?
- Do case studies, reports, publications and conference proceedings reflect the difference on impact between women/men?
- The advice of keeping indicators to a limited number so as not to overload the project still holds. However care must be taken not to select only the easy ones that are less relevant to gender mainstreaming. When identifying gender indicators, pay attention to how to verify these.

Examples

Programme/project indicators	Gender issues
<p>Number of police staff (male/female) and judicial representatives (male/female) who received training on legal tools to protect witnesses and evidence of their increased knowledge</p>	<ul style="list-style-type: none"> • This is an important indicator. But remember, sex ratios are not enough. It is equally important to consider the actual outcomes of the training on whether the witness protection programmes respond to the differentiated aspects women and men face in witness protection and promote gender equality in the participation of such programmes. • Consider including another indicator that measures whether the training and legal tools themselves mainstream a gender perspective. • If possible, try to measure changes in power relations between women and men over time, i.e. increase in the number of female staff members in management positions; shift in ideology employed by police when working with witness protection.

Programme/project indicators	Gender issues
Increased number of male/female patients participating in reinsertion programmes	<ul style="list-style-type: none"> Achieving a higher participation of an under-represented or disadvantaged sex in a given activity such as reinsertion programmes is always desirable, however the project is not necessarily gender sensitive just because higher rates of women taking part in the reinsertion programme. It does not necessarily mean that the reinsertion programme is tailored to the needs of both men and women. Perhaps could also have an indicator about whether reinsertion programmes have been designed to take into account male and female needs.
Number of anti-corruption action plans developed or under implementation	<ul style="list-style-type: none"> Given the increasing awareness of the gendered impacts of corruption and the gendered differences in opportunities to participate in corrupt behaviour, this indicator might reflect measuring the number of anti-corruption action plans developed in a gender-responsive manner, meaning that the action plans take into account the differential conditions or situations of men and women.
Evidence of increased capacity of Member States to collect data and monitor trends on drugs and crime	<ul style="list-style-type: none"> Could measure whether the capacity to collect sex-disaggregated data has been increased.
Peer and client satisfaction with surveys and reports	<ul style="list-style-type: none"> Peer and clients should include representatives from various gender, age and ethnic groups. Furthermore the surveys and reports should be able to measure satisfaction to conditions or situations that affect men and women differently.
Evidence of assessment of national and regional policies and strategies	<ul style="list-style-type: none"> Could consider specifically including a component of gender assessment in all national and regional policies and strategies.

Activities

When considering your options for different activities to attain the broad objectives and outcomes of the programme or project, consider what benefit (financial, human) will the option bring to both men and women and at what cost. You will also want to know how both male and female stakeholders perceive the option in terms of its costs, benefits, acceptability and practicality. While many of these considerations may be beyond your control or scope of influence, your objective is to propose the best and most gender equitable project you can.

Key questions to consider when mainstreaming gender in the formulation of activities

- How do women and men benefit from the activities of the programme/project?
- How does the plan of activities take into account the contributions and needs of women and men in terms of activities, training, and equipment?

- How and to what extent can the activity address social and historical disparities between men and women?
- What will be the participation of women and men? Are the activities appropriate to the involvement of both women and men?
- Is there a gender issue to be included? Is there a difference between women/men?
- Is there time and a budget for gender analysis?
- Is the planning flexible enough to provide for the possibility of new activities in response to women’s and men’s constraints?

Example

Activity	Gender issues
Awareness-raising/access to information by developing and delivering a public information campaign via the Internet	<ul style="list-style-type: none"> • The gender assessment might indicate that in your region, while men and women have equal access to free Internet resources, these services are used mostly used by males. Women are often “time-poor” because of their multiple roles in the home and community. • Need to consider whether women and men have the same Internet skills, or the same opportunities to gain these skills; are Internet resources available at times convenient for women and men; and what cultural norms and attitudes exist that might act as a barrier to women who otherwise might use these services.

Means of verification

You need to indicate what evidence you will use as a basis for measuring the changes for both women and men. When possible, refer to sources of information containing sex-disaggregated data.

Examples

Types of common means of verification	Gender issues
Qualitative surveys and stakeholder interviews	<ul style="list-style-type: none"> • Ensure the composition of teams (assessors and translators) sent to collect information includes women to ensure greater access to females. • Incorporate both women’s and men’s experiences when designing quantitative and qualitative methodologies. • When possible, ensure that some of the focus groups are divided by gender.

Types of common means of verification	Gender issues
Court records and reports	<ul style="list-style-type: none"> • Court records, sex disaggregated where possible.
Relevant national government agency records and reports	<ul style="list-style-type: none"> • Consider including the national women's mechanism.
CSO reports	<ul style="list-style-type: none"> • Consider including women's organizations.

Assumptions and risks

In formulating the assumptions and risks, you need to point out any gender inequalities or barriers to women's full participation in the programme/project. You should also consider any risk of increasing, unintentionally, gender inequality, imbalances or discrimination to one of the sexes. You need to be able to design countermeasures to eliminate or mitigate the impact of identified gendered risks.

Key questions to consider when formulating assumptions and risks

- In considering whether there is anything that can prevent, delay or negatively influence the implementation of activities, are there gendered dimensions to these factors?
- Are there any barriers to women or men's full participation in the project?

III. Mobilizing resources and administrative issues

A. Gender considerations in administration

Staffing issues

Formulation teams The formulation teams that develop a programme or project proposal need to consider gender when assigning responsibilities. Both women and men should be on these teams. Staff should be selected who have demonstrated an understanding of gender. The staff on the formulation team should also be trained on the importance and methodology of gender mainstreaming. The formulation team might consider consulting or hiring gender experts as needed.

Programme and project staff Gender mainstreaming is not the task of one individual person but has to be done by all UNODC staff. In order to ensure this happens, use gender sensitivity as a criterion when selecting staff. For example, you could include in all terms of reference for personnel to be hired with project funds to have "knowledge of gender issues" as either a mandatory or desirable qualification, depending on the nature of the job. You may also want

to mention in any recruitment that UNODC encourages the recruitment of qualified female candidates. UNODC might want to consider creating an on-line database that provides the profiles of female professionals working in areas of expertise of UNODC or in gender issues in general.¹² An increase in the participation of female professional staff can contribute to gender mainstreaming, but is only one factor. In the staff description of duties, you might consider including a reference such as “in all duties gender perspectives need to be taken into consideration”. You might want to consider whether you need to hire a gender expert to be part of the team or to participate in certain activities. You may also want to consider allocating funds for project personnel to receive training in gender mainstreaming.

Practical advice for the field

Look at what resources you have or assistance you will need to do a gender analysis and integrate gender into your project. Some options for project managers:

- Appointing a gender focal point amongst existing team members
- Organizing project staff training on gender mainstreaming and promoting gender equality
- Seek advice from HQ
- Consult with other international organizations
- Hire a gender specialist for project

Example of good practice: ToR for Gender Specialist—UNODC Regional Centre for East Asia and Pacific

Duration: 30 work days between April 2012-March 2013

Objectives of assignment:

The consultant will be responsible for:

- Developing and designing an appropriate system that will support the implementation of project activities that are gender sensitive.
- Ensuring that adequate attention is paid to gender in the collection and analysis of data.
- Strengthening the capacity of the Protection Pillar Team to effectively monitor results and provide timely information to stakeholders on results achieved.

Scope of work:

The consultant will be responsible for the following activities:

- Refining the gender strategy that was developed during the project design phase.
- Designing an appropriate detailed implementation plan for a gender-sensitive system.

¹²This suggestion is based on GenderBase which has been established by OSCE.

- Ensuring that the project's Monitoring and Evaluation system can provide gender-disaggregated data that can be used to assess the gender appropriateness of project activities.
- Working with the Monitoring and Evaluation specialist, project beneficiaries and project team members to incorporate the findings of gender analysis into project planning and implementation strategies.
- Developing a detailed training programme and materials on the gender system for the Protection Pillar staff.
- Preparing the necessary documentation and materials needed for gender training for the Protection Pillar staff.

Regarding the hiring of national/local staff, you should assess what female and male staff might need in order to apply for employment with UNODC. Also, you need to ensure that both female and male staff are given opportunities to attend relevant training courses and avoid assigning staff members to stereotypically gender-related tasks.

Example

Restrictions on the mobility of women in more isolated areas where alternative development projects are located require special transport conditions if women field workers are to carry out their work efficiently and effectively. While use of two-wheel transport is often acceptable and appropriate for men, sufficient four wheel vehicles (and related expenses) need to be allocated for women field workers to be able to cover the area properly. Failure to take this into account limits the ability of outreach workers to cover the area properly. Failure to take this into account limits the outreach work which they can undertake: if shortage of vehicles forces women extension workers to travel in larger groups than the work requires, human resources are wasted.

B. Mobilizing resources and gender-sensitive budgeting

When developing a programme/project keep in mind that any resources that have been allocated to an activity should have benefits for men and women. A gender-sensitive budget approach and tracking methods will assist you in doing so. In addition, keep in mind that gender mainstreaming itself might have implications for your budget.

Mobilizing resources for gender mainstreaming

Gender mainstreaming can involve time and labour. Therefore there is need for mobilizing funds to ensure gender mainstreaming is being done. It can require training staff, detailed performance monitoring, disaggregated statistics and perhaps gender specialists in headquarters and the field. Core resources need to be invested in strengthening the institutional arrangements

for gender equality, including the development of accountability, knowledge management, capacities and expertise. Earmarking funds and setting minimum expenditure targets for gender equality programming is seen by other United Nations entities, as a major factor to ensure results. The question to ask is whether you have budgeted for measures to mainstream gender in the project. Consider:

- Including within staff costs funds for the allocation of a key individual to coordinate and have oversight responsibilities regarding the integration of gender.
- Having funds to hire gender experts. For example, you might want to include a gender mainstreaming expert in programme development, monitoring and evaluation.
- Allocating sufficient resources for any planned gender activity such as training for project staff and gender training for project partners

UNODC might want to consider establishing a Gender Thematic Trust Fund, similar to the one UNDP has created. This Fund supports regional and country level work on gender equality. It has been an effective financial instrument for sustaining UNDP's gender equality work.

What is a gender-sensitive budget?¹³

Gender-sensitive budgeting is a means for determining the impact of government or organization revenue and expenditure policies on women and men. They are meant to be a practical application of gender mainstreaming as the realization of the goal of gender equality needs to be supported by the necessary allocations of resources. Such budgets vary considerably across countries and United Nations entities given their specific social and political contexts, and the nature of the institution implementing them. However the common element is that they provide the opportunity to determine objectively the real value of resources targeted to women and men. This can be done by examining expenditures to determine how much is spent on gender-specific activities (targeted to either groups of women or men); how much is spent on activities that promote gender equity (meaning allocations that promote equal representation of women in decision-making positions such as in sectors as law enforcement or prosecution services); and how much is spent on mainstreaming activities. The latter one is the most difficult due to the lack of gender-disaggregated data and analysis. Gender-sensitive budgets does not mean having separate budgets for women nor necessarily argue for increased spending on women-specific programmes.

Tracking gender allocations

It is important to recognize early in the programme/project cycle whether budget allocations are unbalanced towards male or female beneficiaries. A number of United Nations agencies are using financial mechanisms to track gender allocations. UNDP uses ATLAS financial

¹³For more information, see Sheila Quinn (2009) "Gender Budgeting: practical Implications—A Handbook", Council of Europe.

system which can track both earmarked and integrated allocations and expenditure for gender equality and women's empowerment through the "fund code", "service line" and "activity type" elements of the ATLAS classification system. Gender markers have been established to identify funding for gender issues. In 2009, the United Nations Secretary-General called for all United Nations-managed funds to institute a gender marker. Shortly thereafter, a gender marker pilot was conducted for humanitarian appeals and funding mechanisms within the United Nations. It is important to perform independent and random audits of the marking system to ensure its adequate and coherent application.¹⁴ A specific gender report, modelled on the gender marker, could also routinely accompany planning frameworks. UNODC uses the PROFI Portal Project Activity Tracker to monitor the implementation of technical assistance projects, in particular financial implementation. All gender-oriented projects are assigned with a project activity number, allowing for the system to retrieve reports based on Project Activity Tracker. This should be reviewed to ensure that in determining resources allocated to gender mainstreaming/gender, it is not only tracking projects that have a women focus but all gender-oriented programmes.

IV. Implementation, monitoring and reporting

A. Implementation and monitoring

Implementation

The programme/project implementation phase is the stage of the cycle when all previous theoretical and preparation work is put into practice. Implementation, even when based upon gender-mainstreamed identification and development stages, still requires constant monitoring. No matter how comprehensive the planning, no programme or project is perfect. Whenever gaps or challenges are identified, they should be addressed and/or revised as soon as possible.

Some things to consider when implementing the programme/project:

- Conduct regular project review meetings with the project team and stakeholders to assess whether you are making full use of both women's and men's capacities with regard to your project; use the gender-sensitive indicators, which have been developed during project identification and development.
- Talk to men and women during monitoring and field visits to identify differentiated needs and concerns; collect sex-disaggregated data (utilize this as means of verification).
- Aim for gender-balanced participation at any project activity or event (i.e. training or workshops participants).
- Include gender issues in your monitoring report (internal) and project progress reports (external).

¹⁴For more information on gender markers, see IASC (2012) "Gender Marker: Analysis of Results and Lessons Learned".

- Ensure that gender considerations are integrated in any speaking points, briefings, press releases and other forms of media documentation;
- Use correct gender-sensitive language and avoid gender stereotypes.

Below are some suggestions for gender mainstreaming into some of the common types of UNODC activities. In addition to this, UNODC could consider establishing a UNODC web-based portal on “gender mainstreaming” which provides a platform for staff to share good practices and lessons learned. This could include case studies as well as serve as a forum for exchange of experience and discussion. Management of this could be assigned to a gender unit or focal point person.

1. Research, analysis and data collection

If the baseline survey has not been done at the development phase of the programme/project, this should be included as one of the first activities of a project. Mainstreaming a gender perspective into the project will not only be needed to assess the impact of this project but to contribute to the development of the bigger picture of gender in the thematic and regional area of work. When designing the activity consider:

- Analysing any issue should include the impact on women and men.
- Collecting sex-disaggregated data.
- Applying gender-sensitive survey methodology.
- Using participatory techniques that involve both women and men in assessments and discussions.
- Ensuring staff is properly trained and briefed on gender analysis techniques.
- Budget considerations—training staff, hiring gender expert, collecting sex-disaggregated data.

2. Delivering training/capacity-building activities

Mobility is often an issue when delivering training. When designing any training, consider:

- Women’s responsibilities often include taking care of the household, children and other family members. Therefore, they might be available only at certain times.
- A location should be easy to reach and comfortable for both men and women. For example, a room at the police station that is predominately used by men might not attract female participants or if the location is far and needs travelling over a certain distance, a woman travelling with several men might not be at ease or if participants have to stay overnight away from home, the participation of women might be out of question.
- If few women apply for training opportunities, then host country institutions should be asked to make extra efforts to support female applicants, e.g. by exploring other training options.
- Another issue that is often faced in the training of national criminal justice workers is the lack of women workers in these professions (police force, prosecution service or the judiciary) resulting in few being nominated for the training by the national government counterpart.

- Effort should be made to ensure that women are offered opportunities to participate in all training activities that are part of projects. If women do not apply for training opportunities or are not nominated for training opportunities, then host country institutions should be asked to make extra efforts to nominate female applicants.
- Discuss the possibility of designing specific training programmes for women workers to enhance the capacity of female workers in the host country institution in order to ensure they meet the qualifications required to apply for the general training programmes.

3. Awareness-raising/access to information

When designing the activity consider:

- A gendered public.
- Highlight the different ways in which men and women respond to different messages.
- Ask whether men and women read different publications.
- Ask whether men and women watch or listen to different electronic media.
- Are media consumption patterns (frequency, time) different for men and women?
- Whether men and women have different credibility criteria (regarding “authorities,” arguments used, etc.).
- Whether men and women have different values that cause them to respond to certain messages in different ways.
- Use gender-sensitive language and avoid gender stereotypes in words and in photos used.

Monitoring

Monitoring the needs and impact of the activities on both women and men is important for gender mainstreaming as this allows for possible adaptation of activities to ensure the overall (gender-sensitive) objectives will be achieved. In addition to monitoring the implementation of activities against the approved plans and budgets, also be concerned that the impact of the project is effectively contributing to gender equality and not contributing to any constraint or barriers experienced by women or men.

Setting up the monitoring system

- Does the situation analysis/baseline study include analysis of relevant gender concerns?
- Are project indicators and milestones/targets gender-sensitive? Do they need to be revised/refined to better capture the project’s impact on gender relations? (think about both qualitative and quantitative indicators).
- Does the project require that all data be sex-disaggregated?
- Which methods and tools are needed to collect gender-sensitive data? (i.e. participatory assessments).

- Have special budget provisions for gathering gender-sensitive information been made, if necessary?
- Are sufficient capacities in place for gathering gender-sensitive information and conducting gender analysis?

Suggested questions to ask to facilitate discussions (participatory monitoring)

- What is the overall progress of the implementation of activities?
- What constraints are faced in the implementation of the programme? What constraints do women face? What constraints do men face? How can these be removed?
- Is there a need for additional activities? What is the need among women? What is the need among men?
- Do the participants actually benefit from the activities? Do all groups of women and men equally benefit? How can differences be explained? Is there anything that can be done to make benefits more equally distributed?

B. Reporting

Publications and reporting provides UNODC and the project teams the opportunity to present their work to external stakeholders and the public in a gender-sensitive manner. These reports and publications should reflect the awareness of gender issues and strive to meet the goal of promoting gender equality.

If you are the one writing, reviewing or editing any report or publication, keep in mind the following questions:

- Does the report disaggregate data on the basis of sex? Does it provide the reasons for any differences in the statistics?
- Does the report overly rely on collective terms such as communities, society or families? Remember these aggregate terms can mask important differences in needs between men and women.
- Does the report recognize differing priorities for women and men? Does the report address how women and men are differently affected by the problem being discussed?
- Does the report primarily describe women as vulnerable or victims or are they also being seen and promoted as actors in the reform process?
- What are the sources of information? Does this include women's organizations, equality advocates and experts on gender equality issues?
- Does the report or publication incorporate attention to gender inequalities and differences throughout the report or is it only covered in a dedicated specific section on

“gender issues” and then only addresses women issues? Remember there might be times when a specific section is warranted to highlight gaps or issues that are not part of other sections, but if this is the case, gender concerns should also be incorporated throughout the rest of the report or publication.

- If the report highlights projects that target women or men, does the report provide some background as to why this was necessary?
- If there are suggested responses or recommendations contained in the report, are the same for both men and women?
- Does the report contain gender insensitive language or gender stereotypes? Photos, for example, used in reports, should portray both men and women as active citizens in various capacities. The language of reports should be gender sensitive, containing gender-friendly language.

Suggestions, subject to the availability of resources:

- Consider a case study of a gender-integrated programme. This could be used internally as well as perhaps being used as a case study in international conferences, etc.
- Consider promoting the use of electronic media. The use of the Internet and e-mail (e-mail discussion networks, web page resources, and “virtual discussions”) can be an efficient and effective way of bridging the communication gap.
- Consider establishing a Gender Policy Resource e-Centre or focal point. Creating a central “clearing house” for reports, bulletins, books, and other information on gender policy can make gender mainstreaming more efficient and can contribute to strengthening the profile of gender issues within governance at the national level.

V. Evaluation

Evaluations, as instruments for learning and accountability, can review whether gender concerns have been built into every stage of the programme/project cycle, identify strengths and weaknesses, and recommend actions for the future. Having a gender-sensitive evaluation system is just as important as having a “gendered” project design. Indeed, if a project design is gender blind, this can be discovered and corrected when setting up the monitoring and evaluation plan for the project. For example the indicators could be reformulated that are more gender sensitive and collect sex-disaggregated data. Evaluation can also aid in assessing whether previous assumptions with regard to different parts of the project including the gender aspects might have been correct. This presents the opportunity to contribute to gender knowledge in that substantive area and region as well as opportunity for corrective measures or changes in direction, if necessary, for future projects.

Integrating gender into the criteria of evaluation

Analysing the effect that the project has had on men and women

Criteria	Suggested gender-sensitive questions
Relevance: to what extent were the project results and activities relevant to the needs of the beneficiaries and to solving the problem identified by project?	Did the initiative contribute to improving gender equality? Does the project strategy reflect a gender-sensitive approach?
Efficiency: were the results of the project achieved at reasonable cost?	
Effectiveness: were the results achieved/are the benefits likely to be realized?	Were the results delivered to all key stakeholders (including men and women) who were affected by the problem?
Impact: did the project bring real change and contribute to a specific programme objective/outcome	To what extent was the project objective achieved? How did the results influence the indirect beneficiaries? What difference did the project make for the indirect beneficiaries? Will there be a differential impact on men and women? Can the impact already be measured? Is the impact likely to be observed in the near future?
Sustainability: will the benefits last beyond UNODC's initiative?	Are the benefits sustainable both for men and women? What is the likelihood of increased gender equality beyond the project end?
Coherence: was the project complementary to other interventions of UNODC?	
Added value: what difference did UNODC's undertaking the project make?	Has gender equality been an essential part of the political, economic, social or cultural transformation the project tried to achieve?

Engendering the evaluation process

Setting up the Terms of Reference (ToRs)

Terms of reference can include evaluating the design of the project as well as project results. An important challenge for considering gender in evaluations is that obtaining information from both women and men may increase the cost and time of data collection. Women may be illiterate or less fluent than men in the language used in interviews. Women may be more timid than men or may not even be allowed to speak or be represented in public meetings or community consultations. Women may have less time at their disposal because of household tasks. This needs to be considered in the planning of the terms of reference and the budget of the evaluation exercise.

Some questions to ask when setting up ToRs:

- Do evaluators' ToRs specify the need for gender expertise?
- Are all stakeholders involved in the evaluation process? Was a gender stakeholder analysis performed? Were diverse groups (of men and women) identified through the analysis? How will the evaluation team reach out to the stakeholders?
- Who will provide inputs for evaluation data?
- Will the opinions of both men and women be considered?
- Do the evaluation questions identified specifically address gender?
- Are there additional criteria identified to specifically address gender?

Setting up the evaluation team

The evaluation team should be gender-balanced and possess at least one member with knowledge on gender issues. The gender makeup of the evaluation team can impact on whether some interviewed women can express themselves freely.

Some questions to ask when setting up the evaluation team:

- Was an evaluation team with knowledge of and a commitment to gender selected?
- Is the evaluation team selected diverse in terms of gender?
- Is the team ethically responsible and balanced, with equitable power relations, in line with the concepts of gender?

Setting up the methodology

Gender-sensitive evaluation should use both quantitative and qualitative methods. Information from mixed methods can assist in increasing the reliability and validity of an evaluation, as well as being useful for exploring whether or why different stakeholder groups have benefited to different degrees. There is a need to ensure that data collection methods are not inflexible for women's participation.

Some questions to ask when setting up the methodology:

- Does the evaluation methodology employ mixed methods appropriate to addressing gender?
- Do the methods employed in the evaluation favour the respondent's—both men and women—right to participate?

Collecting data and analysing findings

Regarding the collection of data, consider organizing a dialogue with all the stakeholders on missed opportunities with regard to the gender perspective in the implementation of the

project; the relevance to women's and men's needs; and the stakeholders' participation. This could also include identifying obstacles the project has faced in addressing gender and cultural issues and testing the original assumptions regarding project impacts on culture and gender roles. Regarding evaluating project results, verify the criteria—relevance, effectiveness, efficiency, impact and sustainability - of the project through mixed methods with both men and women. Analyse the extent to which project results have contributed to improving gender equality. Analyse obstacles that might have prevented certain groups of the population from participating in the project activities, i.e. mainly men attended neighbourhood meetings due to the time of the meetings.

Some questions to ask when collecting and analysing data:

- Were all the stakeholders identified in the gender stakeholder analysis consulted during the evaluation?
- Does the member of the evaluation team who will be responsible for consolidating inputs and determining the validity and priority of differing opinions or observations have knowledge of and commitment to gender?

Drafting the report

Make recommendations for follow-up programmes/projects integrating gender aspects. Ask how would any findings/recommendations on the impact of the project for women and men be identified or included in the report. Include lessons learnt. This means describing the experience of the project and identifying possible improvements, as well as the positive aspects of the practical application of a gender perspective. In describing the achievements of the project, point out their gendered aspects and/or impact. The findings will assist UNODC to evaluate strategic priorities and plan for more effective, efficient and sustainable programmes.

Some questions to ask when drafting the report:

- Does the evaluation report in general address gender?
- Do the recommendations of the evaluation report incorporate gender in their formulation?
- Are there plans to disseminate the report at large, particular to stakeholder groups who have an interest and/or affected by gender issues?
- If a management response was prepared for the evaluation report, does it consider the gender issues raised in the report?
- Did the follow-up to the recommendations of the report include a diverse group of stakeholders, including those who have an interest in and/or are affected by gender?

Section three.

GENDER BRIEFS

These gender briefs are intended as short introductions to some of the gendered aspects in each of UNODC's thematic areas of work. These are in no way comprehensive as much more research and analysis would be required. Rather, they are meant to serve as a preliminary resource by providing ideas for gender entry points for UNODC staff working on these programmatic issues.

There are five gender briefs:

- Brief 1. Gender and countering transnational organized crime and trafficking
- Brief 2. Gender and countering corruption
- Brief 3. Gender and terrorism prevention
- Brief 4. Gender and justice
- Brief 5. Gender and health and livelihoods

Each brief will cover the following:

1. The issues

A brief overview of some of the gender issues related to the sector. This section will look at some of the main trends in a particular area and highlight how and why they are in fact "gender issues". This section also explains why a gender mainstreaming approach towards a particular issue should be adopted.

2. Gender analysis

This section provides examples of the types of questions staff could ask in order to incorporate a gender perspective in their programme of work. They do not aim to be exhaustive but instead provide some suggestions of the kinds of questions which can be asked so that thematic programmes are designed and implemented with sensitivity to the different needs of women and men.

3. Entry points

This part provides possible entry points for gender mainstreaming. Remember that every situation is unique and projects are not always easily transferable from one country to another. These short examples are meant to stimulate ideas only.

4. Resources

The list of references provides a small selection of possible resources that can assist and guide further research.

Brief 1. Gender and countering transnational organized crime and trafficking

Gender-related issues within UNODC's programme on countering transnational organized crime (TOC) and trafficking have generally focused on the substantive area of anti-human trafficking, but have not been systematically mainstreamed across the whole programme. Noteworthy exceptions are the development of a guide to mainstream gender into the alternative development activities and the latest 2012 Global Drug Report. Mainstreaming gender in the thematic programme 2011-2013 can contribute to the objective of revitalizing the UNODC approach to transnational organized crime to ensure that UNODC can deliver cutting edge upstream technical assistance. Innovative responses that take into account the differential impact of organized crime and drugs on men and women, the roles men and women play as perpetrators, victims, or as forces to disrupt the flow of illicit goods, need to be understood, monitored and evaluated in order to inform evidence-based policies and practices. This briefing note provides some initial suggestions and ideas as to how gender can be mainstreamed into UNODC's programme on countering transnational organized crime and trafficking.

1. The issues

This section explores just some of the issues raised by the research. A more systematic study is needed.

Lack of strategic information and analysis

Despite the 2010 UNODC Threat Assessment Report, which was the first effort at identifying, tracking and understanding global flows of criminal activity, little is known about the particular groups of people involved in organized crime or the types of organized crime. The discussion of gender in the 2010 Threat Assessment Report is limited to the section on trafficking in persons. A gender mainstreaming approach means studying the threat of organized crime through a comprehensive set of data on patterns and trends, including sex (gender) disaggregated data and gender analysis. As such, this should not be limited to the traditional area of human trafficking or to regarding only men as perpetrators and women as victims.

An example of good practice, highlighted in the Evaluation of Gender by the Office of Internal Oversight Service, was the effort made to improve and introduce the gender dimension into the newly revised questionnaires on drugs and crime. This revision allows for the collection of more gender-relevant data and the possibility of mainstreaming gender into the analysis of crime and drugs, of which the UNODC 2012 World Drug Report is a good example.

Gendered issues in combating organized crime

The thematic programme 2011-2013 discusses the linkages between high levels of inequality within a society to higher levels of crime and violence. It notes that activities which States fail to regulate tend to fall under the control of socially excluded communities who respond to their lack of opportunity by creating their own sources of credit, job access and security, thereby making communities complicit in criminal activities as their primary livelihood opportunity. Seeing communities as a gender-neutral term makes gender concerns invisible. Communities are marked by gender differences: in attitudes, power, access to and control over resources and motivating factors. Research shows that women make up the majority of the poor. It is important to understand these dimensions if successful drug control is to be implemented.

Witness protection programmes. Appreciating how gender differences play out in obtaining the cooperation and compliance of protected witnesses can contribute to an effective investigation and prosecution of organized crime. A successful formal witness protection programme is designed to provide a full range of physical protection and psychological support to both male and female witnesses. Understanding the gender differences in populations of justice collaborators, victim-witnesses or other types of witnesses (innocent bystanders or expert witnesses), the gendered nature of the crime involved, how women and men experience the administrative process, whether there are gender difference in applying the requirements for admissibility into the programme, and whether the assessment considers the witness' family situation and the different roles men and women have in families are important factors when designing your programme. In some countries, women have a subordinate role in family decision-making processes. There might be situations where a female witness' decision to enter into a witness protection programme will require the agreement of her husband or father and be seen as a household decision rather than an individual decision.

Gendered dimensions of the drug trade

For a long time, drug-related issues, such as production, trafficking, sale and consumption, have been perceived as a male issue. However, since the 1990s, gender-specific research has been done, mainly focusing on the use and abuse of drugs and alternative development (see the gender brief on health and livelihoods for more information on these issues). Studies on trafficking organizations have little information on women, or treat them as secondary and subsidiary to men or else focus on women's mostly subordinate, victimized role in street level trafficking. There remain gaps in knowledge of how gender issues interconnect with drug trafficking and legal questions.

Role of men and women in drug trafficking. National police statistics on arrest/imprisonment of drug offenders shows that women are involved in drug trafficking, although in numbers considerably less than men.¹⁵ Regarding women's role in the drug trade, there is limited research on their roles as high level female drug smugglers, middle level women in the drug trade or

¹⁵Campbell, H. (2008) "Female Drug Smugglers on the US-Mexico Border: Gender, Crime and Empowerment" *Anthropological Quarterly*, Vol 81, Number 1, Winter 2008 pp 233-267.

low level body carriers or “mules”. Observations have been made that women (especially pregnant women) and children are often preferred for the local transport of drugs from the production zones to the local sales markets, as they are less likely to be searched by the military or police forces. Also, young women, in particular in Latin America, have increasingly become engaged as mules, carrying cocaine on international flights to foreign markets. Despite the scarcity of available data, there are indications of changing patterns of participation and roles of women in drug trafficking; women are not just couriers but also involved in the planning and execution of major operations.¹⁶ There is a need to look at the complex interdependence of women and men in the drug world, rather than only seeing women as oppressed and marginalized.

Incarceration rates of women and men traffickers. In recent years, there is some indication that the proportion of women among drug law offenders has grown.¹⁷ While information on gender differences among prisoners sentenced for drug law offences is scarce, a few countries report that women who commit drug offences are more likely than men to be incarcerated. In addition, there are indications that as the number of women involved in drug trafficking (mainly as drug couriers) increases, so does the number of women in prison, as well as the average length of their sentence.

Gender and trafficking in persons

Victims of trafficking can be any age and any gender. In fact girls, boys, men and women are victims of internal and cross-border trafficking for the purpose of exploitation. However, a disproportionate number of women, girls and boys become victims of human trafficking in general and for sexual exploitation in particular. Hence in formulating the Trafficking in Persons Protocol, the title includes a specific reference to women and children as victims. Women, however, can be both victims and perpetrators of human trafficking. UNODC reports, such as the 2005 *Transnational Organized Crime in West African Region Report*, note that the dominant organizers in the trade of trafficking humans for the purposes of sexual exploitation are women, sometimes former prostitutes themselves, although they depend on men for forging documents and escorting the girls to their destination. In the 2009 West African Threat Assessment, the Report notes that increasingly men are involved as recruiters. The growing involvement of men appears to be associated with growing levels of violence in the business. However, trafficking in persons is a hidden and underreported crime and it is often not possible to draw general conclusions from the data that is available. In organized networks it appears, for example, that women are in more exposed positions and thus easier to detect for law enforcers, a circumstance that may account for the high percentage of identified female traffickers. Some research has indicated a concern that male victims of trafficking are barely considered in assessing their vulnerability to trafficking as well as their assistance and protection needs.¹⁸ It is recommended that anti-trafficking interventions follow a diversity approach thus

¹⁶Institute for Security Studies (2012) “A New Look at Women and Organised Crime” retrieved from http://www.iss.co.za/iss_today.php?ID=1503.

¹⁷Campbell, *supra* note 16.

¹⁸Rebecca Surtees: Trafficking of men—a trend less considered. The case of Belarus and Ukraine, IOM, 2008 <http://www.iom.int/jahia/Jahia/lang/en/cache/offonce/pid/8>.

taking into account gender as well as age, education or class and the individual experiences when designing prevention, protection or prosecution measures.

Gender and smuggling of migrants

Migrants are often smuggled by organized criminal networks that exploit the lack of legal migration opportunities available to migrants seeking a better life. Smuggled migrants are particularly vulnerable to abuse and exploitation. Smuggled women have a higher vulnerability to violence and exploitation on route, especially concerning sexual violence, from the smugglers but also from fellow migrants, thugs and authorities.

UNODC, in line with its mandate, focuses on the crime of smuggling migrants and thus the detection and dismantling of networks while protecting the rights of smuggled migrants. Understanding of gender differences regarding the cause, process and impact of migrant smuggling might assist in detecting smuggling networks. For example, men and women are often concentrated in different migratory flows.¹⁹ This can be due to the existence of gender-segregated labour markets; and the differing experience of labour mobility, as a result of gendered socio-economic power structures and socio-cultural definitions of gender-appropriate roles in origin and destination countries.²⁰

Gender issues in emerging forms of crime

Regarding cybercrime, some preliminary research on gender and the development of new information and communication technologies, raises a number of questions²¹ as to how men and women use the Internet for their activities. For example, one study found that girls comprise 90 per cent of the victims on commercial websites, compared to 83 per cent on all websites (Cybertip.ca), while other studies found greater gender balance. In developing crime prevention and criminal justice strategies to combat cybercrime, further study as to gender differentials could be useful to ensure targeted strategies.

In developing strategies to combat cybercrime, further study as to gender differentials could assist.

¹⁹OSCE,(2011), “Gender and Labour Migration Trainer’s Manual”.

²⁰For example, female migrant workers are mainly found in “feminized sectors” such as care work, domestic services, hospitality, agriculture and textile industries, even if they are qualified for more higher skilled jobs. These factors may result in less access for women to legal channels in destination countries and push them towards using illegal means to gain access to work which is then more than likely in the informal sector. This then has impact on their vulnerability to discrimination and exploitation.

²¹Kovacs, A., Doria, A., Zilli, B. and Salas, M., (2012) “Critically Absent: Women in Internet Governance, A Policy Advocacy Toolkit, the Women’s Legal Bureau..

2. Gender analysis—some suggested questions

This section provides a list of sample questions intended to assist staff in doing a gender analysis. The aim is not to be exhaustive but instead provide some ideas of the kinds of questions which can be asked so that this thematic programme can be designed and implemented with sensitivity to the different needs of women and men.

Gendered issues in combating organized crime

- Does organized crime affect women and men differently? How and why?
- What is the impact of TOC on women's and men's well-being and social status?
- Are women and men victimized by organized crime in different/similar ways?
- What are the different roles women and men play in terms of perpetrators and victims of organized crime?
- Do women and men have the same opportunities to highlight their specific experiences of and concerns about TOC?
- Are laws, policies and strategies to counter organized crime sensitive to the needs, roles and capacities of men and women?

Gender and trafficking in persons

- How do the rates of trafficking differ between men and women? What is the proportion of children (boys and girls)? What type of trafficking is experienced by men, women, boys, and girls?
- Is there a legal framework and/or national action plan against trafficking in human beings? Does it address the different needs of men and women as (potential) victims of trafficking in the areas of prevention, protection and prosecution?
- Are police, border control personnel and other authorities trained and sensitized to trafficking as affecting both men and women?
- Do shelters/services for presumed trafficked victims exist? Are they accessible and sensitive to the needs of women and men?

Gendered responses to smuggling of migrants

- How does gender affect the migration paths available to men and women? What conditions do they face?
- Is there information on legal ways to migrate for potential migrants that respond to the particular circumstances of women and men?
- Are there stigmatizing attitudes towards migrants? Is this different for men and women?

Gender and cybercrime

- How do men and women use the Internet for their activities?
- What is the impact on men and women when governments and companies rely on electronic information about them?
- Which forms of cybercrime affect men/women? What are the similarities? What are the differences?
- Do men and women generally have different levels of security awareness?

3. Entry points for gender mainstreaming

This section provides possible intervention/projects and entry points for gender mainstreaming in UNODC's programme on countering transnational organized crime and trafficking. Remember that every situation is unique and projects are not always easily transferable from one country to another. These examples are meant to stimulate ideas.

(a) Data collection and research

(i) UNODC assists in gathering the necessary data to accurately assess and analyse the scope and scale of organized crime and this is a useful entry point to including gender analysis to enhance knowledge of gendered differential impact of drugs and crime and the responses to drugs and crime. All assessments and surveys, such as the threat assessment framework, should integrate a gender perspective and gather sex-disaggregated data using gender-sensitive methodology. This information then can assist in the development of effective intelligence-based response strategies.

(ii) UNODC is continuously identifying and learning lessons, building networks and sharing best practices to ensure evidence-based understanding of TOC underpins international policymaking and promotes a culture of innovation. In expanding its networks, consider including women's organizations. Furthermore, UNODC is in a unique position to promote a "customized" response to TOC for men and women.

(b) Legislative assistance: Improve national capacity for the enactment of domestic legislation in line with international conventions and protocols

(i) UNODC could develop a gender auditing tool that assists countries in reviewing and revising their legislation in order to ensure that laws are gender responsive, not based on gender biases nor have negative gender implications.

(c) Strategic planning and policy development

(i) UNODC, as co-chair of a system-wide task force to address the challenges presented by transnational organized crime and drug trafficking in a comprehensive and holistic way, can contribute much to advancing this issue by integrating a gender perspective in this work.

(ii) UNODC can develop tools and assistance for the development of evidence-based national and regional strategies, action plans and policies that are based on sex-disaggregated

surveys. For example, UNODC could consider developing a supplement to the UNODC Good Practices for the Protection of Witnesses in criminal proceedings involving organized crime that analyses gender issues and provides recommendations for gender-sensitive good practices in this area.

(d) Criminal justice response: Improve capacity of national criminal justice systems to implement the conventions and protocols

(i) Provide technical assistance to strengthen the criminal justice system that include gender-sensitive strategies and policies to prevent TOC, human trafficking, smuggling in migrants, trafficking in firearms.

(ii) When engaging and addressing the needs of a broader range of actors, including civil society and the private sector, ensuring the women's organizations are included.

(iii) Training of law enforcement officers to include a gender perspectives to ensure a comprehensive understanding of risk assessment and targeting procedures, to understand how gender plays out in trafficking of drugs, people, firearms and smuggling of migrants. Any training activity should strive for gender balance of the participants.

(iv) Strengthening border control capacity to counter the increasing prevalence of illicit trafficking. If data illustrates the increased use of women as drug mules, this will have to be reflected in border control policies and ensuring both men and women border control officers are trained. For example, see the UNODC project in West and Southern Africa. UNODC has provided legislative assistance, trained officials, and supported regional coordination, concentrating on investigation and punishment of trafficking in persons with a gender perspective. A training of law officials in Colombia and India is ongoing, focusing on investigation and punishment of trafficking in person with a specific gender perspective.

(e) Prevention and awareness-raising

(i) Strengthening national and international awareness, and capacity for prevention of all types of transnational organized crime, targeting particularly those vulnerable to become victims (male/female) of transnational organized crime and illicit trafficking. In increasing awareness amongst the general public, media, opinion-formers and decision makers, civil society and direct victims of transnational organized crime and illicit trafficking, include women's organizations, and ensure that gender stereotypes are not included in any media or public awareness campaigns.

4. Resources

This section provides a selected list of references to help guide further research.

1. Beare, Margaret (2010) "Women and Organized Crime" Paper prepared for research and national coordination, Organized Crime Division, Law Enforcement and Policy branch, Public Safety Canada, retrieved at http://publications.gc.ca/collections/collection_2012/sp-ps/PS4-106-2010-eng.pdf.

2. Boyd, Susan C. (2006), “Representations of Women in the Drug Trade” in *Criminalizing Women: Gender and (In)justice in Neoliberal Times*, ed. Gillian Balfour, Fernwood Publishing.
3. Campbell, H. (2008) “Female Drug Smugglers on the US-Mexico Border: Gender, Crime and Empowerment” *Anthropological Quarterly*, Vol 81, Number 1, Winter 2008 pp. 233-267.
4. Fiandaca, G. (2007) *Women and the mafia: Female roles in organized crime structures*. Boston: Kluwer Academic Publishers.
5. OSCE Gender and Labour Migration Trainer’s Manual (2011).
6. Surtees, Rebecca, (2008) “Trafficking of men—a trend less considered. The case of Belarus and Ukraine”, IOM, retrieved at <http://www.iom.int/jahia/Jahia/lang/en/cache/offonce/pid/8>

Brief 2. Gender and countering corruption

This briefing note raises some preliminary thoughts as to how gender can be mainstreamed into UNODC's anti-corruption programme. The objective of this thematic programme is to prevent and combat corruption, in line with the United Nations Convention Against Corruption. It is recognized that this requires a comprehensive and multidisciplinary approach. While the guiding principles underlying the work of UNODC in the thematic area of corruption explicitly call for ensuring that all aspects of corruption are considered and addressed through a mix of normative, operational, data collection and research work, corruption is generally still by and large dealt with as a "gender neutral" issue. Mainstreaming gender into programmes that focus on the legal aspects of implementing the Convention Against Corruption is not an easy task. There is little research available on the gendered implications of the Convention provisions. However, developing an evidence-based and contextualized understanding of corruption and gender can inform policies and practices which in turn can inform legislative frameworks for countering corruption as well as contribute to ensuring that planned interventions benefit both men and women.

1. The issues

This section explores some of the trends in the current research in the area of gender and corruption. It should be noted at the outset that research on this topic continues to be fairly limited as well as controversial. As the guardian of the United Nations Convention Against Corruption, UNODC could play a key role in addressing this gap in knowledge.

Lack of research

There is insufficient research on how gender and corruption interact. Initially research focused on the perceived gender differences in propensities to engage in corrupt activities but there is still no clear consensus about the interrelationship between gender and corrupt behaviour, as discussed below.²² That being said, a number of reports have reviewed the effects that corruption has on women's lives. These reports will be reviewed below. Corruption has well known differential impacts on social groups, with poor people among those suffering the most. With women making up the majority of the poor, research has focused on how corruption impacts the lives of women.²³ However, further research into the gendered impact of corruption is

²²Dollar, D., R. Fisman and R. Gatti, "Are women really the 'fairer' sex? Corruption and women in government", World Bank Development Economics Research Group Policy Research Report on Gender and Development working paper series 4. Goetz, A. M., 2007, "Political cleaners: women as the new anti-corruption force?" *Development and Change* 38(1): 87-105. Sung, Hung-En, 2003, 'Fairer Sex or Fairer System? Gender and Corruption Revisited', *Social Forces* 82: 705-725.

²³Dr. Naomi Hossain and Dr. Celestine Nyamu Musembi "Corruption, Accountability and Gender: Understanding the Connections" (UNDP and UNIFEM Primers in Gender and Democratic Governance, #5, 2010). According to the United Nations Department of Public Information, women make up an estimated 70 per cent of the world's 1.3 billion poor people (see www.un.org/ecosocdev/geninfo/women.htm).

needed as well as the social causes of corruption, which has a gendered dimension. Collecting sex-disaggregated corruption statistics can enable analysis on how responses to corruption can be designed to address the needs of different groups.

Gendered impacts of corruption

Does corruption affect women and men differently? Little is known as to the incidence and costs of corruption to women, and poor women in particular, as compared to men. Data on bribe payment is generally not sex-disaggregated. Often corruption measurement tools are gender blind, meaning that they do not measure the frequency with which women versus men pay bribes to access services or measure the impacts of corruption-related services unavailability. While there is conflicting evidence as to whether women pay more than men in bribes or pay bribes more frequently to access public services, some reports argue that women tend to be the target of corrupt officials more often than men, possibly because service providers consider women to be more susceptible to coercion, violence or threats or less aware of where or how to file a complaint.²⁴

Recognizing that further research is needed, corruption appears to have different impacts upon, and takes different forms for, men and women:

[Barriers to men and women in accessing basic public services and resources.](#) Women are often the primary caretakers of family members, so they are often the ones seeking services or resources not only for themselves, but for other family members. It is argued that because poor women are the primary users of basic public services (water, health and education), they pay disproportionately for corruption in service delivery.²⁵ Women's limited access to public officials and low income levels diminish their ability to access basic services. A recent study found that grassroots women's experience of corruption is concentrated in the realm of public-sector service delivery with the police force consistently perceived by women as the most corrupt government agency.²⁶

[Data suggests that the currency of corruption is frequently sexualized.](#) Corruption's impact on women may be greater than men's when the currency of bribes is in the form of sexual favours. When exacted by public officials in exchange for the performance of a public duty, this form of corruption falls within the UNCAC definition of abuse of power and influence. However, this form of corruption is generally not measured in standard tools and it is also less likely to be reported. As a result, evidence is lacking, and has been more anecdotal than systematically recorded.²⁷

²⁴UNDP and UNIFEM primer, *ibid*.

²⁵According to the United Nations Department of Public Information, women make up two-thirds of the world's nearly one billion illiterate adults (see www.un.org/ecosocdev/geninfo/women.htm).

²⁶UNDP, 2012, *Seeing Beyond the State: Grassroots Women's Perspectives on Corruption and Anti-corruption*. UNDP and the Huairou Commission.

²⁷See UNDP and UNIFEM primer, *supra* note 23 for further discussion on sexualized forms of corruption.

Application of the rule of law in advancing rights and providing protection from abuse. Women's statistically lower literacy levels,²⁸ which often result in a relative lack of knowledge of rights and entitlements to services and public programmes, leave them more vulnerable to extortion and abuses of laws.

Gendered differences in opportunities to participate in corruption

Some research supports a hypothesis that women are less corrupt than men and are a positive force in political systems.²⁹ It is based on the finding that increasing women's involvement in politics correlates with a reduction in a country's corruption. However some scholars question the conclusion that women have more integrity than men and question whether gender may be conditioning opportunities for women to be corrupt.³⁰ They argue that, given similar opportunities, women in positions of power may not actually act any differently to their male counterparts. Some argue that women may have limited opportunities for corruption, particularly when corruption functions through all-male networks and in forums from which women are usually socially excluded. The argument is that it is possible that the influx of new, outside nonparticipants sufficiently disturbs the networks and reduces the effects of corruption. This may account for lower levels of corruption among institutions as a whole in which women's representation has increased. Others argue that women might have more opportunities for corruption, linked to the contact they have with basic services. Another suggestion is that increasing the number of female politicians and public officials is usually accompanied by "fairer systems", building public accountability and governance systems that are transparent and responsive to women's and men's needs and that was more important than merely increasing the numbers of women, in reducing corruption.³¹ Other research suggests that women also may be making or accepting bribes but doing it from behind the scenes or through proxies.³² The debate regarding women's relative propensities to engage in corruption is far from resolved and needs further research to understand women's contributions to curbing corruption. However it is generally agreed that promoting gender equality in governance is an essential feature of anti-corruption strategies, in addition to effective accountability and oversight systems.

Gendered response to corruption

Gendered experiences of and engagement in corruption implies a need for gender-specific approaches to combating corruption. For example, given the discourse interpreting the

²⁸ See UNDP and UNIFEM primer, *supra* note 23 for further discussion on sexualized forms of corruption.

²⁹ World Bank Report, *supra* note 22. This Report claimed that women are more trustworthy and public-spirited than men. They found that in a large cross-section of countries, greater representation of women in parliament led to lower levels of corruption.

³⁰ Goetz, *supra* note 22.

³¹ Sung, Hung-En, *supra* note 22.

³² Transparency International Working Paper, Gender and Corruption: Understanding and Undoing the Linkages (2008).

World Bank finding of greater representation of women in parliament leading to lower levels of corruption, it would appear that raising women's quotas for a "quick fix" in anti-corruption plans is not sufficient. Rather measures should combine the joint concerns of anti-corruption and gender equality. This could mean measures that increase the substantive participation of women along with additional approaches to strengthen transparency and accountability.

Another important approach is to step up efforts to prevent and combat corruption that affects women in particular. This might focus on stronger anti-corruption mainstreaming in basic public service sectors as well as advisory services to promote women's rights. Strategies should include measures to address the vulnerable position of women which complicate their full exercise of their rights, including measures that promote women's access to justice. Experiences from UNODC's project in Albania highlight the importance of focusing on access to information for women as this is essential for them to be able to identify corruption when it occurs and be aware of the legal framework and reporting mechanisms available to them to address corruption. This could include programmes to promote awareness-raising and education of women about their/family rights.

2. Entry points for gender mainstreaming

This section provides just a few examples of possible entry points for gender mainstreaming in UNODC's programme on countering corruption, based on the expected accomplishments set out in the draft strategy for the period 2012-2015 for the UNODC (E/CN.7/2011/9/Add.2-E/CN.15/2011/Add.2). These examples are meant to stimulate ideas.

(a) Enhancing national capacities to produce data and conduct statistical and analytical studies on corruption prevalence, patterns and typologies (para 2.8)

(i) In order to increase number of States that have an accurate, reliable and common system for collecting and recording data on corruption, UNODC could support the development of sex (gender)-disaggregated, nationally owned corruption measurement and diagnostic tools.³³

(b) Enhancing knowledge of challenges, policies and good practices with respect to the implementation of the UNCAC (para 2.10)

(i) All manuals, toolkits and training materials on corruption-related issues should mainstream gender dimensions of corruption. In addition, UNODC could develop

³³Reference to other United Nations resources: (1) UNDP Users' Guide to Measuring Corruption, 2008 The Guide provides practical advice on how to generate gender-sensitive data using corruption assessment tools and how the data can inform policy development. (2) UNDP "Framework for Selecting Pro-Poor and Gender-Sensitive Governance Indicators" identifies different dimensions of gender sensitivity for governance indicators, offering examples of anti-corruption indicators and data that are disaggregated by gender and poverty levels.

and disseminate particular knowledge products on how the implementation of the provisions in the Convention Against Corruption could have differential impact on women and men.

(c) Enhancing integrity, accountability, oversight and transparency of appropriate criminal justice institutions with a view to reducing vulnerabilities to corrupt practices (para 2.6)

(i) While promoting the increased number of women in the police and judiciary should not be seen as a quick fix, and should be done in conjunction with other measures promoting substantive gender equality, evidence suggests that sexual corruption in law enforcement institutions have been shown to decrease when women personnel handle crimes of sexual violence.³⁴ Another example is from Brazil where municipal governments experimented with hiring all-female traffic police to eradicate petty corruption.³⁵ With recorded positive results, some suggest these may be influenced by other changes that accompany staffing reforms, such as creating accountability mechanisms to allow for performance-based monitoring.

(d) Enhancing capacity of national institutions to effectively raise awareness of corruption (para 2.4)

(i) A critical concern with respect to gender and corruption is access to information. Women often have limited access to information, which is essential to scrutinize the quality of public services and policy decisions that affect their lives. Awareness-raising campaigns against corruption should be gender sensitive as well as focus on increasing knowledge of women's rights.

(ii) There are different levels in parliamentary and other committees that address development and poverty reduction, in which women actively participate. These committees need to be encouraged to collaborate effectively with national mechanisms for gender equality and to prevent and combat corruption.

(e) Enhancing the role of civil society (para 2.12)

(i) Civil society's active participation is essential to the demand side of accountability. Women's groups can play key roles in shifting the focus of debate to include the forms of corruption that most impact on women. There are strong linkages between women's participation in monitoring social service delivery and the increased efficiency and effectiveness of these services at the local level. Therefore capacity development of civil society and media should include supporting community-level women's movements.

³⁴U4 Anti-Corruption Resource Centre "State of Research on Corruption and Gender".

³⁵Transparency International, *supra* note 33.

Example of Albanian Project Revision

In recognizing that women are often the members of the family with primary responsibility for dealing with administrative matters such as registering with local services and applying for the receipt of social security, they are thus more likely to be confronted with and affected by corruption in their day-to-day lives. Consequently, output 1.5 of the Albanian revision project on “enhanced capacities of national authorities, the media and civil society in relation to UNCAC and the Implementation Review Mechanism” includes two activities:

1.5.1 A two-day workshop for government officials and parliamentarians regarding the Implementation Review Mechanism, highlighting in particular how the mechanism provides opportunities for consultation with women’s rights organizations.

1.5.1 A two-day workshop with civil society organizations to discuss whether laws are in place to enable these groups to engage effectively with national authorities and address corruption challenges that afflict women in particular.

It will be important to encourage the participation of female government officials, parliamentarians and civil society representatives, to ensure that the priorities, needs and contributions of women are taken into consideration.

3. Resources

This section provides a selected list of references to help guide further research.

1. Alatas, V., L. Cameron, A. Chaudhuri, N. Erkal, L. Gangadharan, 2006, “Gender and corruption: insights from an experimental analysis”, University of Melbourne Department of Economics, Research Paper number 974.
2. Dollar, D., R. Fisman and R. Gatti, 1999, “Are women really the ‘fairer’ sex? Corruption and women in government”, World Bank Development Economics Research Group Policy Research Report on Gender and development working paper series 4.
3. Goetz, A. M., 2007, “Political cleaners: women as the new anti-corruption force?” *Development and Change* 38(1): 87–105.
4. Nyamu-Musembi, Celestine “Gender and corruption in the administration of justice”.
5. Schimmel, B. and Pech, B. (2004) “Corruption and Gender: Approaches and Recommendations for Technical Assistance” (Federal Ministry for Economic Cooperation and Development of Germany).
6. Sung, Hung-En, 2003, “Fairer Sex or Fairer System? Gender and Corruption Revisited”, *Social Forces* 82: 705-725.

7. Swamy, A., et al., 2000, "Gender and Corruption", IRIS Centre Working Paper No. 232.
8. Transparency International, 2008, "Gender and Corruption: Understanding and Undoing the Linkages", Working Paper #03.
9. U4 Anti-Corruption Resource Centre "State of Research on Corruption and Gender".
10. UNDP, 2008, Mainstreaming Anti-corruption in Development: Anti-Corruption Practice Note. Democratic Governance Group, Bureau for Development Policy: New York, December 2008.
11. UNDP, 2010, Corruption, Accountability and Gender: Understanding the Connections, Primer on Gender and Democratic Governance, #5.
12. UNDP, 2012, Seeing Beyond the State: Grassroots Women's Perspectives on Corruption and Anti-corruption. UNDP and the Huairou Commission.

Brief 3. Gender and terrorism prevention

Mainstreaming gender into UNODC's terrorism prevention programme is not an easy task. UNODC's mandate of assisting Member States in implementing the international conventions and protocols related to the prevention and suppression of terrorism, the relevant Security Council resolutions, and the United Nations Global Counter-Terrorism Strategy and therefore focusing on the legal aspects of countering terrorism, is still by and large viewed as "gender neutral". This may account for the limited research on gender and terrorism. However, developing an evidence-based and contextualized understanding of terrorism and gender can inform policies and practices which in turn can inform legislative frameworks for countering terrorism. The United Nations resolutions urge all actors to increase the participation of women and to incorporate a gender perspective in all United Nations peace and security efforts.³⁶ This briefing note provides some initial thoughts as to how gender can be mainstreamed into UNODC's terrorism prevention programme.

1. The issues

This section reviews some of the issues raised by research in the area of gender and terrorism prevention.

Need for further research

Some recent reports, such as the report from OSCE's roundtable discussion on preventing women terrorist radicalization³⁷ and the Centre for Human Rights and Global Justice's Report on locating gender in United States Counter-Terrorism³⁸, recognize the dearth of research in the area of gender and counter-terrorism strategies. In 2012, the Counter-Terrorism Implementation Task Force initiated a study on gender perspectives to counter terrorism, in view of the United Nations Global Counter-Terrorism Strategy's holistic and integral approach towards countering terrorism, and within the framework of Security Council resolution 1325 (2000) and its follow-up resolutions.³⁹ The Task Force is considering programmes and training to help women to deal with the effects of terrorism, to become active in the global campaign against terrorism, to build partnerships, and to take into account gender as a relevant human rights concern in the activities of the Task Force. The Study will be a good resource once completed.

³⁶ SC res 1325 (2000).

³⁷ OSCE: Summary of the Proceedings and Preliminary Findings of the Expert Roundtable on preventing Women Terrorist Radicalization (December 2011).

³⁸ The Centre for Human Rights and Global Justice (CHRGJ), *A Decade Lost: Locating Gender in U.S. Counter-Terrorism* (2011).

³⁹ The United Nations Global Counter-Terrorism Strategy: activities of the United Nations system in implementing the Strategy: Report of the Secretary-General, A/66/762 (4 April 2012).

Gendered impacts of terrorist activities

There has been limited study of the different impacts of terrorist activities on men and women. Men and women can be vulnerable in different ways when a terrorist attack occurs. In some communities, women are amongst the most vulnerable in society and can be particularly hard hit by the social impacts of such an event. While a terrorist attack often impacts human communities very broadly, people are not equally at risk of loss and harm nor equally able to recover. More research on gendered impacts can assist in designing strategies to support victims of terrorism.

Gender and preventing terrorism

While the UNODC mandate regarding terrorism prevention is to strengthen the criminal justice capacity to utilize terrorism prevention measures provided by the universal legal regime, it is useful to appreciate the gender dimensions of the potential targets for prevention measures to enhance their effectiveness. A roundtable event organized by OSCE sought to better understand radicalization and recruitment of male and female terrorists in order to assist in the development of counter measures regarding prevention or reducing radicalization. A common concern was that if counter-terrorism measures are based on gender stereotypical assumptions, such as the misconception that violent extremism and terrorism only concerns men and that women are only victims, counter measures will not address the realities on the ground.

While further study is needed, a number of points were made with respect to preventing female terrorist radicalization:⁴⁰

- There is a general assumption that men use violence strategically to reach a political aim whereas women use it irrationally to express emotions. This different conceptualization is misleading and does not correspond to the facts as observed by researchers on the ground.
- In many cases, women are drivers for organizational complexity and allow for development of terrorist and violent extremist groups.
- Recruitment of women and men differ, with the Internet and marriages often playing a key role in the recruitment of women.
- Terrorist radicalization of women has been considered by some organizations as a way to radicalize the next generation.
- Researchers and policymakers need to reconsider their sources of information and ask critically who framed questions pertaining to women's terrorist radicalization and who answered them.

⁴⁰ OSCE: Summary of the Proceedings and Preliminary Findings of the Expert Roundtable on preventing Women Terrorist Radicalization (December 2011). The Report of the Secretary-General, *supra* note 4 refers to upcoming study by the OAS/SMS/CICTE and the development of a project on the role of women in countering terrorism.

- Victims of terrorism can play an important role in the prevention of terrorist radicalization. In Spain and the Basque country, most associations of victims of terrorism were founded or led by women. These experiences from civil society could help in the adoption of a gendered approach to counter-radicalization. Caution is needed, though, to not just view women as victims.

Gendered impacts of counter-terrorism measures

The gendered impacts of counter-terrorism measures have largely been undocumented. Little is known about the different ways counter-terrorism measures use or affect gender stereotypes. A better appreciation regarding gendered impacts of counter-terrorism measures can inform the legislative drafting and designing of counter-terrorism strategies. Each measure should be analysed as to how it promotes, rather than hinders gender equality. Counter-terrorism measures such as immigration and asylum, terrorist financing laws, development and foreign policy can:

- Have differential impacts on men and women;
- Be based on gender stereotypes, including those relating to sexual orientation and gender identity.
- Exacerbate existing gender stereotypes.

For example, anti-terrorism financing measures such as terrorist designations, regulation of charities and assistance to foreign governments can have particular impacts on women and men, such as weakening local women NGOs and impeding civil society empowerment.⁴¹ The United Nations Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism highlights the impact of anti-terrorism financing rules on gender equality organizations.⁴²

Gendered responses to terrorism

Given the different human rights impacts counter-terrorism has on men and women, a gender approach to counter-terrorism is pivotal. The CHRGI Report made a number of interesting points:

- Adopting a gender perspective entails also considering the role of men and how male education programmes are designed. The concern is that in these programmes gender only comes up in terms of discussion of what is seen “as a cultural threat”. Some policymakers believe that if they carry out gender programmes focusing on men in certain communities, it would contribute to terrorist radicalization.

⁴¹ As discussed in the CHRGI Report, *supra* note 3, see Section IV: Gender and USG Anti-terrorism Financing Regimes.

⁴² Special Rapporteur on the Promotion and Protection of Human Rights and Fundamental Freedoms While Countering Terrorism, Rep. of the Special Rapporteur on the Protection of Human Rights and Fundamental Freedoms While Countering Terrorism, transmitted by Note of the Secretary-General, U.N. Doc. A/64/211 23 (Aug. 3, 2009).

- Engaging with women not only as victims, but also as family members of those who have been subject to detention and counter-terrorism violations would be another effective way to take into account gender aspects.
- Ensuring that the counter-terrorism response does not barter the rights of women for short-term security gains (to appease terrorist groups), notably when negotiating with terrorist groups. The 2009 agreement between the Pakistani government and the Taliban in the Swat Valley is an example of how a peace deal can have negative impact on women.

It is necessary to monitor and evaluate any counter-terrorism measure being implemented from a gender perspective, including vetting counter-terrorism partners and messages (how they depict gendered roles of women and men).

2. Gender analysis—some suggested questions

This section provides a list of sample questions intended to assist staff in doing a gender analysis when developing terrorism prevention initiatives. The aim is not to be exhaustive but instead provide some ideas of the kinds of questions which can be asked so that this thematic programme can be designed and implemented with sensitivity to the different needs of women and men.

Gendered impacts of terrorist activities

- Do terrorist activities affect women and men differently? How and why?
- Do men and women have different capacities to recover from terrorist activities?
- Are women, who often provide for their families' social and economic needs, more severely affected by the consequences of terrorism?

Gender and preventing terrorism

- Are the factors which promote the involvement or association with terrorist activities different for women and men?
- Are the methods used to recruit women and men to terrorist organizations different?
- Are there forms of terrorism causes which women or men are more likely to support?
- Are women involved in terrorism in a different way to men? (e.g. as mothers, wives of terrorists who support the cause by harbouring their relatives)?
- Are there forms of terrorism which target women or men as a specific group?

Gendered impacts of counter-terrorism measures

- What are the gendered impacts of counter-terrorism measures? In the country of origin? Abroad?
- How can counter-terrorism measures promote, rather than hinder, gender equality?
- How do anti-terrorism financing measures and their implementation affect the operation of women and men's charitable organizations?

3. Entry points for gender mainstreaming

This section provides possible entry points for gender mainstreaming in UNODC's programme on preventing terrorism. Remember that every situation is unique and projects are not always easily transferable from one country to another. These examples are meant to stimulate ideas.

(a) Enhancing the capacity of Member States to address the legal aspects of countering terrorism.

(i) In order to respond to the concern that there is a disconnect between research and counter-terrorism policy and laws, UNODC could assist in the exchange of information between legal drafters, law enforcement agencies, civil society and academia and could work with governments to identify and address information gaps in integrating a gender perspective into the development of national counter-terrorism legislation and policy.

(ii) UNODC could develop a module guide to assist States in conducting gender analysis and "gender proofing" national counter-terrorism legislation. This guide could assist States in implementing international instruments in a gender-sensitive manner, ensuring that legal measures are not based on stereotypical assumptions, nor will exacerbate gender inequalities.

(b) Enhancing the capacity of Member States to carry out justice analysis for terrorism-related data and information.

(i) In providing Member States with policy advice and capacity-building support to respond to potential security threats, UNODC could support research on potential terrorism threats and justice analysis that incorporates a gender perspective, such as the gender differential impact of terrorist activities and factors conducive to women's and men's enlistment in terrorist organizations.

(ii) Develop tools that assist States capture and analyse data on men and women terrorist radicalization. Ensure a gender analysis of terrorist radicalization/recruitment, how factors differ for women and men.

(c) Providing policy advice, legal advisory, legislative and related institutional capacity-building support services and training and facilitating the transfer of specialized knowledge, such as financing of terrorism

(i) UNODC could develop and disseminate technical assistance tools and specialized substantive publications on gender issues arising from the financing of terrorism. This could form the basis for training and capacity-building for criminal justice officials who are increasingly confronted with complex and interlinked series of security threats which requires an integrated approach to their training.

(ii) Develop methodologies to better track the issue of gender in intervention strategies.

(d) Promoting capacity-building in support of victims of terrorism

(i) Victims of terrorism as well as victims of counter-terrorism abuses should be engaged with and empowered to contribute to prevention efforts. Specific measures could be

developed to support individuals directly confronted with violent extremism and terrorist radicalization, for example, hotlines offering counselling and advice to relatives and friends of individuals undergoing radicalization.

(e) UNODC's work on conceptualizing a comprehensive framework to serve as an effective mechanism for the implementation of the United Nations Global Strategy from a national perspective.

(i) UNODC could consider bringing different approaches to mainstream gender into this framework, such as: the inclusion of women into the security sector and counter-terrorism teams; training to gender sensitize counter-terrorism and law enforcement officers; review scopes and elements of a preventive criminal justice system against terrorism to address the inclusion of and impact on women.

4. Resources

This section provides a selected list of references to help guide further research.

1. Centre for Human Rights and Global Justice, (2011), A Decade Lost: Locating Gender in U.S. Counter-Terrorism, retrievable at <http://www.chrgj.org/projects/docs/locatinggender.pdf>.
2. Centre for Human Rights and Global Justice Briefing Paper (2012) "Women and Preventing Violent Extremism: The U.S. and U.K. Experiences" (New York: NYU School of Law) retrieved at: <http://www.chrgj.org/projects/docs/WomenandPVE.pdf>.
3. The Counter-Terrorism Implementation Task Force initiated a study on gender perspectives to counter-terrorism (forthcoming).
4. OSCE (2011) "Summary of the Proceedings and Preliminary Findings of the Expert Roundtable on preventing Women Terrorist Radicalization" (December 2011).

Brief 4. Gender and justice

The UNODC's Thematic Programme on crime prevention and criminal justice provides for gender issues in its work. Of particular note is the development of the Gender Tool in the Criminal Justice System Assessment Tool, and the mainstreaming of a gender perspective in the development of the United Nations Principles and Guidelines on Access to Legal Aid in the Criminal Justice System. In addition, a number of activities specifically target women in order to address past discrimination or disadvantaged positions of women as victims, offenders and prisoners. This includes work in the areas of:

- Violence against women (the recent work on the normative instrument, the Updated Model Strategies and Practical Measures to Eliminate Violence Against Women in the Field of Crime Prevention and Criminal Justice⁴³, the Handbook and Training Curriculum on Effective Police Responses to Violence Against Women and the field projects in Vietnam, South Africa and Jordan, to name a few).
- Women in prisons and as offenders (the recent work on the normative instrument, the United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders⁴⁴, the Handbook for Prison Managers and Policy-makers on Women and Imprisonment, and the field projects such as the work in Afghanistan on female prisoners and their social reintegration).

In working towards the objective of strengthening the rule of law through the prevention of crime and the promotion of effective, fair, humane and accountable criminal justice systems, it is essential to recognize the differentiated impact that laws, policies and crimes have on men and women. Promoting equal access to a criminal justice system that has been developed mainly by men and based on their experiences risks accidentally reinforcing gender inequalities. Mainstreaming a gender perspective means analysing how rule of law, security and justice issues are sustained by social and power relations, questioning the biases built into such institutions and structures, and ensuring that the experiences, needs, priorities and capacities of both men and women are taken into account in any criminal justice reform. This briefing note seeks to provide additional ideas regarding approaches to mainstream gender into the activities of the justice programme.

1. The issues

This section reviews some of the issues raised by research in the area of gender and justice.

Gender and crime prevention

Understanding the gendered causal or risk factors associated with crime and victimization can provide a better appreciation as to how and whether different crime prevention strategies

⁴³ GA res 65/228.

⁴⁴ GA res 65/229. Also known as the Bangkok Rules.

contribute to promoting the safety of both women and men in the community. Common causal factors affecting crime across all UNODC mandates include inequality, poverty and discrimination, all of which are gendered. Appreciating the gendered dimensions of the risk factors can inform the development of protective factors that help to build the resilience of every member (both female and male) in the community.

Past crime prevention literature largely focused on crimes committed in public areas, youth crime and focused on safety on the streets. It tended to be gender neutral. However with the increasing awareness of the risks to women, particularly in the home, there has been more research on and use of prevention strategies to respond to violence against women.⁴⁵ The crime prevention models, such as situational, social, development and criminal justice, need to be examined to understand how they have different implications for men and women. For example, situational crime prevention approaches targeting women's safety in public (warning leaflets containing safety tips for women) have been criticized for placing the responsibility of safety on to the women and is another variation of victim blaming.⁴⁶ The emphasis is on modifying the environment which places more restrictions on the movement of women rather than modifying the attitudes of offenders and the wider community.

Gendered differential of victims

Appreciating the differences in the nature and frequency of crimes committed against women as compared to men as well as some of the causes and different levels of exposure to risk provides a more nuanced understanding of the problem. This in turn will facilitate more strategic responses that address the different needs and problems faced by women and men. While the need for further research on the prevalence and nature of female/male victimization remains, studies generally find that males are more often the victims of homicides and assaults, apart from sexual assault of which women are most often the victims.⁴⁷ Men generally experience violence in the public sphere, whereas women are more likely to experience violence and abuse inside the private domestic sphere, perpetrated by someone they know, often by their own partner.

The nature of the crime (or violent act) can have implications for victims in terms of adequate protection by the legislative system, the criminal justice system or supported by society. Not all violence committed in the world is considered criminal. For example, in some countries marital rape is not defined as a crime. Certain forms of crime are considered more under-reported than others, for example, domestic violence. Society's perception of different types of victims can be gendered. For example, many societies blame victims of gender-based crime. Surveys on violence against women conducted in over 71 countries show that a significant

⁴⁵International Centre for the Prevention of Crime (2008) "Women's Safety: A Shared Global Concern—Compendium of Practices and Policies" (ICPC: 2008).

⁴⁶Edwards, R. "Violence Against Women and Crime Prevention" Paper delivered at the Expanding Our Horizons conference held 18-22 February 2002, University of Sydney, Australia.

⁴⁷Mahony, T.H. (2011) "Women and the Criminal Justice System"

portion of women suffer gender-based violence, which is inextricably linked to gender-based inequalities.⁴⁸ In addition, individuals or groups whose gender identity differs from the majority of the surrounding society, e.g. transgender and transsexual people, are highly vulnerable.

Gendered differential of offenders

Female criminal behaviour has been commonly perceived as a less serious problem than male criminal behaviour. Historically women have been more likely to commit minor offences and have made up only a small proportion of the offender population.⁴⁹ Because of the relatively small number of female offenders, there is a need to monitor female offender patterns otherwise the differences in the experience of women in the criminal justice system may be masked by trends that reflect the larger male offender population.⁵⁰ Furthermore, there is also need for research regarding the processing of female offenders through the criminal justice system.

The gender difference of the causes of delinquency has been raised by some studies.⁵¹ However there have been more extensive studies focused on male delinquency, and the extent to which these factors explain and predict delinquency for females remains unclear. Some studies indicate that female offenders suffer disproportionate victimization from sexual or physical abuse, and have higher rates of substance abuse and mental illness.⁵² A study on delinquency among children found that, while on the whole girls' delinquent acts are typically less chronic and often less serious than those of boys, the girls' delinquent acts may mask serious problems. For example, girls who experience serious problems and victimization at home or at school, which may involve illegal behaviour by adults, may cause them to flee the situation, which in turn may make them more vulnerable to further victimization. They may feel pressured to engage in illegal activities such as prostitution or drug trafficking.⁵³ Therefore women and girls who are caught up in the justice system enter it as a result of circumstances distinctly different from those of men, and so find themselves at a distinct disadvantage. Further research is needed to examine the intersection of victimization and criminality and how understanding this link can inform a comprehensive response through public policy and criminal justice reform.⁵⁴

⁴⁸United Nations Secretary-General In-depth study on violence against women.

⁴⁹National Justice Institute (1999) "Research on Women and Girls in the Criminal Justice System".

⁵⁰Trends that focus on the relative proportion of female offenders should be interpreted with caution. For example, in some countries the proportion of women charged with criminal activity has increased over the past three decades. However, for property crime, the increase in the proportion of female offender can be attributed to a substantial decline in property offences by males. Another example is the increase in violent crime among females, it is unclear whether the rise in adult female rates of police-reported violent crime reflects an actual increase in female offending or a change in enforcement practices cannot be determined from the data presented here. See Mahony, T.H. (2011) "Women and the Criminal Justice System."

⁵¹Research on Women and Girls in the Justice System: Plenary Papers of the 1999 Conference on Criminal Justice Research and Evaluation—Enhancing Policy and Practice Through Research, Volume 3

⁵²National Institute of Justice (1998) "Women Offenders: Programming Needs and Promising Approaches" and Bureau of Justice Statistics (2004) "Profile of Jailed Inmates".

⁵³Office of Juvenile Justice and Delinquency Prevention (2010) Causes and Correlates of Girls' Delinquency.

⁵⁴Exploring the Link Between Violence Against Women and Women's Involvement in Illegal Activity, Beth E. Richie, Ph.D., University of Illinois at Chicago.

Gender and the criminal law

The criminal legal framework is often viewed as gender neutral, and in theory, based on the presumption that everyone will have equal opportunity to seek protection of the law. It is the criminal law that legislates against various aspects of social behaviour, including gender-based discrimination. Since laws are made by human beings, they are not totally devoid of the influence of the powerful. In many societies, the powerful group that influences the development of laws is made up of men who might want to protect their privilege or status. One needs to examine whether the criminal laws are explicitly gender biased, (do they promote or further entrench gender-based discrimination?). Laws that are framed as gender neutral presumes that it will apply equally to all persons (men and women) without considering the gender-related barriers that might exist. These laws might hide underlying structural gender inequalities. The provisions should be reviewed as to whether they are based on gender stereotypes, reinforce the pre-existing gender biased norms, or indirectly impede de facto equality. All laws should be reviewed through a gender lens. In addition, targeted laws on specific gender issues may be necessary to attain full gender equality. For example, some countries have specific legislation on responding to violence against women.

“The body of law, made by men, for men and amassed down through history on their behalf, codifies masculine bias and systematically discriminates against women by ignoring the woman’s point of view. Today the law is largely enforced, interpreted and administered by men, so it still works in the interests of men as a group. Women too accept the law’s male bias as objective justice—when women jurors, lawyers, judges etc uphold the same male standard. And whether that male standard constitutes sex discrimination or the innocent side effect of a shared male point of view, the result for women is the same: they are deprived at every step of equal protection under the law.”⁵⁵

Gendered issues in the administration of the criminal justice system

Participating in the justice system. Men and women have different experiences and capabilities when accessing justice (from the initial contact, entry to, and use of the legal system). The law enforcement and justice institutions provide the site for how individuals, groups and communities experience the enforcement of substantive law and therefore a gender analysis would examine how men and women physically access the police and courts, how affordable are legal services for men and women and how comfortable are they with the legal language and the procedural requirements, and their treatment by criminal justice personnel.

Gender-related barriers in accessing justice. Barriers to justice are faced by both women and men, particularly those living in poverty; however women and men may experience different barriers in different ways. Women may especially suffer from illiteracy, lack of knowledge about their legal rights, face mobility restrictions, have heavier workload at home and less time, have less

⁵⁵Jones 1980 as cited in The Justice, Law and Order Sector Programme, Government of Uganda “Study on Gender and Access to Justice”.

access to financial resources and lack physical security. Men may face greater possibilities of detention without trial. In some countries, there are biases of the lawyers, judges, police and legal aid providers (particularly in those countries where the majority are male) which underlie the exercise of discretion. The socialization process can create biases that we may not be aware of unless specifically examined objectively. For example, a study from one country found that police and prosecutors had specific ideas as to how a real rape victim should behave, and if the alleged victim did not behave in the expected manner, they would probably not proceed with the case on the grounds that there was no credible evidence.⁵⁶

Responding to gender-based violence (GBV). Criminal justice systems around the world have been criticized for not adequately responding to GBV. Even in States where appropriate legislation is in place, the implementation and enforcement of protections for women are often lacking, or in some instances, biased in favour of the perpetrator. There are high attrition rates in GBV cases, meaning the number of cases dropped as they move through the criminal justice system, from reporting to the police, investigating the case and laying a charge against a suspect, prosecuting the accused, arriving at a conviction and passing a sentence. For example, UNODC research in Viet Nam involving 900 female victims of domestic violence found that most cases reported to the police did not lead to a criminal charge against the perpetrator (only 12 per cent).⁵⁷ Out of the 46 cases that were brought to court, only 8 lead to a conviction. Violence against women is much more likely to occur in private than violence against men. Added to this are other challenges for GBV victims, including attitudes of the authorities, cultural traditions of the community which can stigmatizes GBV victims, the low literacy rates and ignorance of their rights, along with the effect of the social and economic inequalities women face.

Gender and the criminal justice professionals. Women remain severely underrepresented in most of the criminal justice professions in many countries. It is important to not assume that the presence of women within the law enforcement and justice sector will necessarily result in institutions that are more gender responsive. Justice sector practitioners, men and women alike, need to become more gender sensitive. Regarding police who are the gatekeepers to the justice system, some studies indicate the benefits of having more female police officers. This research demonstrates that “women officers rely on a style of policing that uses less physical force, [and] are better able to facilitate the cooperation and trust required to implement a community policing model.”⁵⁸ The presence of female police officers can also improve the response of law enforcement agencies to sexual crimes and certain types of physical violence such as domestic violence. Studies have shown that increasing the proportion of women in law enforcement agencies changes the climate and culture of the organization, and reduces the prevalence of discrimination against female police officers, as well as their underutilization.

⁵⁶ Kelly, L., and Regan, L. (2005) “A Gap or a Chasm? Attrition in reported rape cases” Home Office Research Study.

⁵⁷ “Research in the Quality of Criminal Justice Services Available for Victims of Domestic Violence in Viet Nam” UNODC in collaboration with the research centre for Gender and Development and the European Institute for Crime Prevention and Control.

⁵⁸ UNDP community policing report.

The risk of sexual harassment is also reduced. These improvements benefit both male and female police officers.

Gender and prison reform and alternatives to imprisonment

It is well recognized that the situation of women in the prison system is very different from that of male prisoners. Prisons have generally been designed by men for men. Women remain a relatively small number, typically less than 10 per cent of the overall prison population. Therefore the needs of women have been marginalized and hence the view that women have “special” or “unique” needs or are considered “vulnerable”. In developing gender-sensitive prison management, information is needed as to the reasons for women’s imprisonment, the types of crimes they commit, their treatment in the criminal justice system, their social backgrounds, education, job skills and prospects of return to their families on release in order to formulate policies and programmes to address the specific needs of women in conflict with the law. Research indicates female offenders often suffer disproportionately from victimization and sexual or physical abuse than male offenders and this should be reflected in the treatment programmes. UNODC has developed a programming manual for working with female prisoners that provides guidance to stakeholders in the penitentiary sector to address gender concerns.

In developing appropriate alternative measures and social reintegration programmes, it is essential to acknowledge and understand the importance of gender differences, as well as the gender-related dynamics inherent in any society. Given that men make up the majority of prison populations, the common standard when developing correctional policies and measures is that of a male standard. Such measures need to appreciate the reality of women’s lives and the contexts in which women live. It is not enough to ensure that women have the same access to services and measures that men do, but rather they need to take into consideration the larger social issues of poverty, abuse and gender inequalities. One example of how women’s needs might differ from those of men is seen from research that indicates that more than half of American women in state prisons have young children and that the majority of these are single mothers.⁵⁹ A major concern for them when transitioning back into the community is reunification with their children.

2. Gender analysis—some suggested questions

This section provides a list of sample questions intended to assist staff in doing a gender analysis when developing justice initiatives. The aim is not to be exhaustive but instead provide some ideas of the kinds of questions which can be asked so that this thematic programme can be designed and implemented with sensitivity to the different needs of women and men.

⁵⁹ Covington, S. and Bloom, B. (2003) “Gendered Justice: Women in the Criminal Justice System” in *Gendered Justice: Addressing Female Offenders* (Carolina Academic Press: 2003).

Gendered differential of victims

- Does crime affect women and men differently? How and why?
- Do women face different forms of crime to men?
- Are the rates of victimization the same for men and women?
- Are the reasons for the victimization against women similar or different to reasons for men? (i.e. gender-based violence is violence targeted because of their gender rather than profit motive)
- What is the impact of crime on women and men's well-being and social status?

Gendered differential of offenders

- What are the number of convicted persons based on sex and age distribution and the type of crime?
- How do female and male offending patterns differ?
- What are the causes or correlates of male/female delinquency? How do they differ? What are similar factors?

Gender and criminal justice reform: law and policies

- Is there a formal provision in the law or constitution regarding "equality before the law"?
- Is relevant criminalization legislation in place for all types of violence against women and men (for example, polygamy, dowry, child marriage, bride price, honour crime)?
- Does the criminal law and criminal procedural law contain provisions that are based on gender stereotypes, reinforce gender discrimination or indirectly impede de facto equality?
- Does the law offer adequate legal protection for both men and women?

Criminal justice system responses to gender differences

- Do men and women have the same opportunities to report crime?
- Do cultural and other barriers discourage women from reporting crimes? What are these barriers and are they the same as those for men?
- Do women and men have equal access to court and legal advice?
- Are men and women treated equally in court? Are there any informal barriers to this?
- Are domestic violence cases left to "customary" courts or informal mediation mechanisms?
- What is the proportion of women and men in police, prosecution and judiciary? Does this vary according to the level of the post and type (e.g. administration)? Does this vary depending on the level of seniority?
- Are there any traditional attitudes or practices that discourage women from working in these professions?
- Are criminal justice professionals sensitized on relevant gender issues, e.g. how to deal with women as witnesses/victims?
- What changes to the criminal justice process can take place to take into account women and men's differential experiences?

Gender and prison reform and alternatives to imprisonment

- What are the numbers/proportions of men and women in prisons?
- What are the conditions like? How do they differ for men and women? Are they worse for men or women?

3. Entry points for gender mainstreaming

This section provides possible entry points for gender mainstreaming in UNODC's programme on justice. Remember that every situation is unique and projects are not always easily transferable from one country to another. These examples are meant to stimulate ideas.

(a) Normative work

(i) In promoting further development and use of the United Nations standards and norms, UNODC plays a crucial role in ensuring a gendered understanding of these provisions. Given that the standards and norms provide guidance to States when elaborating policy, laws and actions, UNODC can enhance the capacity of Member States in implementing the norms in a gender-sensitive manner to ensure that their domestic laws are not gender-biased nor have negative gender implications. For instance, in order to ensure a gender perspective in any legislation that is passed, it may be helpful to introduce systematic procedures to "gender proof" the law. UNODC could develop a module guide to assist States gender proof penal codes and codes of criminal procedures.

(ii) In recognizing the need to target substantive areas where women have been discriminated in the past, UNODC can promote the implementation of the Updated Model Strategies and Bangkok Rules through the development of practical tools and technical assistance to States.

(b) Developing and delivering programmes through field-based technical assistance

(i) Promote and support comprehensive assessments of criminal justice systems to include conducting a gender assessment. UNODC can promote the use of the criminal justice assessment toolkit module: Gender in the Criminal Justice System. See, as an example, a concept note to conduct an assessment of the situation of women in the justice system in Viet Nam.

(ii) Strengthen the capacity of criminal justice system institutions and its personnel (judges, prosecutors, police, etc) to apply the relevant standards and norms in a gender-responsive manner. This should include strengthening their capacity to prevent and respond to GBV; promote gender parity; conducting gender training; and developing performance indicators to monitor their progress. Additionally, curriculum could be introduced in the colleges of police, judges, prosecutors, prison officials or law schools, to enhance their appreciation of the relevance of a gender perspective to the goal of ensuring access to justice.

(iii) Assist countries in developing “affirmative action policies” for women criminal justice officials so as to assist their promotion to senior and managerial positions.

(iv) Provide assistance to Member States to enhance national justice systems through various forms of technical cooperation, including knowledge transfer and training, advisory services and equipment, focusing in particular on capacity-building on crime prevention and criminal justice reform, the issue of gender should be integrated into any assistance.

(v) Compile and disseminate good practices and experiences in addressing gender-related barriers in accessing justice.

(vi) Some specific examples of interventions include:

- Conduct or enhance Member States capacity to conduct capacity audits of the judiciary on gender equality issues.
- Assist or provide advice on how to establish specific crimes against women cells within police forces and prosecution services (appropriate resources, policies, procedures and training, and links to social and health services).
- Support women bar associations to bring test cases challenging discriminatory laws.
- Support ombudsman positions to monitor implementation of gender dimensions of legislation and procedure or set up court monitoring programme.

(c) Data collection, research and analytical work

(i) In order to increase knowledge and understanding of crime prevention and criminal justice reform among States and the international community at large and expand the evidence base for policy and operational decisions that incorporate a gender perspective, UNODC SASS has developed a concept proposal to develop a global data repository on GBV and a manual to engender crime statistics and deliver technical assistance to States.

4. Resources

This section provides a selected list of references to help guide further research.

1. Ball, J. D., and Growette Bostaph, L. (2009) “He versus She: A gender-specific analysis of legal and extralegal effects on pretrial release for felony defendants.” *Women and Criminal Justice* 19, 2: 95-115
2. Mahony, T.H. (2011) *Women and the Criminal Justice System*.
3. Rennison, C. (2009) “A new look at gender gap in offending” *Women and Criminal Justice* 19, 3, 171.
4. The Justice, Law and Order Sector Programme, Government of Uganda “Study on Gender and Access to Justice” retrieved from <http://www.gsdr.org/docs/open/SSAJ85.pdf>.

5. UNDP (2007) “Gender Equality and Justice Programming: Equitable Access to Justice for Women”.
6. UNDP Toolkit, Sectoral Briefs “Human Rights and Justice”.
7. UN Women (2011) “In Pursuit of Justice: 2011-2012 Progress of the World’s Women”.
8. Verrecchia, P.J. (2009). Female delinquents and restorative justice. *Women and Criminal Justice* 19(1), 80-93.

Brief 5. Gender and health and livelihoods

The issue of gender in UNODC's health and livelihoods programme has arisen more frequently than in other UNODC programmes. Perhaps this is because the programme's objective explicitly focuses on individuals, whether they are in the community, in prison settings or among individuals who might be or have been trafficked. The programme aims to reduce individuals' vulnerabilities to drug use, drug dependence, HIV/AIDS and illicit crop cultivation. Men and women characteristically have different histories of drug use, from initiation to exit. There have also been a number of high-level political declarations by the General Assembly that undertake to ensure that women and men benefit equally, and without discrimination, from strategies directed against the world drug problem,⁶⁰ and to incorporate a gender dimension in the design and implementation of alternative development programmes, treatment and rehabilitation and demand reduction policies.⁶¹ Further, there has also been targeted research which shows marked differences between the genders in almost all aspects of the drug phenomenon. This briefing note summarizes some of the gender issues being considered by UNODC in order to ensure a systematic approach to mainstreaming gender in the activities of the programme by all staff.

1. The issues

This section explores some of the issues raised by the research in this area.

Drug abuse

For many years, drug abuse had generally been regarded as a male problem, resulting in female drug users being considered a hidden and hard to reach population. However in the last couple of decades there has been increasingly more targeted research on female drug using populations. It is now accepted that understanding gender differences in drug-related behaviours is a critical requirement for developing effective responses.⁶²

Extent and pattern of drug use. Studies show that the majority of users of illicit drugs are men; however, it is noted that drug use among women is under-reported and that it varies remarkably across regions and age. The highest proportion of men is found among users of cannabis

⁶⁰Political Declaration adopted by Member States at the GA Special Session on the World Drug Problem in June 1998.

⁶¹The Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development, endorsed by Member States at the United Nations General Assembly Special Session. This includes gender issues as a special point of attention.

⁶²The studies mentioned in this section are described in more details in the following publications: UNODC, 2004, "Substance abuse treatment and care for women: case studies and lessons learned", United Nations, New York; European Monitoring Centre for Drugs and Drug Addiction (EMCDDA), 2005, "Differences in pattern of drug use between women and men", technical data sheet; and EMCDDA, 2006, Selected Issues 2, "A gender perspective on drug use and responding to drug problems".

and cocaine and the highest proportions of women among users of tranquilizers, sedatives and pharmaceutical drugs. However, as found in men, patterns of drug use and addiction vary among women according to age, country, socio-economic and ethnic group. Moreover, drug use among women is changing and prevalence rates among men and women are converging. There are some indications of a narrowing gap between men and women in drug use being recently reported. Further study and monitoring is essential, because if women are beginning to adopt the same drug consumption patterns as men, this would result in a considerable expansion of the drug problem and the demand for services. Improving data collection and dissemination on the extent and patterns of drug use by including disaggregation by sex and addressing the issue of under-reporting can assist in better planning treatment services and prevention activities.

Profile of drug users. The profile of male and female drug users also varies (their background, reasons for using drugs, psychosocial problems and needs in response to how they are viewed by society). Research indicates that a large percentage of female drug users report a history of physical and sexual abuse and that women are far more likely than men to report a parental history of alcohol and drug use. Women are sometimes disproportionately represented among certain high-risk groups, such as commercial sex workers. Women using drugs are likely to be more stigmatized than their male counterparts because their activities are regarded by society as “double deviance”, violating social codes of behaviour and affecting the traditional expectations of the female as wife, mother and nurturer. This lower social acceptance of drug abuse by women might restrict their access to drugs, resulting in statistically greater use by males than females.

Health consequences of drug use. Much of the biomedical research on drugs has focused on men. Only recently has research addressed the differences between women and men vis a vis weight, hormones, body composition, etc. There are indications that drugs affect the body and health of women to a different extent to those of men. Women drug abusers seem to suffer from a pattern of associated psychological and social problems that is different from that of drug abusing men. Drug abuse during pregnancy can also have important adverse consequences on the foetus.

Consequences felt in the family. The family is often the first to suffer the consequences of the drug abuse of a family member. Because men make up the majority of drug users, women suffer disproportionately. There is a strong link between the use of some substances and domestic violence. Women may be at great risk of HIV/AIDS through sexual contacts with their drug injecting partners.

Drug prevention

Males and females experience different developmental problems during adolescence and have different resources to cope with these problems. Therefore drug prevention initiatives targeting youth should take into account gender differences. For example, research indicates that females prefer settings that allow informal exchange and extroverted forms of expression, such as small

workgroups. Family supervision is a more consistent protective factor for girls than for boys. Schools are more likely to provide self-help tools and protection against substance use for high-risk girls than for high-risk boys. And substance use among boys is affected more by risk conditions in their neighbourhood. In Europe, one study notes that gender specificity in prevention programmes usually means interventions for girls and only rarely targeting boys, despite their known higher risk of both using drugs and developing problems. Although currently underdeveloped, gender-specific preventive interventions for boys represent an important area for research and a potentially valuable area for service development.

Treatment, care, rehabilitation and reintegration into society of drug users

Gendered differences in treated populations. Males far outnumber females among drug treatment clients. Perhaps this is because treatment facilities are usually organized around the needs of opioid addicts, who are mainly men. Some research suggests that there may be barriers to service uptake by women. For example, often treatment counsellors are not trained to respond to the necessities of women. However, an important but difficult question is the extent to which women are underrepresented in the treatment population compared with the population of those who could be considered in need of treatment. Problem drug users who have no contact with treatment or other drug services constitute a “hidden population”, for which gender-related data are rarely available. Research indicates that most people, both men and women, attend drug treatment services on their own initiative as self-referrals. However, regarding referral routes, male clients are more likely than females to have been sent for treatment by police and the criminal justice system, whereas female clients are more likely than males to come to treatment via health and social services. More analysis is required to improve understanding of gender differences in drug treatment demand.

Gender difference in treatment access, completion and outcome. The structural, social, cultural and personal barriers to treatment that women can face are summarized in the *UNODC Toolkit on Substance Abuse Treatment and Care for Women*, bringing together case studies and lessons learned. Among individuals with substance use problems, women are more likely than men to have a partner with a substance use problem; childcare responsibilities; severe problems at the beginning of treatment; trauma related to physical and sexual abuse; and concurrent psychiatric disorders. In some analyses, women are reported to be more likely than men to access treatment; the reasons for this may be related to the existence of specific services offered to women or to the fact that women need treatment more than men if they are pregnant or if they have children. In other studies, women are reported to seek treatment proportionately less often than men because of the associated social stigma. There is not enough information about gender differences in treatment duration, completion and outcome to draw any firm conclusions. There has been more targeted research on female barriers to access to services in drug and HIV treatment (UNODC studies in India and Nepal). UNODC has developed specific operational guidelines to reach out to female drug users and female sex partners (for males these tools usually exist). UNODC has also been involved in interventions including

the set-up of specific drop-in centres for female drug users (i.e. Bangladesh, North East India and Nepal).

Vulnerabilities in prisons and trafficking in persons—the health and social consequences of drug use

The limited data by gender shows that female intravenous drug users (IDUs) are more vulnerable to HIV infections and sexually transmitted infections (STIs) than are male IDUs. The likely reasons for such a gender difference include both social factors (e.g. female IDUs are more likely to be involved in sex work than males are) and biological factors (e.g. women's higher risk of contracting genital infections owing to the much larger area of mucous membrane exposed). As a gender expression of lower status, women tend to be the last users when drug-filled syringes are passed around. This tendency, combined with the biological fact that women have smaller veins and inject more slowly than men, increases the probability of women being infected. Furthermore, some studies have found that females tend to re-use needles for drug use more than males; and women tend to sell sex in order to obtain drugs whereas men tend to commit crime to support their drug habits.

UNODC has mainstreamed a gender perspective in the design of its HIV-related services for IDUs, prisoners and former inmates (such as low threshold programmes and case management programmes) in recognition of the gendered impact on individual risk behaviours and vulnerabilities. Given the difference in societal, economic and power relations of men and women, their different access to information and services, and different ability to make decisions regarding health and sexual behaviour, men and women have different sets of HIV vulnerabilities. By addressing these distinct vulnerabilities, gender mainstreaming ensures increased effectiveness of HIV and AIDS policies and programmes while also reducing gender inequalities. UNODC has developed gender guidelines for reaching women drug users as well as guidelines on addressing gender issues in HIV programming that guides the programmes in this sector.

Alternative development and gender mainstreaming

A gender perspective needs to be incorporated in alternative development that aims at reducing and eliminating drug crops through development measures. Illicit crops are mostly grown by small farm households in remote rural areas. Worldwide it is estimated that 60 to 80 per cent of the work in small-scale agriculture is carried out by farmer women. This means that women are important players in the cultivation and production of coca leaf and opium poppy. Women and men have different technological needs in the sphere of agricultural production, post-harvest/processing activities as well as household activities. However, most new technologies are developed for men and cater to reducing men's labour. Rural women have to shoulder work both within and outside the household with hardly any labour reducing technologies. For further details on gender and alternative development, see UNDCP Guidelines on Gender Mainstreaming in Alternative Development (2000).

2. Gender analysis—some suggested questions

This section provides a list of sample questions intended to assist staff in doing a gender analysis when developing health and livelihoods initiatives. The aim is not to be exhaustive but instead provide some ideas of the kinds of questions which can be asked so that this thematic programme can be designed and implemented with sensitivity to the different needs of women and men.

Gender and drug abuse prevention

- Does drug use differ among females and males? To what extent and type of drug?
- Does the profile of a drug user differ for males and females? If so, in what way (background, reasons for using, etc.)?
- Are there differences regarding health consequences of drug use for males and females?
- Are there differences regarding consequences felt in the family experienced by females and males?

Gender and drug prevention

- What are the different developmental problems and factors that males and females experience that should be addressed in drug prevention programmes?
- Are there gendered dimensions to children's susceptibility to social influences and how they seek help?
- Are there differences in the ways females and males process information?

Gender and drug treatment, rehabilitation and reintegration

- What are the differences for men and women when being treated for drug abuse?
- Are men and women able to access treatment services to the same extent? If not, why?
- Are there different obstacles/barriers in accessing services based on gender?
- Do treatment facilities and services respond to the needs of both men and women?
- What are the needs/priority problems identified by women? By men? Which ones are the same for everyone? Which ones differ?

Gendered impacts of health and social consequences of drug use

- Are there gender differences regarding the impact of individual risk behaviours and vulnerabilities? Why and what are they?
- How does the specific gender role in the country or cultural group contribute to the HIV epidemic? How does the legislation facilitate or hinder gender influences in HIV/AIDS relevant policies and programmes?

Gender and alternative development

- What roles do men and women play in (illicit/licit) crop production? What is the division of labour and roles between women and men?

- Are there differences between men and women regarding access and control over resources (such as land, capital, labour, knowledge and education and services)?
- Do both men and women participate at the same level in decision-making in the household, in the community, and in organizations?
- What are the gender-related constraints that prohibit women or men from participating in alternative development activities?
- What are the opportunities to solve the problems? What opportunities can be implemented locally? Which require external assistance?

Gender and developing health and livelihood initiatives

- For each possible intervention, who are the potential beneficiaries? Who might be adversely impacted? Does the choice of intervention influence relations between men and women?
- Who are the stakeholders? What are their expectations? What are the benefits likely to be for each stakeholder?
- For each stakeholder group, what are their informal and formal influence on the formulation process and their importance to the success of the project (did men and women participate in choosing from the variety of needs to be addressed)?

3. Entry points for gender mainstreaming

This section provides possible entry points for gender mainstreaming in UNODC's programme on health and livelihoods. Remember that every situation is unique and projects are not always easily transferable from one country to another. These examples are meant to stimulate ideas.

(a) Enhancing knowledge and research

(i) Conducting UNODC drug surveys that employ a gender-sensitive survey methodology, preferably using participatory methods. A good example is the project in the Lao People's Republic which shows that the incorporation of a gender perspective in the survey methodology, including female enumerators and participatory women's group discussions, can significantly change the perspective on drug production and abuse in a country.

(ii) Improving data collection and dissemination on the extent and patterns of drug use with data disaggregated by sex and using gender-sensitive survey methodology, including male and female enumerators and interviewees. There is a need to ensure that biomedical research on addiction includes both women and men in studies so that the physical differences between women and men are understood and documented. Further research is clearly needed to describe and interpret the role of gender in drug use and its associated problems.

(iii) Providing input that reflects gender issues concerning drug and crime issues into any One UN Common Country Assessment Reports.

(b) Enhancing national justice systems and policies and programmes through various forms of technical cooperation (knowledge transfer, training, advisory services)

(i) Reviewing and analysing existing legislation, policies and programmes regarding the differential impacts on men and women. This can assess the degree of gender mainstreaming, the gaps, the obstacles and the possible strategies required to ensure gender equitable responses. Communities are marked by gender differences: in attitudes, power, access to and control over resources and motivating factors. It is important to understand these dimensions if successful drug control is to be implemented.

(ii) Developing and disseminating manuals, toolkits and training materials that mainstream gender issues. UNODC can focus on knowledge transfer regarding who are the abusers, profile the differential consequences and barriers to accessing treatment, and the modalities of providing treatment that will ensure the effective well-being, rehabilitation and reintegration of both men and women drug abusers. Also UNODC could disseminate good practices of gender mainstream interventions, including those relating to outreach/referral services, training counsellors, linking community-based providers, in particular non-drug specific services for women, and ways to address economic difficulties.

(iii) Promoting gender responsive services which consider the needs of women and men in all aspects of their design and delivery, including location, staffing, programme development, programme content and programme materials. What has proved particularly successful in societies with strong cultural taboos and sometimes few resources is informing and educating communities about the issue and training community members, especially women in the community, in prevention-and-treatment support activities. Training other helping professionals, particularly primary-care providers, and networking and linking with health and social service providers can help in the identification and referral process of women with substance use problems. It also helps to ensure that clients can access the services they require. Particularly crucial are collaborative relationships with prenatal, child welfare, mental health and crisis services.

(c) Development of partnerships to optimize the scope of interventions

(i) Encouraging the participation of women in organizations with which the programme works. Identify, mobilize, and involve existing women's organizations in all interventions. Consult with women, as well as men, on options and feasibility and encourage and empower women in decision-making processes.

(d) Preventive programmes

(i) Developing prevention programmes that ensure messages and issues are relevant for both males and females.

(e) Alternative development programmes

(i) Putting into practice the Guidelines on Gender Mainstreaming in Alternative Development.

4. Resources

This section provides a selected list of references to help guide further research.

1. European Monitoring Centre for Drugs and Drug Addiction, 2005, “Differences in pattern of drug use between women and men”, technical data sheet, <http://www.emcdda.europa.eu/?nnodeid=7291>.
2. European Monitoring Centre for Drugs and Drug Addiction, 2006, Selected Issues 2, “A gender perspective on drug use and responding to drug problems”.
3. UNODC, 2004, Substance abuse treatment and care for women: case studies and lessons learned, United Nations, New York.
4. UNDCP Guidelines on Gender Mainstreaming in Alternative Development (2000).
5. UNDCP, Emerging gender strategies for alternative development: Regional Seminar on Alternative Development: Information Networking and Sharing Good Practices on Gender and Development (2000).

ANNEXES

Annex I. Checklists

Gender mainstreaming checklist for the UNODC project template⁶³

UNODC project template

1. Situation analysis

Background and justification:

Ensure that gender is incorporated into the project concept which should provide an overview of differentiated impact and benefits of the proposed project. Consider:

- Have men and women been consulted during the situation analysis?
- Who is doing what? Who has access to and control over resources?
- Have all background statistics been disaggregated by sex, age and ethnic origin?
- How does the core problem affect men and women respectively?
- Did you analyse the positive and/or unintentionally negative implications the project could have on men and on women?

1.1 *The problem*

In identifying the problem, there is a need to underline what the different implications are for women and men. Is the gender dimension highlighted in background information to the project? Are all data in the situation analysis disaggregated by sex? Does the justification include convincing arguments for gender mainstreaming and gender equality?

⁶³Many of these questions are taken from or inspired from the OSCE's Checklist for Gender Mainstreaming Project Documents, an appendix in the "Project Management in the OSCE: A Manual for Programme and Project Managers".

1.2 *Counterpart capacity*

Who will implement the planned project? Have these partners received gender mainstreaming training, so that a gender perspective can be sustained throughout implementation? Will men and women participate equally in the implementation? It is important to be selective when choosing a partner and to ensure that the partner is committed to gender equality considerations.

1.3 *Justification for UNODC involvement*

1.4 *Strategic context*

Does the goal of the proposed project reflect the needs of both men and women? Does the goal seek to correct gender imbalances through addressing practical needs of men and women? Does the goal seek to transform the institutions (social and other) that perpetuate gender inequality?

1.5 *Synergies with other programmes and projects*

1.6 *Target groups*

Is there gender balance within the target beneficiary group? There may be projects which specifically target men or women in order to enhance gender equality. If this is the case, this should be clearly explained.

1.7 *Gender and human rights*

If gender is mainstreamed throughout the project document, there might be no need to have a separate section. However, in order to emphasize the importance of gender issues in the project, you might want to include this section. However by including this section, this should not be in place of mainstreaming a gender perspective throughout the project document.

2. *Project description*

2.1 *Location and duration*

2.2 *Logical framework*

Objectives: Do the project objectives address needs of both men and women? Do the objectives aim to achieve gender equality? How do the project objectives expect to impact women and men's concerns and needs?

Outcomes: What will the outcomes of the project be and how do they affect men and women?

Activities: Do the planned activities involve both men and women? Are any additional activities needed to ensure that a gender perspective is made explicit (e.g. training in gender issues, additional research, etc.)? Who gains what through this specific activity? Who loses what?

Indicators: Have indicators been developed to measure progress towards the fulfillment of each objective? Do these indicators measure the gender aspects of each objective? Are indicators gender-disaggregated? Are targets set to guarantee a sufficient level of gender balance in activities (e.g. quotas for male and female participation)?

3. Project management and implementation

3.1 *Inputs*

Do the expected inputs benefit both men and women? Are specific inputs required to ensure gender mainstreaming in the project?

3.2 *Staffing, management and coordination arrangements*

Is gender knowledge and experience a criterion for selecting project staff? Will project staff be briefed on relevant gender issues and be provided training on gender mainstreaming? Is there a gender focal point position included? What is the gender parity of the staff members?

3.3 *Monitoring, reporting and project completion*

In setting up the monitoring system, how has this included monitoring gender concerns? Is support for data gathering appropriate to capture gender-related information? Are sufficient capacities in place for gathering gender-sensitive information and conducting gender analysis? How will the effects of the project on women, men and gender relations be reflected in progress reports?

3.4 *Evaluation*

Does the evaluation strategy include a gender perspective? Will it examine both substantive (content) and administrative (process) aspects of the intervention? Does your monitoring and evaluation strategy consider men and women separately? Does the evaluation of the efficiency and effectiveness of the project take into consideration the different roles and contributions of men and women? Have indicators been developed to measure how men and women have been impacted by the activities and results? Are indicators disaggregated by sex? Can you explain how you measure the wider changes the project achieved in relation to women and men?

3.5 *Risk management*

Has the greater context of gender roles and relations within society been considered as a potential risk? For example, have you considered gender stereotypes or structural barriers that may prevent full participation of one or the other gender? Has the potential negative impact of the project been considered? Do you propose countermeasures to remedy this problem?

3.6 *Sustainability*

Does the project contribute to the long-term goal of promoting gender equality? How does the project seek to correct gender inequality?

Budget: Have financial inputs been assessed to ensure that both men and women will benefit from the planned project? Does the budget allocate resources for gender mainstreaming activities or gender expert assistance, if appropriate? Do some activities require additional resources to ensure gender-sensitive implementation? Have you budgeted for them? What percentage of the budget is dedicated to gender-specific issues? Have you highlighted this in the project proposal?

Checklist for gender mainstreaming into UNODC programmes

Identification of issues/priority setting		Yes	No	Partly	Planned
1.	Has a specific gender analysis been done?				
2.	Do the various assessments (needs assessment, situational analysis, stakeholder assessment or problem analysis) include gender issues in the information gathering and analysis phase?				
3.	Does the assessment team/formulation team have equal numbers of women and men?				
4.	Does the assessment team/formulation team include a member with gender knowledge/expertise?				
5.	Have the formulation team informed themselves substantively of the gender dimensions of the thematic area of work?				
6.	Have gender issues relevant to the programme been systematically identified by the formulation team?				
7.	Have the formulation teams consulted men and women about their concerns, priorities, opinions and solutions to key issues (including gender experts, women's organizations, government women's machinery)?				

Programme formulation		Yes	No	Partly	Planned
7.	Do the programming narratives/profiles (thematic, region, country) reflect gender concerns?				
8.	Does the programme document include information disaggregated by sex?				
9.	Have women been consulted equally with men during the formulation process, especially female beneficiaries?				
10.	Do the programme objectives explain how the programme contributes to improving gender equality?				
11.	Do the programme outcomes describe which gender dimensions of each outcome you want to achieve?				
12.	Do the programme outputs provide information as to how the programme will impact on the situation with regard to women and to men independently?				
13.	Are the programme indicators defined in a way that can measure success in terms of effective integration of a gender perspective?				
14.	Have the programme activities been designed to ensure the involvement of both women and men? (Is there a gender balance within the target groups?)				

Programme resources and administrative set up		Yes	No	Partly	Planned
14.	Are governments and donors informed of UNODC's gender mainstreaming efforts and approached for funds to support this activity?				
15.	Are programme budgets gender sensitive?				
16.	Can UNODC track gender allocations for each programme?				
17.	Have all possible steps been taken to ensure gender balance in programme staff?				
18.	Is gender mainstreaming training available for programme staff?				

Programme implementation, monitoring and reporting		Yes	No	Partly	Planned
19.	Are programme activities being monitored for gender implications?				
20.	Is the programme flexible to allow for revision when gender gaps or concerns arise?				
21.	Does the programme monitoring system support gender-sensitive methodologies for capturing gender-related information?				
22.	Have mechanisms been established for routine exchange of information with the group of beneficiaries?				
23.	Are sex-disaggregated data and gender information included routinely in progress reports and the implications for programming being addressed?				
24.	Is gender considered in any UNODC reports, briefings, or press releases about the programme?				

Programme evaluation		Yes	No	Partly	Planned
25.	Do evaluation teams' terms of reference require relevant gender expertise and experience?				
26.	Do evaluation teams' terms of reference require integrating gender into the criteria of evaluation?				
27.	Are evaluation teams briefed on relevant gender issues and provided with relevant documentation?				
28.	Do programme staff review evaluation reports to ensure that gender-related information is reflected?				

Annex II. Glossary on gender-related terms

This annex reviews some of the terminology used in the *Guidance Note* and provides further explanations and examples.

Gender mainstreaming: Mainstreaming a gender perspective 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. 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 perpetrated. In 1997, the United Nations system adopted the strategy of gender mainstreaming as a means of attaining gender equality (ECOSOC res 1997/2).

Example: When analysing a project on anti-corruption measures, you will discover that often, women and men do not have the same needs in relation to how corruption impacts them because they have different social responsibilities. The project should take into consideration the differences and ensure that the needs of both men and women in anti-corruption measures are met.

Gender: The social attributes and opportunities associated with being male and female and the relationship between women, men, girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed (rather than biological determined) and are learned through the socialization processes. They are context and time-specific and changeable.

The concept of gender reveals how women's subordination (or men's domination) is socially constructed. As such, the subordination can be changed or ended. It is not biologically predetermined nor is it fixed forever.

Sex: The biological differences between men and women. Sex roles are universal and inborn, and do not change over time or across cultures.

"Gender" and "sex" are not interchangeable terms. Gender does not mean "sex" and does not refer only to women. Only a few differences between men and women can be attributed to biological or physical differences based on sex, for example pregnancy and childbirth. Whereas, gender as an identity is one that is learned through family, education, media, social and cultural tradition, and as such determines the roles, power and resources for females and males in society. An example of a gender role is that women are expected to take care of the children and elderly and work without pay, while men are expected to work outside the home and be the breadwinners of the family. There are no biological barriers for men to be child carers and for women to work outside of the home.

Gender role: Gender roles are assigned to men and women by society according to cultural norms and traditions. They shape our identity, determining how we are perceived and how we are expected to act and think. Most often, gender roles are not based on biological or physical imperatives, but rather result from stereotypes and presumptions about what men and women can and should do. Gender roles become problematic when a society assigns greater value to the roles of one gender—usually men’s.

In most societies, there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. For example, certain professions or positions (such as police, chiefs or heads of organizations) used to be and may still be, accessible only to men. However because these roles are due to gender, this means they can change over time and in different regions/cultures.

Gender relations: The social relationships between men, women, girls and boys which shape how power is distributed between women, men, girls and boys and how that power translates into different positions in society. Gender relations vary depending on other social relations, such as class, race, ethnicity, etc.

Gender relations will greatly impact how an individual man or woman experiences processes and institutions such as trials and courts and how they interact with other individuals within those institutions. Historically, attention to gender relations has been driven by the need to address women’s needs and circumstances as women are typically more disadvantaged than men. For example, Rule of Law institutions have been typically designed predominately by men taking into account men’s experiences. Therefore in any reform activities, women should not merely be added into male-dominant structures; rather, reform activities should be designed with an appreciation of expected gender roles and work to transform the male-dominant structure into one that takes into account both men and women’s needs.

Gender stereotypes are generic attitudes, opinions or roles applied to a particular gender based on unjustifiably fixed assumptions. Gender stereotypes continue to be widespread and often give rise to bias and gender-based discrimination. Gender stereotypes are governed by society and reflect common social norms and ideas on how a man or woman is expected to behave. These ideas are often reinforced or reproduced by the media, religion and global political and economic processes. Stereotypes play a decisive role in perpetuating gender inequality in societies.

Examples of gender stereotyping:

- A security or police officer is by definition a man.
- Men cannot deal with gender issues, therefore the appointed gender focal points should be women.
- Women’s role in criminal justice systems are that of victims.

Gender-based discrimination is any distinction, exclusion or restriction made on the basis of socially constructed gender roles and norms which prevents a person from enjoying full human rights, resources, opportunities and the right to contribute and influence. Discrimination can be *direct discrimination* which occurs when a person is treated less favourably than another in a comparable situation, on grounds such as sex; or *indirect discrimination* which occurs when an apparently neutral provision, criterion or practice would disadvantage people on grounds such as sex unless the practice is objectively justified by a legitimate aim and the means of achieving that aim are appropriate and necessary.

A typical example for gender-based discrimination is a woman who is not employed or promoted for a certain job even though she is qualified, based on the employer's fear that she will dedicate her energy and time to her children and will therefore not devote enough time and effort to the job. The idea that it is not possible for a woman to be a mother and fulfil her tasks at work is based on stereotypes that can lead to gender-based discrimination, especially given the fact that the same stereotype is not applied to male professionals with children.

Gender equality: Equality exists when both men and women are attributed equal social value, equal rights and equal responsibilities, and have equal access to the means (resources, opportunities) to exercise them. *De jure equality* (sometimes called formal equality or “paper governance”) refers to equality under the law. *De facto equality* refers to equality in practice. Equality does not mean that women and men are the same or that they become identical, but rather that their similarities and differences are recognized and equally valued and that their opportunities and their benefits become and remain equal. It means equality for men and women in the allocation of resources or benefits or in access to services and recognizing the diversity of different groups of women and men.

Example: Formal equality is equality provisions in the laws, such as the Constitution. Equality in practice means that women and men are treated equally before the law or by policies and that different needs and roles are reflected accordingly. Equality in practice means that female and male victims have equal access to justice. This can be assessed by reviewing attrition rates of assaults against men versus assaults against women.

Gender equity refers to fairness and justice in the distribution of responsibilities and benefits between women and men. To ensure fairness, measures must often be put in place to compensate for the historical and social disadvantages that prevent women and men from operating on a level playing field. Equity is a means—equality is the result.

Equality is preferred term over equity. Gender equity denotes an element of interpretation of social justice, usually based on tradition, custom, religion or culture, which is most often to the detriment to women. Such use of equity in relation to the advancement of women is unacceptable.

Equal opportunities means ensuring the opportunity for full and equal participation of men and women in all aspects of political, social, cultural and economic life.

Example: Equal opportunities are when women have the same real opportunity as men to be promoted to prison warden.

Gender analysis refers to the “study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision making powers, etc. between women and men and taking into account their assigned gender roles”.^a Gender analysis is particularly relevant when initiating an intervention, in order to ensure that the project addresses the needs of both women and men and contributes to gender equality or at least does not perpetuate unintentionally an already existing inequality. It involves the collection and analysis of sex-disaggregated data in order to reveal any differential impact of an action on women and men, and the effects of gender roles and responsibilities. It also involves qualitative analyses that help to clarify how and why these differential roles, responsibilities and impacts have come about. Gender analysis explores these differences so that policies, programmes and projects can identify and meet the different needs of men and women. Gender analysis also facilitates the strategic use of the distinct knowledge and skills possessed by women and men, which can greatly improve the long-term sustainability of interventions.

Example: Gender analysis is to look into differences in laws and traditions for women and men. In Kosovo, for example, women play a very minor role in public and political life. While women are legally able to participate in politics and run for office, in reality, there are very few female politicians. A gendered analysis of this situation indicates that the reason for the lack of female participation is not due to the legal system but rather, to the tradition that women belong in the kitchen and men are meant for politics and business. This traditional belief is more pronounced in rural areas and small towns and does not necessarily vary between different ethnic groups. The results from this analysis help to identify the area where raising awareness and controlling selection processes is most needed: a greater participation in local politics by women.

Gender-impact assessment: Examining proposals to see whether they will affect women and men differently, with a view to adapting these proposals to make sure that any discriminatory effects are neutralized and that gender equality is promoted.

Sex-disaggregated data is the collection and presentation of all statistics separately on women and men. It means that all data is cross-classified by sex, presenting information separately for each sex, for women and men, and sometimes boys and girls. Sex-disaggregated data reflect roles, shares, participation and presence at events in numbers or in percentages. Sex-disaggregated data is essential for assessing the reality of gender differences in a society or specific sector at a given point in time and identifying barriers to gender equality.

^aEuropean Commission, 1998, as cited in the “Toolkit on mainstreaming gender equality in EC development cooperation: section 3: Glossary of gender and development terms”. European Commission, 2005.

Gender-disaggregated data is the collection and analysis of results by gender, or in other words data on the social status and socio-economic roles of men and women.

Gender-sensitive objectives are objectives that specifically integrate a gender perspective by taking into account different interests and needs of men and women. Objectives determine what needs to be achieved by an intervention. Gender-sensitive objectives display measurable, verifiable and achievable expected changes wanted for both women and men with respect to a given subject, in a given period of time, in a given area.

Example: To improve service delivery of community police forces so that cases of assault, (violence against women and men) are reduced to the national average, within two years in a province.

Gender-sensitive indicators provide information on the progress of achieving specific targets with equal benefits to women and men, girls and boys in the context of a given subject, a given population and over a given period of time. Gender-sensitive indicators inform about the degree of change with regard to specific concerns/benefits of women and men, girls and boys over a set period of time. Indicators are qualitative and quantitative, measurable, verifiable, achievable and are not limited to statistical data. Their aim is to compare and monitor trends and changes based on predefined expected benefits for women and men, girls and boys with respect to a given topic.

Example: The project aim is to “increase the number of male/female police staff who receive training on legal tools to protect witnesses” and to “ensure that training materials mainstream a gender perspective into each module”.

A “**gender aspect**” is that dimension or component of an issue which addresses gender specifically and takes this into account.

Example: A gender aspect in media coverage would be the fact that it is noted how many women and men have participated in a public rally, and, if possible, highlight the reason for it (e.g. a high number of women participated in the rally against the new legislation on part-time workers; 78 per cent of part time workers are female).

Gender balance: Gender balance refers to the ratio of women to men in any given situation. Gender balance is achieved when there are approximately equal numbers of men and women present or participating. This is sometimes also referred to as gender parity.

Example: Gender balance should be considered when organizing training, i.e. the participants list should show a balanced number of women and men, in relation to the overall gender balance of staff.

A “**gender perspective**” is a way of approaching or examining an issue, paying particular attention to the potentially different ways that men and women are or might be impacted. This is also called using or looking through a “gender lens”. In a sense, it is exactly that: a filter or a lens that specifically highlights real or potential differences between men and women.

Example: When planning a project relating to legal aid, we will have in mind the particular situation women face in being able to access family income and assets. We might need to have specific activities ensuring women can enjoy these rights.

Gender sensitivity/awareness encompasses the ability to perceive, acknowledge and highlight existing gender differences, issues and inequalities and to incorporate a gender perspective into strategies and actions.

Example: There is gender sensitivity when UNODC country managers have a “zero tolerance policy” to sexual harassment in their team, which can be a serious obstacle in the career development of female staff members.

Gender neutral: Gender-neutral policies or activities are not specifically aimed at either men or women and are assumed to affect both sexes equally. However, they may actually be gender-blind.

Gender-blindness means ignoring the different socially determined roles, responsibilities and capabilities of men and women. Gender-blind policies and activities are based on information derived from men’s activities and/or assume those affected by the policy or activity have the same (male) needs and interests.

Gender justice: The protection and promotion of civil, political, economic and social rights on the basis of gender equality. It necessitates taking a gender perspective on the rights themselves, as well as the assessment of access and obstacles to the enjoyment of these rights for women and men and adopting gender-sensitive strategies for protecting and promoting them.

Gender-based violence (GBV): A generic term used to describe any harmful act perpetrated against an individual against his or her will based on his or her socially defined identity as male or female (United Nations, 2005). The United Nations General Assembly defined violence against women in the 1993 Declaration on the Elimination of Violence Against Women as “any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private” (United Nations, 1993).

Engendering: To make visible the different impact on or impact of women and men and their genders in a given context. Engendering also involves the recognition that the gender division of labour and its associated norms, values and ideologies about masculinity and femininity are

defined by a complex series of power relations which tend to accord to women lesser political voice, social/cultural value, and access to and control over economic resources. These power relations of gender vary with historical and regional context, in addition to being cross cut by other social relations of class, caste, ethnicity, or race within a given society

Gender budgeting: A variety of processes and tools that attempt to assess the impact of budgets on different groups of men and women through recognizing the ways in which gender relations underpin society and the economy. Gender budget initiatives are not separate budgets for women. They include analysis of budgets, and policy impact based on gender and are also commonly referred to as gender-responsive budgeting or gender-sensitive budgeting.



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