GENDER MAINSTREAMING
IN THE WORK OF UNODC

Guidance Note for UNODC Staff
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Gender equality and the empowerment of women lie at the heart of the Sustainable Development Goals, and are vital to fully realizing the rights and potential of all persons. These fundamental aims must also inform our work, as well as how we work, at the United Nations Office at Vienna/United Nations Office on Drugs and Crime (UNOV/UNODC). To meet United Nations commitments on gender equality and the empowerment of women, we must ensure that a gender perspective is actively and visibly mainstreamed in all our practices, policies and programmes. This means that in contributing to and supporting the efforts of States to respond to drug-, organized crime- and terrorism-related challenges 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. In addition, gender mainstreaming should take into account age and other important attributes, which should be used to provide an understanding of the different needs of women, men, girls and boys, among other groups. Individuals of diverse gender expression, sex characteristics, sexual orientation or gender identity must also be included.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 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 and 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.

¹ Rigid gender norms limit people of all genders and sexual orientations. People use a wide variety of words to describe themselves and their identities, and it’s important to respect the terms, names and pronouns people use to refer to themselves. For more information visit the United Nations Free and Equal website: an initiative of the United Nations Human Rights Office: www.unfe.org/definitions/
Gender equality, in real terms, refers to the equal rights, opportunities and outcomes for girls and boys and men and women. It does not mean that they are the same, but their rights, responsibilities and opportunities do not depend on whether they are born male or female. Gender mainstreaming is therefore a strategy for making the concerns and experiences of men and women an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that men and women benefit equally, and inequality is not perpetuated. The ultimate goal of gender mainstreaming is the achievement of gender equality for people of different gender groups, in all areas and at all levels. In order to achieve equality for all, a gender mainstreaming approach also needs to address the reality that people have diverse experiences due to multiple forms of discrimination and disadvantage. Gender equality cannot be achieved without ensuring the full engagement and participation of all members of society. Gender equality serves to the advantage of both men and women and all individuals/groups marginalized and/or discriminated against because of their gender, gender identities or sexual orientation.

The “leave no one behind” approach, a central principle of the 2030 Agenda for Sustainable Development, aims to identify those who are furthest behind first. Operationalizing gender equality in UNODC programming requires a recognition that the factors that contribute to marginalization and disadvantage do not operate in isolation; men and women are subjected to different, often contextually specific, forms of discrimination (e.g., due to gender identity, race, class, religion, caste, ethnicity, age, disability, sexual orientation, location, among others). Historical and present-day analyses across and between countries of who are left behind demonstrates that among the most disadvantaged are women and girls, who face the compounding effects of gender-based and other forms of discrimination. In the case of women and girls, the different forms of discrimination combine to create deep pockets of deprivation across a range of the Sustainable Development Goals (SDGs)—from lack of access to health care, persistent gender gaps in labour force participation or the likelihood of experiencing physical or sexual violence in their lifetime.
The Global Programme on Gender Equality and the Empowerment of Women and the Gender Team² were established in the Office of the Director-General/Executive Director of UNOV/UNODC in May 2017 with the aim of supporting the mainstreaming of gender equality into the normative and programmatic work of UNODC and the pursuance of gender parity among UNOV and UNODC staff at all levels. In December 2018, UNOV/UNODC established its first institutional framework on gender equality in the form of the Strategy for Gender Equality and the Empowerment of Women (2018-2021)³ (Gender Equality Strategy). The Strategy aims to ensure that United Nations standards and commitments on the promotion and achievement of gender equality and women’s empowerment are met.

The purpose of this Guidance Note is to help staff put the UNOV/UNODC Gender Equality Strategy and Action Plan into practice, by assisting in how to effectively integrate a gender perspective into all aspects of their work. This Guidance Note is a complement to the Gender Equality Strategy and UNODC staff should first familiarize themselves with the Strategy and Action Plan, its goals and strategic performance areas, in order to gain maximum value in understanding how gender mainstreaming applies to all aspects of strategic planning and day-to-day work. Additionally, a series of thematic briefs provide practical guidance on how to integrate a gender-sensitive approach in programming at all stages of the UNODC project cycle.

Working towards achieving gender equality is a collective organizational effort that all staff, across all levels, need to take on as their responsibility and to support. The United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP 2.0)⁴ as the accountability framework for mainstreaming gender equality and the empowerment of women in United Nations entities includes 17 performance indicators to assess whether a United Nations agency is achieving transformative gender equality results and is designed to gender mainstream the 2030 Agenda for

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² The Gender Team can be contacted using unov-unodc.gender@un.org
⁴ For more information on the evolution of UN-SWAP and UN-SWAP 2.0, visit: www.unwomen.org/en/how-we-work/un-system-coordination/promoting-un-accountability.
Sustainable Development. The Gender Equality Strategy of UNODC is fully aligned with the UN-SWAP performance indicators. Applying a gender perspective to the work of UNODC involves being aware of the gendered dimensions of any issue or activity, which requires analysis, information and consultations with women and men as well as with gender experts. Ultimately, integrating a gender perspective will result in a more inclusive, balanced and representative approach, and thereby a more effective implementation of the work of UNODC across all thematic areas and the commitments enshrined in the 2030 Agenda for Sustainable Development.\(^5\)

This Guidance Note is designed for non-gender specialists. While putting gender equality commitments into practice through mainstreaming into programmes and activities can seem daunting, there are basic steps that all staff can take which do not require special expertise. This Guidance Note is meant to be practical and make the concept and practice of gender mainstreaming accessible to UNODC staff and to clarify when to draw on specialist support.\(^6\) It provides guidance as to how gender issues can be naturally integrated into day-to-day work.

The Note is divided into two sections.

- **Section 1:** presents what gender mainstreaming is and is not.
- **Section 2:** provides guidance on the “how to do” gender mainstreaming throughout UNODC operations.
- **Annexes:**
  - A glossary of frequently used gender-related terms
  - UN-SWAP 2.0 performance indicators
  - UNOV/UNODC Gender Equality Strategy performance indicator targets for 2019 and 2021
  - UNODC Gender mainstreaming checklist

- **In addition to this Guidance Note, please refer to a series of gender briefs on the five thematic areas of work.**
  - Brief: Gender and Countering Organized Crime and Illicit Trafficking\(^7\)
  - Brief: Gender and Countering Corruption\(^8\)
  - Brief: Gender and Terrorism Prevention\(^9\)

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\(^6\) Which may include the UNOV/UNODC Gender Team or such resources as the Network for Gender Focal Points and Focal Points for Women. For a full picture of UNODC gender architecture and accountability, see the organizational chart on page 13 of the Gender Equality Strategy.

\(^7\) To view the brief on Gender and Countering Organized Crime and Illicit Trafficking visit: [www.unodc.org/documents/Gender/Thematic_Gender_Briefs_English/Org_crime_and_trafficking_brief_23_03_2020.pdf](https://www.unodc.org/documents/Gender/Thematic_Gender_Briefs_English/Org_crime_and_trafficking_brief_23_03_2020.pdf).

\(^8\) To view the brief on Gender and Countering Corruption visit: [www.unodc.org/documents/Gender/Thematic_Gender_Briefs_English/Corruption_brief_23_03_2020.pdf](https://www.unodc.org/documents/Gender/Thematic_Gender_Briefs_English/Corruption_brief_23_03_2020.pdf).

\(^9\) To view the brief on Gender and Terrorism Prevention visit: [www.unodc.org/documents/Gender/Thematic_Gender_Briefs_English/Terrorism_brief_23_03_2020.pdf](https://www.unodc.org/documents/Gender/Thematic_Gender_Briefs_English/Terrorism_brief_23_03_2020.pdf).
In addition to this Guidance Note, please refer to other UNODC gender-related documents and guidance materials related to gender mainstreaming in the project cycle of UNODC.

UNODC/IES. 2018 Guiding Document: Gender-responsive evaluations in the work of UNODC

Brief for evaluation team members: Mainstreaming gender in UNODC evaluations

Brief for project/programme managers: Mainstreaming gender in UNODC evaluations

Brief for IES staff: Ensuring gender-responsive evaluations at UNODC

Gender Brief for UNODC Staff: Mainstreaming Gender in Corruption projects/programmes

Gender Brief for UNODC Staff: Mainstreaming Gender in Health and Livelihoods projects/programmes

Gender Brief for UNODC Staff: Mainstreaming Gender in Justice projects/programmes

Gender Brief for UNODC Staff: Mainstreaming Gender in Organized Crime and Illicit Trafficking projects/programmes

Gender Brief for UNODC Staff: Mainstreaming Gender in Terrorism Prevention projects/programmes

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 UNODC programmes and projects. There needs to be continuous discussion and evaluation as to what is working and what is not, in alignment with the UNODC Gender Equality Strategy and to meet the requirements of the UN-SWAP 2.0 framework in order to achieve the Sustainable Development Goals.
1. GENDER MAINSTREAMING: THE BASICS
Over the past decades, the understanding of, and commitment to gender mainstreaming has increased significantly within the United Nations. However, the concept and benefits of gender mainstreaming have not always been sufficiently understood. Common misunderstandings include the confusion between gender mainstreaming and achieving gender parity; 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. Additionally, there is inadequate understanding of the linkages between gender equality and its impact on different areas of work of the United Nations including on drugs, criminal justice and crime prevention issues. These misunderstandings and gaps in capacity continue to result in the lack of a comprehensive application of gender mainstreaming. Therefore, to counter these misconceptions, this section serves to highlight what gender mainstreaming is and is not, and why it is relevant to the activities of UNODC.
SOME BACKGROUND: GENDER EQUALITY COMMITMENTS AND GENDER MAINSTREAMING AS UNITED NATIONS POLICY

Gender equality and women's empowerment is a universally agreed objective, deriving from the Charter of the United Nations, which unequivocally reaffirmed the equal rights of men and women and is confirmed in a number of commitments taken through, among others, the Convention on the Elimination of all Forms of Discrimination against Women of 1979, the 1995 Beijing Declaration and Platform for Action, various resolutions and decisions of the United Nations General Assembly, the Security Council, the Economic and Social Council, the Human Rights Committee and the Commission on the Status of Women, and the Sustainable Development Goals, especially Goal 5 (“achieve gender equality and empower all women and girls”).

Gender equality is to be achieved programmatically through gender mainstreaming in the design, implementation, monitoring and evaluation of all policies and programmes, and in the United Nations Secretariat by aiming at achieving a 50/50 gender balance among staff at all levels. The scope of this Guidance Note focuses on programmatic gender mainstreaming rather than achieving parity within the United Nations system. For more information on gender parity, please see the United Nations-wide Strategy on Gender Parity, which aims to create a more diverse, inclusive, gender-balanced United Nations that works for all its staff. The Gender Parity Strategy sets targets dates for equal representation of women and men addressing international staff in 2021, 2026 and 2028.

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15 The United Nations Convention on the Elimination of Discrimination against Women is the most comprehensive treaty on the rights of women. It condemns any form of discrimination against women and reaffirms the importance of guaranteeing equal political, economic, social, cultural and civil rights to women and men. It was adopted in 1979, entered into force 3 September 1981.

16 Established with the adoption of General Assembly resolution 70/1 (25 September 2015), entitled “Transforming our world: the 2030 Agenda for Sustainable Development”.

17 Sustainable Development Goal 5: Achieve gender equality and empower all women and girls includes nine targets covering discrimination, violence, harmful practices, unpaid care and domestic work, leadership and decision-making, sexual and reproductive health, economic and natural resources, technology and legislation. For more information on SDG 5, visit: www.unwomen.org/en/news/in-focus/women-and-the-sdgs/sdg-5-gender-equality.

18 For more information on the System-wide Strategy on Gender Parity, visit: www.un.org/gender/content/strategy. The targets to reach parity for UNODC are in the UNOV/UNODC Strategy for Gender Equality and the Empowerment of Women (2018-2021).
In 1995, at the fourth United Nations International Conference on Women held in Beijing, gender mainstreaming was established as a critical and strategic approach for promoting gender equality and global gender equality commitments. The resulting Beijing Declaration and Platform for Action (BPfA) mandates all stakeholders in development policies and programmes, including United Nations organizations, Member States, civil society actors, to take action in this regard. The BPfA is considered the most progressive blueprint for advancing women’s and girls’ rights. Adopted by 189 countries, it identified areas of critical concern and developed a forward-looking agenda for achieving gender equality. It identifies 12 priority topics where action to address gender inequality is required: poverty, education, health, violence against women, armed conflict, the economy, power and decision-making, institutional mechanisms for women’s advancement, human rights, the media, the environment and the girl child.

That same year, the General Assembly adopted a resolution establishing gender mainstreaming as a United Nations system-wide policy. In the United Nations, gender mainstreaming was defined in 1997, by the United Nations Economic and Social Council (ECOSOC) as follows:

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.

In 2010, the Office of Internal Oversight Services, in conducting an evaluation of some United Nations entities (including UNODC), found that these needed to reinforce their commitment to gender mainstreaming and strengthen their results focus in a variety of ways. Clear intergovernmental mandates for gender mainstreaming have also been developed for all major areas of the work of the United Nations, including for drugs, crime prevention and criminal justice issues. This was reinforced in 2016 by Commission on Narcotic Drugs resolution 59/5. Mainstreaming a gender perspective in drug-related policies and programmes, and the Commission on Crime Prevention and Criminal Justice resolution 26/3, Mainstreaming a gender perspective into crime prevention and criminal justice policies and programmes and into efforts to prevent and combat transnational organized crime, adopted in 2017.

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21 ECOSOC resolution 1997/2.
22 For the full resolution, visit: www.unodc.org/documents/commissions/CND/CND_Sessions/CND_59/Resolution_59_5.pdf.
Mainstreaming should situate gender equality issues at the centre of analyses and policy decisions, medium- and long-term plans, programme budgets, and institutional structures and processes.

Security Council resolution 1325, adopted in October 2000, outlines the importance of giving attention to including women in all United Nations peace and security efforts. Since then, the Security Council has adopted several resolutions on women, peace and security. In 2008, it adopted landmark resolution 1820, the first devoted to addressing sexual violence in conflict situations. The subsequent follow-up resolutions, 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2242 (2015) and 2467 (2019) have focused on preventing and responding to conflict-related sexual violence.

In 2015, the Security Council outlined actions to improve the implementation of its landmark women, peace and security agenda, to include work on countering violent extremism and terrorism. Security Council resolution 2242 marked the fifteenth anniversary of the launch of the Women, Peace and Security resolution and pays greater attention to the needs and harms experienced by women the context of terrorism, counterterrorism and countering violent extremism. The resolution urges States and the United Nations to ensure the participation and leadership of women’s organizations and proposes concrete action on States to integrate their agendas on women, peace and security with counter-terrorism and countering violent extremism policies.

In addition, the Security Council requested the Counter-Terrorism Committee and the Counter-Terrorism Committee Executive Directorate to integrate gender as a cross-cutting issue throughout the activities within their mandates.

In 2016, the Security Council adopted resolution 2331, in which it addresses the nexus between trafficking, sexual violence, terrorism and transnational organized crime. Security Council resolution 2331 affirmed that victims of trafficking and sexual violence committed by terrorist groups should be eligible for official redress as victims of terrorism.

Additionally, as binding Security Council resolutions, they should be implemented by all Member States and relevant actors, including United Nations system entities and parties to conflict. These resolutions have also established the United Nations architecture to this end, including the appointment of the Special Representative on Sexual Violence in Conflict and the establishment of a team of experts on the rule of law and sexual violence in conflict.24

24 For information on the work of the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict visit: www.un.org/sexualviolenceinconflict/our-work/our-mandate/.
In its endeavour to guide efforts to systematize and advance the mainstreaming agenda, the United Nations Chief Executive Board approved UN-SWAP 1.0, which began in 2012 and ended in December 2017. UN-SWAP 1.0 consisted of a matrix of 15 performance indicators based on intergovernmental mandates and set out a performance accountability framework to assess how well United Nations entities, including UNODC, operationalized United Nations gender mainstreaming policies, both internally and through programmes, projects and initiatives. In September 2017, the Secretary-General launched UN-SWAP 2.0 in recognition of, and in alignment with the 2030 Agenda for Sustainable Development and its 17 interconnecting Sustainable Development Goals (SDGs), which include mainstreaming gender and women’s empowerment into all United Nations work. UN-SWAP 2.0 includes new performance indicators that allow entities to show transformative results on gender equality and the empowerment of women in programmatic work. Transformative results contribute to changes in social norms, cultural values, power structures and the root causes of gender inequalities and discrimination. Tackling root causes using a rights-based approach is central to implementing the Sustainable Development Goals and achieving gender equality and the empowerment of women. Transformative results normally require significant time to be achieved and reporting on results should therefore demonstrate how a programme or initiative is on track to achieving such a result if it has not already been achieved.

What is gender mainstreaming?

Gender mainstreaming is simply looking at the human implications of any activity, highlighting the differences in needs, situations and opportunities between women and men. It 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. Gender mainstreaming integrates a gender dimension at every stage of the programming cycle, and does not view gender as a “separate question”. It ensures that women and men benefit equally and that inequality is not perpetuated. The ultimate goal is to achieve gender equality.

Gender mainstreaming figures prominently in the 2030 Agenda for Sustainable Development, as gender equality and the empowerment of women are not only a stand-alone SDG (SDG 5) but also a cross-cutting theme that affects the achievement of all other SDGs. None of the 17 SDGs can be achieved without gender mainstreaming and

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25 A United Nations system-wide policy on Gender Equality and the Empowerment of Women was endorsed by the Chief Executives Board for Coordination 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 www.unwomen.org/2012/04/un-women-welcomes-a-landmark-action-plan-to-measure-gender-equality-across-the-un-system/.

the promotion of gender equality and women’s empowerment. The systematic mainstreaming of a gender perspective across all areas of the work of UNODC and in the implementation of the 2030 Agenda is therefore crucial.

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

UN Women has a specific mandate to work on accelerating gender equality and the empowerment of women. However, the United Nations system as a whole has a responsibility to understand how and where gender issues are relevant and to integrate these throughout its work, as outlined by UN-SWAP 2.0, relevant intergovernmental mandates and the UNOV/UNODC Strategy for Gender Equality and the Empowerment of Women (2018-2021).

Gender mainstreaming is thus not only the responsibility of women or of specific individuals working in certain areas or units (i.e., the Gender Team and Gender Strategy Focal Points). It requires the active involvement and support of all staff, under the leadership of management.

Remember the context: promoting gender equality

It is important to understand 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. To promote gender equality effectively, a two-pronged approach is necessary. The Beijing Platform for Action calls for a dual approach: (a) gender mainstreaming strategy complemented with (b) targeted interventions to specifically address identified gaps or problems faced in the promotion of gender equality or a particular disadvantaged group that has experienced discrimination. In many cases these targeted actions seek to level the playing field so that they may benefit from equal opportunity. Both strategies should work in conjunction with the other, as both seek to narrow gender gaps and support greater equality between women and men.

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

Gender 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. It is a concept with transformative connotations, covering the principles of women’s empowerment, non-discrimination and equal rights and does not depend on whether people are male or female. Equality does not mean that women, men, girls and boys 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. Additionally, it embraces a multidimensional and intersectional view on inequalities between women, men, boys and girls.
Gender equity refers to fairness and justice in the distribution of responsibilities and benefits between women and men. To ensure fairness, special temporary 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.

**Using the terms correctly: gender, sex, women and vulnerable groups**

The term *gender* is not the same as the term *sex*. They are not interchangeable.

*Gender* refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, among other groups, as well as relations between women and those between men. These attributes, opportunities and relationships are socially constructed and learned through processes of socialization. They are context/time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. 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. Gender is part of the broader sociocultural context and differs across cultures and time. Other important criteria for sociocultural analysis include class, race, poverty level, ethnic group and age. *Gender* is not synonymous with *women* – it is about the different roles of women and men and the unequal power dynamics that exist between and among them.

*Sex* refers to male and female biological differences. Sex roles are essentially biologically determined, and typically rely on a dualistic or binary understanding of sexual difference. However, how the differences between the two sexes are expressed varies greatly between cultures and historical periods.

As a result of this, the majority of gender-related activities have focused on improving the lives of women. Subsequently, this has led to the view of gender equality as solely as a women’s issue. However, both men and women must be involved to advance gender equality as it requires the transformation of society with the involvement of all. Men benefit equally when women are empowered, and challenging gender stereotypes provides greater opportunities for men to define their roles, behaviours and attitudes as much as it does for women. The commitment to “leave no one behind” is a key feature of the 2030 Agenda. Central to this is the idea that “no goal should be met unless this is met for everyone everywhere”. Gender mainstreaming and targeted interventions help operationalize this concept.

*Women* are not synonymous with *vulnerable groups*.

The disadvantaged position of women in many societies has often resulted in them being categorized as a *vulnerable group*. However, women make up half of the world’s population and to identify such a large portion of society as vulnerable is unsatisfactory. Policies, structures and practices that are disadvantageous to half of its constituents
are structural shortcomings. Generalizing women as vulnerable can lead to the development of programmes and policies that target the symptoms rather than the causes of that disadvantage. Furthermore, habitually considering women as a vulnerable or marginalized group, tends to ignore the fact that gender differences can also result in men being disadvantaged in certain contexts.

**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 viewed as the norm or frame of reference. Furthermore, categorizing “women and children” as a group renders the issue of gender invisible and makes no distinction between women’s and children’s needs.

**Binary versus non-binary language when discussing gender**

Not all individuals identify with the traditional binary conceptions of sex and/or gender categories of male and female, or masculine and feminine. Gender inequality feeds off stereotypes of women and men that rely on the gender binary and depends on the division of the sexes into two distinct, hierarchically ranked categories. The understanding of sex and gender, and how and when to use these designations, as well as the potential discrimination based on gender identity and sexual orientation, continues to grow and shift.

“**So long as people face criminalization, bias and violence based on their sexual orientation, gender identity or sex characteristics, we must redouble our efforts to end these violations.**”

Secretary-General António Guterres, 25 September 2018

**Differences within groups: the need to consider intersectionality**

Not all women and men are the same. The reality is that the world is made up of diverse people who have diverse experiences due to diverse factors of discrimination. Therefore, UNODC programmes need to be careful not to homogenize women and men as groups. Taking into account an intersectional perspective in programming is key to pinpointing all identity factors that intersect with gender resulting in the overall layered experience of equality and discrimination. These factors include: gender identity, sexual orientation, ethnicity/race, indigenous or minority status, colour, socioeconomic status and/or caste, language, religion or belief, political opinion, national origin, marital and/or parental status, age, urban/rural location, health status, disability, property ownership, illiteracy, trafficking of persons, armed conflict, seeking asylum, being a refugee, internal displacement, statelessness, migration, heading households, widowhood, living with HIV/AIDS, deprivation of liberty, being in prostitution, geographical remoteness and stigmatization of women and men fighting for their rights, including human rights defenders.

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27 Intersectionality: the complex, cumulative way in which the effects of multiple forms of discrimination (such as racism, sexism and classism) combine, overlap or intersect, especially in the experiences of marginalized individuals or groups. Found at [www.merriam-webster.com/dictionary/intersectionality](http://www.merriam-webster.com/dictionary/intersectionality).
Since 2018, UNODC is part of the UN For All Campaign, offering in this context a series of interactive workshops to ensure respect and dignity for all United Nations staff members and their families. The core module of this training provides foundational understanding about human rights and inclusion in the United Nations context, focusing on four topics: mental health, gender identity and LGBTIQ+, disability inclusion and substance abuse. The text below is extracted from the "Learning Module" of the UN For All Campaign. There are a number of resources from within the United Nations system that can be used for reference and more information on this issue. The OHCHR Free and Equal Campaign provides a series of United Nations publications that could help broaden the binary definitions/discourse, aided by the various training modules, statements and strategies listed below:

- The Role of the United Nations in Combating Discrimination and Violence against Lesbian, Gay, Bisexual, Transgender and Intersex People
- United Nations entities call on States to act urgently to end violence and discrimination against lesbian, gay, bisexual, transgender and intersex (LGBTI) adults, adolescents and children
- UNHCR Policy on Age, Gender, and Diversity
- Integrating Gender into Humanitarian Action: Good Practices from Asia-Pacific

Intersectionality: an inclusive and effective approach to gender equality

Intersectionality is a tool for analysis, advocacy and policy development that addresses intersecting inequalities. It helps us understand how different sets of identities impact on access to rights and opportunities. An intersectional approach to gender equality acknowledges the fact that women have different experiences based on aspects of their identity including race, social class, ethnicity, sexual orientation, religion and age as well as other forms of identity.
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. Gender mainstreaming is not merely an “add women and stir” approach.

It does NOT mean simply including the term “gender equality” to pre-existing programmes, projects and activities. Gender mainstreaming requires a situational analysis that includes the perceptions, experiences, knowledge and interests of women, as well as those of men, within policymaking, planning and decision-making. Both women and men should be influencing, participating in and benefiting from UNODC activities.

It is NOT the same as gender balance or gender parity. Gender parity is often used as a human resource term, referring to the achievement of equal representation of men and women at distinct levels of a given organization, but can also refer to the “women-to-men” ratio in any activity. Gender mainstreaming is not about numbers but about the...
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”. 

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

strategy of addressing the substance in order to reach the goal of gender equality. Simply counting women and men and increasing the numbers of women present in the room does not necessarily lead to more gender-responsive programming nor does it imply that all men are insensitive to gender issues or all women well-versed in gender issues.

It is NOT done by merely establishing one department whose main task is advising on gender issues. Gender mainstreaming will only occur when everyone pursues it as an essential part of their work and the capacity to do so is instituted across the whole office. Gender departments exist to assist and help guide staff on how to properly gender mainstream – not to be responsible for all gender mainstreaming alone.

Advantage over gender-blind approach

A gender-blind approach assumes men and women have the same needs and concerns. However, in many societies, men dominate community and household decision-making, therefore, in effect, “gender-neutral” approaches may in fact not be gender-neutral at all and tend to largely respond to male priorities. Experience shows that men and women often have different needs and priorities. Moreover, there are differences among women and men that relate to class, age, ethnicity and to other factors. Development policies and programmes, 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. Gender-responsive programming must take into account gender norms, roles and inequalities, and take measures to actively address them. Such programmes go beyond raising sensitivity and awareness, and actually do something about redressing gender inequalities.

How do we deal with resistance to gender mainstreaming?

Gender mainstreaming calls for change, particularly change that can lead to redistribution of power and resources. It challenges assumptions about gender roles that we have as individuals and as societies, and will therefore sometimes be met with resistance. Such resistance can come internally from staff members or externally from partners and stakeholders. Resistance can result from misinformation or lack of information about gender issues and/or can be related to cultural or traditional perceptions about gender roles. One of the methods to counter resistance is to produce solid evidence of discrimination, whether against women or men, founded on sex-disaggregated data and analysis. Lack of knowledge and understanding of gender equality may also manifest itself in the form of resistance. In this case, providing a clear understanding of what gender mainstreaming is and using the terms correctly is essential to overcoming resistance. Keep in mind that gender mainstreaming is not only about women but also deals with men’s experiences and the broader social context. It can sometimes be good to point this out in order to shed light on who exactly is affected and who can benefit from the said mainstreaming.
GENDER RESPONSIVE ASSESSMENT SCALE

CRITERIA FOR ASSESSING PROGRAMMES AND POLICIES

Level 1: Gender-unequal
- Perpetuates gender inequality by reinforcing unbalanced norms, roles and relations
- Privileges men over women (or vice versa)
- Often leads to one sex enjoying more rights or opportunities than the other

Level 2: Gender-blind
- Ignores gender norms, roles and relations
- Very often reinforces gender-based discrimination
- Ignores differences in opportunities and resource allocation for women and men
- Often constructed on the principle of being “fair” by treating everyone the same

Level 3: Gender-sensitive
- Considers gender norms, roles and relations
- Does not address inequality generated by unequal norms, roles or relations
- Indicates gender awareness, although often no remedial action is developed

Level 4: Gender-responsive
- Considers gender norms, roles and relations for women and men and how they affect access to and control over resources
- Considers women’s and men’s specific needs
- Intentionally targets and benefits a specific group of women or men to achieve certain policy or programme goals or meet certain needs
- Makes it easier for women and men to fulfil duties that are ascribed to them based on their gender roles

Level 5: Gender-transformative
- Considers gender norms, roles and relations for women and men and that these affect access to and control over resources
- Considers women’s and men’s specific needs
- Addresses the causes of gender-based health inequities
- Includes ways to transform harmful gender norms, roles and relations
- The objective is often to promote gender equality
- Includes strategies to foster progressive changes in power relationships between women and men
It is good to be informed about the interests of those who might challenge the concept. Understanding their point of view will help to effectively analyse the reasons for their resistance. In addition, the question of why gender equality should be a priority at a time of economic hardship may come up. Highlight the added value of gender mainstreaming and gender equality, and focus on highlighting the outcomes and results that will lead to more targeted and enhanced delivery of the UNODC mandate. For example, if a project focuses on criminal law reform policies, it can be argued 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. The project may need to be implemented in phases, using a pilot project to demonstrate the benefits before then expanding to additional phases of the project. Using experiences from different countries, regions and organizations on what works and what does not work will be useful here.

Gender mainstreaming within UNOV and UNODC

UNOV and UNODC are committed to promoting gender equality and the empowerment of women in all activities, programmes, organizational policies and practices. By integrating a gender perspective, UNODC pursues the coherent and coordinated implementation of global commitments on gender equality in line with the United Nations System-wide Policy on Gender Equality and the Empowerment of Women. The UNOV/UNODC Gender Strategy provides a framework for coherence and guides the Office’s support to Member States for the achievement of the 2030 Agenda and, specifically, Goal 5 (achieve gender equality and empower all women and girls). UNOV/UNODC committed to the following:

- Defining and supporting gender-related SDG results in strategic planning and developing gender-sensitive results statements and indicators at the strategic and programmatic levels.

- Reporting on progress towards the achievement of transformative gender equality and the empowerment of women, and on progress in meeting Sustainable Development Goal targets, including specific contributions made by the Office to meeting the targets under Goal 5 (achieve gender equality and empower all women and girls).

- A series of international instruments and resolutions call upon Member States to mainstream a gender equality perspective into their legislation and policies and to adopt special measures to promote gender equality and the empowerment of women. Those instruments and resolutions also provide guidance to the work of UNOV/UNODC, for instance, Commission on Crime Prevention and Criminal Justice resolution 26/3, entitled “Mainstreaming a gender perspective into crime prevention and criminal justice policies and programmes and into efforts to prevent and
combat transnational organized crime” and Commission on Narcotic Drugs resolution 59/5, entitled “Mainstreaming a gender perspective in drug related policies and programmes”.

- Evaluating UNODC performance in a gender-responsive manner by integrating gender equality and women’s empowerment issues and principles across core sections of evaluation reports as well as making a conscious effort to ensure gender balance and/or gender expertise in evaluation teams.

### GOOD PRACTICE

**GENDER ASPECTS: CORRUPTION | TERRORISM | ACCESS TO JUSTICE**

**EXAMPLE 1. CORRUPTION**

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 carried out to date raises a number of concerns. Since women generally suffer higher levels of poverty, paying the same amount in bribes as men may have a more severe impact, when the cost of the bribe is compared to available income. Given that research in the area of gender and corruption is fairly limited, as well as controversial, UNODC can play a key role in advancing the understanding of gender and corruption.

**EXAMPLE 2. VIOLENT EXTREMISM AND TERRORISM**

Understanding the radicalization and the recruitment of men and women to engage in terrorist-related activity can assist in the development of counter measures regarding prevention or reducing radicalization. If based on stereotypical assumptions, such as the misperception that violent extremism and terrorism are only perpetuated by men and that women are only viewed as victims, counter measures will not address the realities on the ground.

**EXAMPLE 3. ACCESS TO JUSTICE**

In all contexts globally, women and girls are affected by insecurity, harmful practices, violence and conflict. Good governance of the security sector and “leaving no one behind” mean that the security needs of all are taken into account and that everyone must have access to justice. Measures to ensure gender equality are integral to effective rule of law, ensuring access to justice for all and institutions being effective, accountable and inclusive.
FIGURE. UNITED NATIONS OFFICE AT VIENNA AND UNITED NATIONS OFFICE ON DRUGS AND CRIME GENDER ARCHITECTURE

**Director-General/Executive Director**
Ultimately responsible for ensuring implementation of the UNOV/UNODC Strategy for Gender Equality and the Empowerment of Women

**Executives Committee**
Plans, monitors and oversees progress in the implementation of the Gender Equality Strategy and action plan
Composition: Directors of UNOV/UNODC and the Programme Coordinator of the Global Programme on Gender Equality and Empowerment of Women at UNODC and UNOV. The Independent Evaluation Unit will participate as an observer

**Directors of UNOV/UNODC**
Responsibility for effective implementation of the Gender Equality Strategy and action plan rests with the senior managers. They are accountable for management and implementation of the Strategy within their respective areas of responsibility, reporting to the Executives Committee

**Gender Team**
Serves as the institutional coordination point for implementation of the Gender Equality Strategy. Also tasked with monitoring and reporting on the implementation of the Strategy and compiling divisional inputs for reports

**Network of gender focal points and focal points for women**
Supports the implementation of the Gender Equality Strategy

**Staff**
All staff confront and challenge gender-based discrimination, gender-based stereotyping and their own unconscious bias. All staff consistently demonstrate efforts to understand and overcome barriers to attaining the goals of gender equality and the empowerment of women in their mandate areas, while working in an organizational culture that exemplifies a commitment to gender equality and is free from bias, sexual harassment and discrimination
The Gender Equality Strategy of UNOV/UNODC includes an accountability framework (a gender architecture) for the implementation of the Gender Strategy from the level of the Director-General/Executive Director, to Directors of Divisions and staff at headquarters and the field offices.

A Gender Action Plan was developed to operationalize the commitments in the Gender Equality Strategy. The Action Plan identifies the responsibility of each branch in implementing the goals set out in the Strategy, actions required, timelines as well as milestones. The Action Plan also includes dedicated indicators to enable the efficient monitoring and evaluation of the Strategy and Action Plan.

A Gender Team located in the Office of the Director General/Executive Director, serves as an institutional coordination point for implementation of the Gender Equality Strategy. The Gender Team guides the implementation of the Strategy and Action Plan by setting up institutional structures for gender mainstreaming, ensuring systematic gender mainstreaming in programmatic work, developing gender mainstreaming tools and capacity development, awareness-raising activities, outreach activities as well as inter-agency cooperation on matters related to gender. The Gender Team coordinates gender-related reporting, including semi-annual reports to the Executive Committee and annual reporting on UN-SWAP in addition to contributing to other relevant reports and publications. The Team also forms part of the ProFi (Programme and Financial Information Management System) programme approval process together with Independent Evaluation Section, Human Resources Management and Financial Resources Management and monitors that the mandatory gender mainstreaming checklist in ProFi is duly completed and supports programme managers with the inclusion of gender aspects in programming.

Furthermore, the Gender Team coordinates the Gender Strategy Focal Points (GSFP) Network whose members and their alternates support the implementation of the Strategy at headquarters and in field offices. Gender Strategy Focal Points are also consulted in programme development, ensuring that gender analysis becomes an integral part of all UNODC programming processes.

The Independent Evaluation Section at UNODC supports the commitment to fully mainstream gender equality through its three pillars of work: (a) national evaluation
capacity-building in the context of the Sustainable Development Goals; (b) evaluation results; and (c) evaluation knowledge products. They will ensure that all evaluations adhere to a gender-responsive evaluation process at all stages. The Independent Evaluation Section will also conduct a final, in-depth evaluation of the implementation of the Gender Equality Strategy and Action Plan in 2021.

The implementation of the Gender Equality Strategy is the responsibility of all staff and personnel at UNOV/UNODC. In order to ensure that staff have the skills to fulfill these requirements, they are obliged to complete the I Know Gender course that explains basic concepts and terminology on gender equality and the empowerment of women. Staff are also encouraged to participate in training sessions and webinars organized by the Gender Team.
2.

PRACTICAL STEPS TO MAINSTREAM GENDER THROUGHOUT UNODC ACTIVITIES
This section provides guidance on “how to” mainstream a gender perspective into all the activities of UNODC: research, normative and operational. Gender mainstreaming should not be an isolated or separate exercise but an integral part of all work. It is an approach that should be applied at every stage or activity being dealt with. Ideally, gender mainstreaming should start with strategic planning and budgetary documents as the basis for providing strategic justification for thematic and regional programmes and project resource allocation.
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 the decisions they take at the Commission on Crime Prevention and Criminal Justice (CCPCJ) and the Commission on Narcotic Drugs (CND), which act as the principal policymaking bodies in crime and drug-related matters respectively and as the governing bodies of UNODC. The two Commissions approve mandates, provide political and policy guidance that sets the context for programmes and projects and managing resources, as well as monitoring the activities of the United Nations Crime Prevention and Criminal Justice Fund and the United Nations International Drug Control Programme. UNODC, as Secretariat to the CCPCJ and CND, can continue supporting the Commissions in integrating a gender dimension into their work, including in parliamentary documents, meeting agendas, working groups and side events, as well as assisting the Commissions in increasing the active participation of women in all areas of their work, including active engagement in their decision-making processes. Further support can be provided to the CND and the CCPCJ with regard to strengthening horizontal cooperation with other functional commissions of the Economic and Social Council, including the Commission on the Status of Women, and also with relevant United Nations agencies and other international organizations, with a view to jointly implementing SDG5. This contributes to ensuring a consistent approach to gender between the policy-setting by the Commissions and the programmatic priorities of UNODC and its programmes of work.

A common reaction when it comes to addressing and countering the world drug problem, preventing and combating crime, and strengthening criminal justice responses is that there are no differentiated implications for men or women, other than perhaps the substantive areas of gender-based violence against women and girls, human trafficking, and health and livelihoods. 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 different impact of a law, policy or crime on men and women, and appreciating the different characteristics, needs and priorities of beneficiaries and stakeholders, will result in better formulated programmes and projects, and the achievement of effective results.

**Integrating gender perspectives into UNODC strategic planning documents**

Resolution 72/266 of 24 December 2017 approved the proposed change from a biennial to an annual budget on a trial basis. The resolution also notes that the document, now known as the Programme Plan and Performance Information document or PPPI, will be aligned to the objectives of the United Nations, the 2030 Agenda for Sustainable Development and relevant SDGs. The new methodology unpacks the Organization’s results and presents these as part of a richer, more meaningful picture that helps demonstrate the added value of the United Nations. As part of the Secretariat, the PPPI of UNODC for 2020 ensures greater alignment with the overall purposes and principles of the Organization, the 2030 Agenda and the second generation of UN-SWAP 2.0.

In particular, the “Strategic Planning Gender-related SDG Results indicator” includes guidance on mainstreaming gender into strategic plans. In the Overall Orientation chapter of the PPPI for 2020, it is stated that:

UNODC continues to ensure that a gender perspective is systematically mainstreamed in all its practices, policies and programmes. By integrating a gender perspective, UNODC pursues the coherent and coordinated implementation of global commitments on gender equality in line with the United Nations system-wide policy on gender equality and the empowerment of women endorsed in 2006 by the United Nations System Chief Executives Board for Coordination[...].

With the enhanced focus on gender-related results, UNODC has strengthened the integration of gender aspects in its mandated areas of work.

If gender is not mainstreamed at the strategic planning stage, and there is no allocation of budget for gender mainstreaming, no amount of adding the terms “gender” or “gender equality” to other strategic planning documents will improve results. When mainstreaming gender into the strategic planning document, UNODC should bear in mind the need to pursue a twin-track approach to implementing the SDGs, which requires two complementary approaches: the integration of women and men’s concerns and specific policies and actions for the advancement of women.

**Gender and the strategic alignment of the planning cycle**

In line with the Secretary-General’s commitment to strengthening the culture of accountability within the Secretariat by fostering a culture of results-based management (RBM), UNODC has stepped up its efforts to mainstream adherence to RBM
principles in all global, regional and national programmes, contributing to the system-wide strategic and accountability frameworks of the United Nations by laying the foundation for a project cycle that includes planning, monitoring, reporting and evaluation. Those frameworks include the United Nations Sustainable Development Cooperation Framework\footnote{The United Nations Sustainable Development Cooperation Framework (formerly named United Nations Development Assistance Framework) is the most important instrument for planning and implementation of the United Nations development activities at country level. This is in line with Member States’ call for a United Nations development reform to boost coordination to support countries to achieve the 2030 Agenda. The Cooperation Framework supports and links to the implementation of internationally agreed policy frameworks or conventions, including the Beijing Platform for Action and the Convention on the Elimination of All Forms of Discrimination against Women. It can explain the ways in which the United Nations responds to gender inequalities, and the empowerment and advancement of women and girls, men and boys, depending on the particular situation in each country. For more information, see the United Nations Sustainable Development Cooperation Framework Guidance: https://unsdg.un.org/resources/united-nations-sustainable-development-cooperation-framework-guidance.} at the country level. The United Nations Sustainable Development Group Operational Guidance on Leaving No One Behind, offers a framework to examine sustainable development, human rights, gender equality and women’s empowerment, and the shift from response to preparedness and risk mitigation. It aims to support Member States in operationalizing the “leaving no one behind” pledge. Specifically, it helps identify who is being left behind and likely to be furthest left behind, in what ways, and how this might change in the future because of gender-based discrimination, spatial inequality, and multiple deprivations, disadvantages and discrimination. In this way, the framework captures intersectionality, the manifestation of multiple types of inequality and discrimination, and how these reinforce exclusion.\footnote{“Leaving no one behind” is the central, transformative promise of the 2030 Agenda for Sustainable Development and its Sustainable Development Goals (SDGs). It represents the unequivocal commitment of all United Nations Member States to eradicate poverty in all its forms, end discrimination and exclusion, and reduce the inequalities and vulnerabilities that leave people behind and undermine the potential of individuals and of humanity as a whole. The Guide was prepared by an inter-agency Task Team under the auspices of the United Nations Sustainable Development Group as guidance for United Nations Country Teams and colleagues across the United Nations System. More information here: https://unsdg.un.org/sites/default/files/Interim-Draft-Operational-Guide-on-LNOB-for-UNCTs.pdf.}

The United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP 2.0) is designed to focus on gender-related results and includes an accountability framework for reporting on the contribution of the United Nations development system to achieving the Goals contained in the 2030 Agenda for Sustainable Development.

The UNODC RBM approach to programming outlined in the \textit{Handbook on Results-based Management and the 2030 Agenda for Sustainable Development},\footnote{For more, see the UNODC 2018 Handbook: Results-based Management and the 2030 Agenda for Sustainable Development (UNODC RBM Handbook), www.unodc.org/documents/SDGs/UNODC_Handbook_on_Results_Based_Management.pdf.} is framed by human rights and gender equality principles. Such an approach ensures quality assurance processes that are more robust while strengthening coherence between UNODC projects and programmes, corporate strategic priorities and the Sustainable Development Goals. Besides guaranteeing that the results of the projects and programmes of the Office are measurable, this approach enables support for Member States by contributing towards the achievement of the SDGs.
At the stage of planning the strategic documents/frameworks, consider:

- **Broad consultation:** encourage the involvement of individuals with specific knowledge of gender issues (could be gender experts, civil society organizations, national women’s institutions such as an ombudsman’s office, gender equality committees, relevant government ministries, UN-Women, etc.).

- **Interdivisional task teams and gender expertise review:** consider including a gender expert from within the Gender and Women Focal Point Network. Also consider involving the Gender Team and/or 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 international standards and norms

UNODC has a particular role in assisting States in developing standards and norms in the fields of drug control and crime prevention, covering a wide variety of issues such as drug demand reduction, alternative development, treatment of offenders including women offenders, good governance, judicial integrity, justice for children and violence against women. UNODC also supports States in the implementation of relevant conventions, standards and norms. Two 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).

### Gender in tools, global reports, guidelines and 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.

Gender reporting has been included throughout all thematic areas at global, regional and national level into its annual reporting, encouraging projects and programmes to report significant achievements and challenges related to gender. The reporting template for Annual Programme Progress Reports contains a section on the SDGs, including SDG 5 and support provided to Member States on voluntary national reviews. The Results-Based Annual Report of UNODC includes, under each chapter, a section on progress in mainstreaming gender.
B. THE GENDER ANALYSIS

This section discusses the importance of using a gender analysis when performing a 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 analyses when developing thematic programmes and these should be shared with the field. Field offices will be conducting such analyses when developing regional/country programmes and projects and these should be shared with Headquarters. 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?

A gender analysis examines the differences between women and men, and between different groups of women and different groups of men (that may vary by race, ethnicity, religion, age, class, ability, etc.) and the power dynamics which shape gender roles. It looks at:

- Roles, access to and control of resources, the constraints men and women face relative to each other, and available opportunities
- Specific activities, conditions, concerns and needs, as well as participatory roles in decision-making processes

We need to be sensitive to gender-related differences, as well as to differences based on multiple identity factors 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. For example, women, and women of a specific race or ethnicity, may be overrepresented as victims of human trafficking. Therefore, understanding their particular realities will be essential to addressing the issue.

What is involved in performing a gender analysis?39

Different approaches to gender analysis can be used for different purposes. It can be a quick and general exercise, or it can require considerable time and resources. The appropriate level and degree of analysis must be decided on in the given situation: in other words, the appropriate methodology must be chosen. 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, United Nations reports, programme reports, NGO/CSO reports, etc.

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• **Consultations:** individual interviews, focus group discussions, workshops (with government officials, civil society representatives, including women’s groups, representatives of other organizations, academics, etc.).

• **In-depth research project or sociological survey:** community surveys, field assessments, etc.

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.

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**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 and prison settings) previously 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 included 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.

**INCORPORATE GENDER INTO QUESTIONNAIRES**

UNODC introduced a gender dimension into questionnaires on drugs and crime to allow for the collection of more sex-disaggregated data and the possibility of mainstreaming gender into the analysis of crime and drugs.

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**Basic components of gender analysis**

This must include in-depth gender analysis on the structural causes of gender inequality and discrimination, using sex-disaggregated, gender-sensitive data and assessing women’s empowerment. There are three basic components to any gender analysis:

• Gender-sensitive data (data includes sex-disaggregated statistics, interview results, etc.)

• Analysis (what does the information mean?)

• Gender perspective (analyse 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. Supporting the capacity of Member States for the collection and analysis of sex-disaggregated data on drugs and crime represents one of the gender-related Sustainable Development Goal results of UNODC and is included as a UN-SWAP 2.0 performance indicator (A.2) in reporting on gender-related results. 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. Data disaggregated by gender, race, ethnicity, class, age, disability, religion, language, caste, national or social origin is required to capture intersectionality or how multiple types of inequality and discrimination reinforce exclusion. 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 is promoting gender equality, and it can assist in convincing national partners of the need for gender mainstreaming.

Is there a difference between "sex-disaggregated" data and "gender-disaggregated/sensitive" 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-sensitive data:** data that in addition to being broken down by sex reflect the social realities of different gender identities and have the following characteristics:

1. Data are collected and presented disaggregated by sex as a primary and overall classification;
2. Data reflect the social realities of different genders;
3. Data are based on concepts and definitions that adequately reflect the diversity and experiences of different genders;
4. Data collection methods take into account stereotypes and social and cultural factors that may induce gender biases.

Gender-sensitive 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 are not always available. This can highlight that there is a gap in a State’s or an international organization’s analysis, and activities can be designed to develop capacity for this.
In terms of how to collect such data, ensure both men and women are included in any methodology. Consider consulting with male and female beneficiaries/stakeholders both separately and in mixed groups. In conducting a participatory assessment, remember that 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. Also consider who is gathering the information. In many cases, women will feel more comfortable and safe speaking to a woman researcher or practitioner than they would to a man. Review whether the chosen method reflects the needs and priorities of both genders. For example, perhaps the project is to enhance the capacity of the police by developing a training curriculum and therefore, police officers are chosen to consult when designing the project. While at first glance this might appear to be a gender-neutral approach, it is often the case that there is an underrepresentation of women in the police force. Therefore, the issues being discussed and formulated for programming are predominately from a male experience and are likely to favour male needs and priorities. As in most cases, there is likely to be differing male and female assessments of the substantive issues being discussed.

**GOOD PRACTICE**

- Try to use a combination of sex-disaggregated and gender-sensitive 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 relevant studies and reports on particular risks or issues).
- When possible, ensure that some of the focus groups are divided by gender, and are divided by age groups.

**Analysis**

When sex-disaggregated and gender-sensitive data are collected, they need to be analysed within particular contexts as well as continuously analysed throughout the programme to ensure that objectives are being met. The challenge might be having the organizational capacity to identify relevant and necessary data that need to be collected, at what point that data can and need to be collected, how to properly manage and analyse those 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, following up with the relevant sources or seeking expert advice.
Basic questions

Gender analysis helps us meet the UNODC mission of making the world safer from drugs, crime and terrorism and contributes 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 what kind of assistance.

• Who has access to justice and if there are barriers (e.g., social, cultural or institutional barriers) to accessing justice.

• What skills/capacities each group has.

• If women and men participate equally in decision-making.

• What are the potential gender inequalities that are hidden below the surface?

• What might be the complex reasons for gender disparities?

• What might be the complex effects of gender disparities?

Example considerations

• 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?

• Sex-disaggregated data: collect 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, for example, which group is being recruited into organized criminal groups?

• Capacities: What are the capacities of men and women to participate in community crime or drug use 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 (e.g., justice, health) and resources (e.g., 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 beneficiaries 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, as well as being aware of the basic gender theories in order to understand how and why policies, programmes and projects might affect men and women differently. This will help formulate questions about (potential or real) gender impact. A number of accepted theories about gender roles, relations and equality are summarized below.40

- 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, which are exacerbated by race, class and other identity factors. 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.

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40 UNDP Gender Matters includes a useful guide on gender analysis.
EXAMPLE

CRIME PREVENTION MEETING HELD IN THE COMMUNITY

Analysis of gender differences that ignores established theories about gender relations

Women were in low attendance at the meeting because:
• 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.

Women’s low participation in the meeting will not have any negative consequences, since they will benefit from the new solutions anyways.

Analysis that includes a gender perspective based on established gender theories

Because women are primarily responsible for tasks involving the keeping of the house and are more often at home during the day, their low attendance could be due to other factors:
• Was the meeting at a time and place when and where women could attend?
• Were women informed about the meeting?
• Are women systematically shut out of community decision-making processes?

Gender analysis can assist in assessing programmatic options

A gender analysis can inform the development and evaluation of thematic, global and regional/country programmes and projects. Likely 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 solve the problem for both men and women, rather than society as a whole. The 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. A culture might require that women 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 are key differences in men’s and women’s mobility.

The programmatic implications of these findings are clear: women have limited 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 training sessions.

- **Gender analysis** might reveal access to resources is different among men and women as a result of the differences in the bread-winning activities they engage in, their status and their 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 have an 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 a country might highlight the differing realities between female and male prisoners. For example, in one country prison laws might differentiate between females and males when setting provisions regarding prisoners who are allowed to work outside prison during the day and receive a wage. A female prisoner may be considered eligible 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. In contrast, no consent is required for a male prisoner to be considered eligible.

  The **programmatic implications** of the findings raise questions regarding the design of 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 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 must be defined. This creates a gender-responsive results chain where there is a causal or logical relationship between inputs, activities, outputs, outcomes and the objective of a project or programme.\footnote{For more on the “results chain”, see page 22 of the UNODC RBM Handbook.} For example, compare how a project will be formulated if the issue identified 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 sex.

A. ELEMENTS OF THE PROGRAMME/PROJECT

Programme/project objectives

The formulation of the objectives is where one can explain how the programme or project contributes to transformative gender equality results in alignment with the SDGs. The objective explains the expected impacts of the programme/project, how it will affect the current situation, contribute to one or more aspect of the mandate of UNODC 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, this outlines what changes they will bring about for women and men and describes the target groups in terms of gender as well as any other relevant identity factors (age, race, ability, etc.). 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 contributing to gender stereotyping and inequality.

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

- What are the gender dimensions of the programme’s objectives?
• What other identity factors might contribute to the differential impacts experienced by diverse groups of men and women?

• Does the objective address the needs and concerns of both women and men, and different groups of men and women?

• Will this objective bring about improvements for women as well as men and different groups of women and 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 and the achievement of transformative gender-related sustainable development results?

• Does the objective include a broader commitment to changing the institutions, attitudes or other factors that impede gender equality?

<table>
<thead>
<tr>
<th>Programme/project objectives</th>
<th>Gender issues</th>
</tr>
</thead>
</table>
| To strengthen the rule of law through prevention of crime and promotion of fair, humane and accountable criminal justice systems in line with United Nations standards and norms in crime prevention and criminal justice and other relevant international instruments | • 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 unlikely 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 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 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 different sectors of society. In designing these expected mid-term results that 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.

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

- What are the gender dimensions of the outcome wanted to be achieved? Or in other words, what will the results of the project be and how do they affect men and women?
- How do women and men benefit from the activities of the programme/project?
- Does the outcome address the needs and concerns of both women and men?
- How does the outcome increase gender equality?
- What behavioural change is needed to contribute to gender equality positively?

EXAMPLE

Programme/project objectives

Improved and expanded treatment and care services for drug addicts and prisoners

Gender issues

- 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 UNODC Toolkit on Substance Abuse Treatment and Care for Women.
- A point of interest 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 may represent an important group for developing targeted, gender-specific interventions.

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42 For additional information on outcomes more generally, see section IV, subsection I. Project and programme outcomes: changes in behaviours and practices (page 27) of the UNODC Handbook on Results-based Management.
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, and different groups of men or women.

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

- How will the product or services impact the situation with regard to women and to men independently?
- Are there any other results based on different identity factors of diverse groups of women or men?
- 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?
- What kind of output is needed to contribute positively to gender equality and the empowerment of women?

**EXAMPLE**

**Programme/project objectives**

<table>
<thead>
<tr>
<th>Witness protection improved, with special emphasis on women and children</th>
</tr>
</thead>
</table>

**Gender issues**

- 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 be more likely to be witnesses to a crime whereas men might be more likely to be 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 different aspects women and men face in witness protection.

- Perhaps instead of saying “with special emphasis on women and children”, suggest that witness protection can be improved for men and women, girls and boys reflecting their different needs, priorities and constraints.
Indicators

Performance indicators should be formulated in alignment with UN-SWAP 2.0, and in a manner that is gender inclusive in order to measure the changes for both women and men and how successful the programme is in achieving transformative gender-related sustainable development results. 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. However, sex ratios alone are insufficient indicators for gender equality. While equal participation and representation are supporting factors for achieving gender equality, they do not suffice on their own. Measuring equal opportunities and equal access to resources for women and men is more qualitative in nature and more oriented towards outcomes of policies, processes and interventions. Adequate indicators for gender equality therefore focus on the substance and the quality of outcomes. This helps identify the gender-differentiated impact of interventions.

Tips for formulating 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). 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 men taken into account?
- Do case studies, training modules, reports, publications and conference proceedings reflect the difference in impact between women and men?
- The advice of keeping indicators to a limited number, so as to not 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.

See annex III for an overview of UN-SWAP 2.0 performance indicators.
<table>
<thead>
<tr>
<th>Programme/project objectives</th>
<th>Gender issues</th>
</tr>
</thead>
</table>
| 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 | • This is an important indicator. But remember, sex ratios are not enough. It is equally important to consider the actual outcomes of the training. There are a variety of issues to consider, for instance, whether the witness protection programmes respond to the differentiated aspects women and men face in witness protection, and if participation of underrepresented group(s) in such programmes promotes gender equality.  
• 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, that is, increase in the number of female staff members in management positions; shift in ideology employed by police when working with witness protection. |
| Increased number of male/female patients participating in reinserion programmes | • Achieving a higher participation of an underrepresented or disadvantaged sex in a given activity such as reinserion programmes is always desirable. However, the project is not necessarily gender-sensitive just because higher rates of women can take part in the reinserion programme. This does not necessarily mean that the reinserion programme is tailored to the needs of both men and women.  
• Having an indicator about whether reinserion programmes have been designed to take into account male and female needs is also a possibility. |
| Number of anti-corruption action plans developed or under implementation | • 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 consider the different conditions or situations of men and women. |
| Evidence of increased capacity of Member States to collect data and monitor trends on drugs and crime | • Measure whether the capacity to collect sex-disaggregated data has been increased. |
| Peer and client satisfaction with surveys and reports | • 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 | • Consider specifically including a component of gender assessment in all national and regional policies and strategies. |
Activities

When exploring different activity options that help to attain the broad objectives and outcomes of the programme or project, consider what possible benefits (financial, human) the option may bring to both men and women (and different groups of men and women) and at what cost. How male and female stakeholders perceive the option in terms of its costs, benefits, acceptability and practicality should also be considered. While many of these considerations may be beyond control or scope of influence, the objective is to propose the best and most gender-equitable project possible.

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

- Are there differences in benefits within groups of men and women based on other identity factors such as age, race, ethnicity, religion, class, ability or sexuality?
- 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 and between groups of men or groups of 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

<table>
<thead>
<tr>
<th>Activity</th>
<th>Gender issues</th>
</tr>
</thead>
</table>
| Awareness-raising/access to information by developing and delivering a public information campaign via the Internet | • The gender assessment might indicate that in the region, while men and women have equal access to free Internet resources, these services are used mostly 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? What cultural norms and attitudes exist that might act as a barrier to women who otherwise might use these services? |
Means of verification

The evidence used as the basis for measuring change for both men and women needs to be indicated. When possible, refer to sources of information containing sex-disaggregated data.

**EXAMPLE**

<table>
<thead>
<tr>
<th>Types of common means of verification</th>
<th>Gender issues</th>
</tr>
</thead>
</table>
| Qualitative surveys and stakeholder interviews |  • 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 sex. |
| Court records and reports |  • Court records, sex-disaggregated where possible. |
| Relevant national government agency records and reports |  • Consider including the national institutions and mechanisms for gender equality such as ministries for gender equality, governmental working groups on gender-related topics, ombudsmen, etc. |
| Reports from civil society organizations |  • Consider including women’s organizations. |

**Assumptions and risks**

In formulating the assumptions and risks, any gender inequalities or barriers to women’s full participation in the programme/project need to be identified. Any risk of increasing gender inequality, imbalances or discrimination to men and/or women or a subgroup within one of the sexes should also be considered. Countermeasures to eliminate or mitigate the impact of identified gendered risks must be able to be created.

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?
- What are the benefits/possible impact on men and women of the project?
III. PROGRAMME ADMINISTRATION AND RESOURCE MOBILIZATION

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. UN-SWAP performance indicator 12, "Equal Representation of Women", states that both women and men should be included in the team. Staff who have demonstrated an understanding of gender should be selected, and there should be collaboration with the Gender Team as well as the Network of Gender Focal Points and Women’s Focal Points. The staff on the formulation team should also be trained in the importance and methodology of gender mainstreaming, and, if required, might consider consulting or hiring gender experts.

**Programme and project staff.** Gender mainstreaming is not the task of one individual person but rather the task of 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 the criterion of “knowledge of gender issues” as either a mandatory or desirable qualification, depending on the nature of the job. 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”. It can be helpful to consult guidelines on the use of gender-inclusive language for drafting job openings. The “commitment to achieving 50/50 gender balance” is part of all United Nations Secretariat job openings under the Special Notice section, which further states that “The United Nations recruits and employs staff regardless of gender identity, sexual orientation, race, religious, cultural and ethnic backgrounds or disabilities”. In addition to this, the job opening could mention that UNODC encourages the recruitment of qualified female candidates. UNODC might want to consider creating an online database that provides the profiles of female professionals working in the areas of expertise of UNODC or in gender issues in general. To further strengthen outreach to qualified female candidates, professional women’s networks and associations within the respective work area could be informed about the job opening. Colleagues from the Human Resources Management Service can be approached for support with additional United Nations-wide outreach channels. That said, keep in mind that an increase in the participation of female professional staff can contribute to gender equality, but it is only one factor and does not necessarily guarantee that the project will be properly gender mainstreamed. Therefore, the staffer should consider whether there is a need to hire a gender expert to be part of the team or to participate in certain activities. Allocating funds for project...
personnel to receive training in gender mainstreaming should also be considered (UN-SWAP 2.0 performance indicator 10 “Financial Resource Allocation”).

**GOOD PRACTICE**

**TERMS OF REFERENCE FOR GENDER SPECIALIST – UNODC REGIONAL CENTRE FOR EAST ASIA AND PACIFIC**

**Duration:** 30 work days  
**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 staff 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.
- 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 Gender Strategy Focal Points, monitoring and evaluation specialists, project beneficiaries and project team members to incorporate the findings of gender analysis into project planning and implementation strategies.
- Develop 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.

**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 outreach work that they can undertake: if a shortage of vehicles forces women extension workers to travel in larger groups than the work requires, human resources are wasted.
B. ALLOCATING RESOURCES AND GENDER-SENSITIVE BUDGETING

When developing a programme/project, bear in mind that any allocated resources to an activity should have benefits for men and women. A gender-sensitive budget approach and tracking method will assist in doing so.

Allocating resources for gender mainstreaming

Gender mainstreaming can involve time and labour. Therefore, funds need to be allocated to ensure gender mainstreaming is being done effectively and systematically. It can require training staff, detailed performance monitoring, disaggregated statistics and gender specialization teams. Resources need to be invested in strengthening institutional support for gender equality, including the development of accountability mechanisms, 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 in ensuring results.

There are currently no UNODC-owned financial tracking mechanisms focusing on gender in place. Umoja Extension 2 (UE2) could provide some functionality to allow for programmatic tagging along a gender marker. UNODC, as part of the United Nations Secretariat, will have to follow organization-wide approaches, towards a financial resource tracking mechanism to quantify disbursement of funds that promote gender equality and women’s empowerment.

For example, UNDP has used the organization’s financial system ATLAS, in order to identify possibilities for enhanced reporting on gender. ATLAS can track both earmarked and integrated allocations and expenditures for gender equality and women’s empowerment through the “fund code”, “service line” and “activity type” elements of the ATLAS classification system. The importance of tracking and allocation of financial resources is reflected in UN-SWAP 2.0 performance indicators 9 “Financial Resource Tracking” and 10 “Financial Resource Allocation”. 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, one 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.
What is a gender-sensitive budget?  

Gender-sensitive budgeting is a means for determining the impact of government or organization revenue and expenditure policies on women and men. It is meant to be a practical application of gender mainstreaming as the realization of the goal of gender equality needs to be supported by appropriate 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 objectively determine the real value of resources targeted at women and men. This can be done by examining expenditures to determine how much is spent on gender-specific activities (targeted at 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 of law enforcement or prosecution services); and how much is spent on mainstreaming activities. The latter is the most difficult due to the lack of gender-disaggregated data and analysis. Gender-sensitive budgets do 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. UNODC uses UMOJA to monitor the implementation of technical assistance projects, in particular the financial expenditures for implementation. Planned changes to UMOJA Extension 2 include introducing gender tagging and the use of gender markers in order to track allocations and expenditure for gender equality and women’s empowerment. Any proposal should be reviewed to ensure that in determining resources allocated to gender mainstreaming/gender equality, it is not only tracking projects that have a focus on women but all gender-oriented programmes. Information on gender allocations is also useful for discussions with Member States during the planning phase, as well as for the negotiation of agreements to fund UNODC programmes and activities. It is important to perform independent and random audits of the marking system to ensure its adequate and coherent application.

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46 For more information on gender markers, see UN-SWAP 2.0 2018 technical guidance on page 84, and IASC (2012) Gender Marker: Analysis of Results and Lessons Learned.
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 full use is being made of both women’s and men’s capacities with regard to the project; use the gender-sensitive indicators, 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 the monitoring report (internal) and project progress reports (external).

- 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.
GOOD PRACTICE

Below are some suggestions for mainstreaming gender into some of the common types of UNODC activities. In addition to this, the Gender Team will establish a UNODC intranet web-based portal on “gender mainstreaming,” which provides a platform for staff to share good practices and lessons learned. This will include case studies as well as serve as a forum for the exchange of experience and discussion. The UNODC website features a section dedicated to gender to showcase relevant technical assistance tools and publications, and information on gender-related outcomes of UNODC work implemented through its global, regional and country programmes.

1. Research, analysis and data collection

If a baseline survey that includes gender aspects 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 its impact 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 and gender-sensitive data
- Applying gender-sensitive survey methodology
- Using participatory techniques that involve both women and men in assessments and discussions
- Ensuring staff are 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 of day.
- 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 away and requires travelling over a certain distance. Furthermore, 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, for example, by exploring other training options.
Another issue that is often faced in training 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 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 them, 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:

- 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?
- Do men and women have different credibility criteria (regarding “authorities,” arguments used, etc.)?
- Do men and women have different values that cause them to respond to certain messages in different ways?
- Use gender-inclusive language and avoid gender stereotypes in words and in photos.

Monitoring annual and semi-annual reports

UNODC monitoring is the responsibility of the project manager and also ensured by the Programme Review Committee, which will include gender expertise. The performance monitoring framework, laid out in the UNODC Handbook on Results-based Management, facilitates the “management for results” approach by providing a structured plan for the collection and use of data during the project or programme implementation. Monitoring the needs and impact of programme or project activities on both women and men is important for gender mainstreaming as this allows for possible adaptation of activities to ensure overall gender-transformative sustainable development results 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 constraints or barriers experienced by women or men.

47 The UNOV/UNODC Strategy for Gender Equality and Empowerment of Women (2018-2021) establishes that the Programme Review Committee of UNODC will include experts on gender to ensure the systematic monitoring of the quality of the integration of gender into programmes and projects submitted for review.
Setting up the monitoring system

- Does the situation analysis/baseline study include analysis of relevant gender concerns?
- Are project indicators and milestones/targets gender-inclusive? 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 and gender-sensitive?
- 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)

- 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?
- 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?

B. RESULTS-BASED REPORTING: INTERNAL AND EXTERNAL

Publications and reporting provide UNODC and project teams with the opportunity to present their work to external stakeholders and the public in a gender-inclusive manner. These reports and publications should reflect the awareness of gender issues and strive to meet the goal of achieving transformative gender-related SDG results.

Effective results-based management requires presenting credible, reliable and balanced information. Quality criteria for results-based management reporting includes: completeness; balance (positives and negatives); consistency; substantiveness and reliability; and clarity. Each of these criteria also integrates gender considerations. An results-based management report is not complete without a full picture of gender-related activities, outputs, outcomes and objectives.

When writing, reviewing or editing any report or publication, keep in mind the following questions:
• Does the report disaggregate data on the basis of sex and/or gender? 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 that 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 they the same for both men and women?

• Does the report feature gender-inclusive 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 inclusive.

Suggestions, subject to the availability of resources:

• Consider the case study of a gender-integrated programme. This could be used internally as well as perhaps as a case study in international conferences, etc.

• Consider promoting the use of electronic media. The use of the Internet and email (email discussion networks, web page resources and “virtual discussions”) can be an efficient and effective way of bridging the communication gap.

• Consult with the Gender Strategy Focal Point and/or the Gender Team. Using 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

A. UNODC EFFORTS AND PROGRESS IN MAINSTREAMING GENDER IN EVALUATIONS

The UNODC Evaluation Policy, as the main guiding document that set forth the principles and organizational framework for evaluation, is aligned with the United Nations Evaluation Group Norms, Standards and Ethical Guidelines. This includes guidance on integrating gender equality in evaluations.

To support mainstreaming gender equality and women’s empowerment throughout UNODC work and specifically in project/programme documents, the Independent Evaluation Section has engaged in thoroughly mainstreaming gender and human rights perspectives into the whole evaluation process. The UNODC Evaluation Handbook provides guidance on all phases of conducting a gender-responsive evaluation. In addition, specific guidance notes on conducting gender-responsive evaluations have been developed and accompanied by supporting templates and tools. Links to these are included below.

B. WHAT IS GENDER-RESPONSIVE EVALUATION?

Gender-responsive evaluations pay attention to the principles of non-discrimination and equality, inclusion and participation as well as fair power relations in two ways: (a) in what is examined in the evaluation, and (b) in how the evaluation itself is carried out.

- **What does a gender-responsive evaluation examine?** Gender-responsive evaluations focus both on the results as well as the project/programme strategies, processes and practices, including gender mainstreaming. Specifically, it examines:
  1. the gender equality issues and relations that are central to the project/programme;
  2. the extent to which the project/programme has integrated a gender perspective (gender mainstreaming) in design, planning, implementation, and monitoring and evaluation;
  3. the progress (or the lack thereof) towards intended results regarding gender equality and women’s empowerment;
  4. the degree to which gender power relations have changed as a result of the project/programme; and,
  5. the way in which the project/programme is responding to and affecting the rights, needs and interests of different stakeholders, including women, men, boys, girls, sexual minorities, people with disabilities, transgender people, etc.

- **How is a gender-responsive evaluation undertaken?** By using mixed, inclusive, respectful and participatory approaches, methods and tools that capture gender equality issues. Gender-responsive evaluations focus on creating spaces for the
diversity stakeholders involved in the project/programme to engage directly in the evaluation and take some ownership over the evaluation process. Specific methodologies and approaches will be developed by the independent evaluation team in consultation the project/programme team and other stakeholders.

C. WHY CONDUCT GENDER-RESPONSIVE EVALUATIONS?

Gender-responsive evaluations are imperative for promoting gender equality and women’s empowerment. Gender-responsive evaluations can help an organization move beyond a box-ticking exercise and towards transformative change, ensuring gender equality and women’s empowerment are mainstreamed into all of its work.

Evaluation is in the position to act as an agent of change by assessing the efforts and opportunities and providing evidence-based information to transform the organization.

Gender-responsive evaluations not only identify inequalities or areas of improvement but offer opportunities, recommendations and support to address those inequalities. They do this by having a clear focus on what is covered by the evaluation and through emphasizing how the evaluation is conducted and what methods are used.

GUIDANCE AND TOOLS FOR PLANNING, IMPLEMENTING AND USING GENDER-RESPONSIVE EVALUATIONS

CHECKLISTS AND ANNEXES
<table>
<thead>
<tr>
<th>Project/programme/programme component</th>
<th>Question</th>
<th>Yes</th>
<th>No*</th>
<th>Partially*</th>
<th>Comments*</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Situation analysis</td>
<td></td>
<td></td>
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<td></td>
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<tr>
<td>The problem</td>
<td>Does the background/context analysis of the project/programme examine:</td>
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<tr>
<td></td>
<td>(a) the different situations of women and men, boys and girls.</td>
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<tr>
<td></td>
<td>If so, what strategies will be implemented to address gender-related</td>
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<td></td>
<td>constraints to tailor the deliverables to meet the needs of both sexes?</td>
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<td></td>
<td>(b) the expected impacts the project/programme will have on the</td>
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<td></td>
<td>different groups?</td>
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<tr>
<td>Counterpart capacity</td>
<td>Are women/gender-focused groups, associations or gender units in</td>
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<td></td>
<td>partner organizations consulted in the project/programme development?</td>
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<tr>
<td>Strategic context</td>
<td>Is the different impact of policies, regional and national strategies</td>
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<tr>
<td></td>
<td>on women and men, boys and girls considered?</td>
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<tr>
<td>Synergies with other projects/programmes</td>
<td>Are lessons learned and best practices on gender equality and</td>
<td></td>
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<tr>
<td></td>
<td>women’s empowerment incorporated? Have key findings and recommendations</td>
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<tr>
<td></td>
<td>emanating from relevant research, other United Nations entities and</td>
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<td></td>
<td>project/programme evaluations been incorporated?</td>
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<tr>
<td>Target groups</td>
<td>Does the project/programme include strategies to reach out/identify the</td>
<td></td>
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<td></td>
<td>underrepresented sex that would benefit from the project/programme?</td>
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<tr>
<td>Gender equality and women’s</td>
<td>Does the project/programme include targeted actions for gender equality</td>
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<tr>
<td>empowerment</td>
<td>and women’s empowerment? Are gender aspects included in non-targeted</td>
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<tr>
<td></td>
<td>actions?</td>
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<tr>
<td>Human rights</td>
<td>Have national and/or international policies on women’s rights been</td>
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<tr>
<td></td>
<td>consulted?</td>
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</tbody>
</table>
## 2. Project/programme description

### Location and duration
Does the project/programme ensure that both women and men can access and participate in project/programme activities (target at least 30 per cent of whichever gender is underrepresented)?

### Logical framework: Engendering the results chain
Are outcomes, outputs and activities designed to meet the different needs and priorities of women and men, boys and girls?

### Logical framework: Guidance for the development of gender-sensitive indicators
Does the results framework include gender-responsive indicators, targets and a baseline to monitor gender equality and women’s empowerment results?

## 3. Project/programme management

### Staffing
Is there gender-balanced recruitment of project/programme personnel and gender-balanced representation in project/programme review committees?

### Budget
Have adequate financial resources been allocated for the proposed gender activities?

### Monitoring and evaluation
Will the project/programme collect and use sex-disaggregated data and qualitative information to analyse, monitor and evaluate its implementation in a gender-sensitive manner?

*Comments are mandatory for each question answered "No" or "Partially".

The UNODC Guidance Note on Gender mainstreaming as well as thematic briefs on entry points for gender can be found at [www.unodc.org/unodc/en/gender/Resources.htm](http://www.unodc.org/unodc/en/gender/Resources.htm)
ANNEX 1.
GLOSSARY ON GENDER-RELATED TERMS

This annex reviews some of the terminology used in the Guidance Note.

**Gender:** "Gender" refers to the roles, behaviours, activities and attributes that a given society at a given time considers appropriate for men and women. In addition to the social attributes and opportunities associated with being male and female, and the relationships between women and men and girls and boys, "gender" also refers to the relations between women and men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context- and/or time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies, there are differences and inequalities between women and men in responsibilities assigned, activities undertaken and access to and control over resources and decision-making opportunities. Gender is part of the broader sociocultural context, as are other important criteria for sociocultural analysis, such as class, race, poverty level, ethnic group, sexual orientation and age.

**Gender analysis:** Gender analysis is a critical examination of how differences in gender roles, activities, needs, opportunities, rights and entitlements affect men, women, girls and boys in certain situations or contexts. Gender analysis examines the relationships between females and males and their access to and control of resources and the constraints they face relative to each other. A gender analysis should be integrated into all sector assessments or situational analyses to ensure that gender-based injustices and inequalities are not exacerbated by interventions and that, where possible, greater equality and justice in gender relations are promoted. 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

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1 The definitions in this annex are based on those contained in the Gender Equality Glossary of the Training Centre of the United Nations Entity for Gender Equality and the Empowerment of Women. It should be noted that definitions differ in different United Nations and government usage.
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.

**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.

**Gender blindness:** Gender blindness is the failure to recognize that the roles and responsibilities of men and boys and women and girls are given to them in and against specific social, cultural, economic and political contexts and backgrounds. Projects, programmes, policies and attitudes that are gender-blind do not take into account these different roles and diverse needs, maintain the status quo and will not help transform the unequal structure of gender relations.

**Gender equality:** “Gender equality” refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women’s issue; it should concern and fully engage men as well as women. Equality between women and men is seen as both a human rights issue and a precondition for, and indicator of, sustainable, people-centred development.

**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.

**Gender identity:** Gender identity refers to a person’s innate, deeply felt internal and individual experience of gender, which may or may not correspond to the person’s physiology or designated sex at birth. It includes both the personal sense of the body, which may involve, if freely chosen, modification of bodily appearance or function by medical, surgical, or other means, and other expressions of gender, including dress, speech and mannerisms.

**Gender mainstreaming:** Gender mainstreaming is the chosen approach of the United Nations system and international community towards realizing progress on women’s and girl’s rights, as a subset of the human rights to which the United Nations is dedicated. It is not a goal or objective on its own; it is a strategy for implementing greater
equality for women and girls in relation to men and boys. 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. In 1997, the United Nations system adopted the strategy of gender mainstreaming as a means of attaining gender equality [ECOSOC resolution 1997/2].

**Gender-neutral, gender-sensitive and gender-transformative:** The primary objective behind gender mainstreaming is to design and implement development projects, programs and policies that:

- Do not reinforce existing gender inequalities (Gender-neutral)
- Attempt to redress existing gender inequalities (Gender-sensitive)
- Attempt to redefine women and men’s gender roles and relations (Gender-positive/transformative)

**Gender norms:** Gender norms are ideas about how men and women should be and should act. People internalize and learn these “rules” early in life, which sets up a life cycle of gender socialization and stereotyping. Put another way, gender norms are the standards and expectations to which gender identity generally conforms, within a range that defines a particular society, culture and community at that point in time.

**Gender parity:** “Gender parity” is another term for the equal representation of women and men in a given area, for example, gender parity in organizational leadership or higher education. Working towards gender parity (equal representation) is a key part of achieving gender equality, and is one of the twin strategies, alongside gender mainstreaming.

“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 and the impact of gender on people’s opportunities, social roles and interactions. This way of seeing is what enables one to carry out gender analysis and subsequently to mainstream a gender perspective into any proposed programme, policy or organization.

**Gender relations:** Gender relations are the specific subset of social relations uniting men and women as social groups in a particular community, including how power and access to and control over resources are distributed between sexes. Gender relations intersect with all other influences on social relations – age, ethnicity, race, religion – to determine the position and identity of people in a social group. Since gender relations are a social construct, they can be transformed over time to become more equitable.
Gender-responsive: A policy or programme that considers gender norms, roles and inequality, with measures taken to actively reduce their harmful effects.

Gender-responsive budgeting: Gender-responsive budgeting is a method of determining the extent to which government expenditure has detracted from or come nearer to the goal of gender equality. A gender-responsive budget is not a separate budget for women, but rather a tool that analyses budget allocations, public spending and taxation from a gender perspective and can be subsequently used to advocate for reallocation of budget line items to better respond to women’s priorities as well as men’s, making them, as the name suggests, gender-responsive.

Gender roles: Gender roles refer to social and behavioural norms that, within a specific culture, are widely considered to be socially appropriate for individuals of a specific sex. These often determine the traditional responsibilities and tasks assigned to men, women, boys and girls. Gender-specific roles are often conditioned by household structure, access to resources, specific impacts of the global economy, occurrence of conflict or disaster, and other locally relevant factors such as ecological conditions. Like gender itself, gender roles can evolve over time, in particular through the empowerment of women and transformation of masculinities.

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. UN-SWAP 2.0 provides a series of 17 gender-related performance indicators that were drawn from to develop the 14 strategic performance areas laid out in the UNODC Gender Equality Strategy.

Gender stereotypes: are simplistic generalizations about the gender attributes, differences and roles of women and men. Stereotypical characteristics about men are that they are competitive, acquisitive, autonomous, independent, confrontational, concerned about private good. Parallel stereotypes about women hold that they are cooperative, nurturing, caring, connecting, group-oriented, concerned about public goods. Stereotypes are often used to justify gender discrimination more broadly and can be reflected and reinforced by traditional and modern theories, laws and institutional practices. Messages reinforcing gender stereotypes and the idea that women are inferior come in a variety of “packages” – from songs and advertising to traditional proverbs.

Sex (biological sex): The physical and biological characteristics that distinguish males and females.

Sex-disaggregated data: Sex-disaggregated data are data that are cross-classified by sex, presenting information separately for men and women, boys and girls. Sometimes referred to as gender-disaggregated data, sex-disaggregated data reflect roles, real
situations, general conditions of women and men, girls and boys in every aspect of society. For instance, the literacy rate, education levels, business ownership, employment, wage differences, dependents, house and land ownership, loans and credit and debts. When data are not disaggregated by sex, it is more difficult to identify real and potential inequalities. Sex-disaggregated data are necessary for effective gender analysis.

**Temporary special measures:** This term refers to actions aimed at accelerating de facto equality between women and men that may, in the short term, favour women. Other terms that are often used to refer to such “special measures” in their corrective, compensatory and promotional sense are the terms “affirmative action”, “positive action”, “positive measures”, “reverse discrimination” and “positive discrimination”. However, the preferred term within the United Nations system is “temporary special measures”. Article 4, paragraph 1, of the Convention on the Elimination of All Forms of Discrimination against Women states that: “Adoption by States parties of temporary special measures aimed at accelerating de facto equality between men and women shall not be considered discrimination as defined in the present Convention, but shall in no way entail as a consequence the maintenance of unequal or separate standards; these measures shall be discontinued when the objectives of equality of opportunity and treatment have been achieved.”

The concept consists of three parts:

- **Temporary:** Such measures should not be deemed necessary forever, even though the meaning of “temporary” may, in fact, result in the application of such measures for a long period of time. Temporary special measures must be discontinued when their desired results have been achieved and sustained for a period of time.

- **Special:** The term “special”, although in conformity with human rights discourse, also needs to be carefully explained. Its use sometimes casts women and other groups who are subject to discrimination as weak, vulnerable and in need of extra or “special” measures in order to participate or compete in society. However, the real meaning of “special” in the formulation of article 4, paragraph 1, of the Convention on the Elimination of All Forms of Discrimination against Women is that the measures are designed to serve a specific goal.

- **Measures:** The term “measures” encompasses a wide variety of legislative, executive, administrative and other regulatory instruments, policies and practices, such as outreach or support programmes, allocation and/or reallocation of resources, preferential treatment, targeted recruitment, hiring and promotion, numerical goals connected with time frames, and quota systems. The choice of a particular measure will depend on the context in which article 4, paragraph 1, is applied and on the specific goal it is aimed at achieving.

For further information on the application and approach to temporary special measures, see the section on Special Measures (starting page 21) of the *System-wide Strategy on Gender Parity*[^2] (2017).
ANNEX 2.
UN-SWAP 2.0 PERFORMANCE INDICATORS

*not directly captured in the Strategic Plan
# ANNEX 3.

## UNOV/UNODC GENDER EQUALITY STRATEGY PERFORMANCE INDICATOR TARGETS

<table>
<thead>
<tr>
<th>Strategic performance areas</th>
<th>2019 target</th>
<th>2021 target</th>
</tr>
</thead>
<tbody>
<tr>
<td>A.1 Commit to defining and supporting gender-related Sustainable Development Goal results in strategic planning</td>
<td>Approaches requirements</td>
<td>Meets requirements</td>
</tr>
<tr>
<td>A.2 Report on gender-related results</td>
<td>Approaches requirements</td>
<td>Meets requirements</td>
</tr>
<tr>
<td>A.3 Deliver programmatic results on gender equality and the empowerment of women</td>
<td>Approaches requirements</td>
<td>Exceeds requirements</td>
</tr>
<tr>
<td>A.4 Evaluate performance in a gender-responsive manner and evaluate gender equality-targeted performance in particular</td>
<td>Meets requirements</td>
<td>Meets requirements</td>
</tr>
<tr>
<td>B.1 Develop and keep up to date the UNOV/UNODC Gender Equality Strategy and develop an action plan for gender equality and the empowerment of women</td>
<td>Exceeds requirements</td>
<td>Exceeds requirements</td>
</tr>
<tr>
<td>B.2 Provide the leadership required to enable implementation of the UNOV/UNODC Gender Equality Strategy and action plan</td>
<td>Meets requirements</td>
<td>Exceeds requirements</td>
</tr>
<tr>
<td>B.3 Deliver gender-responsive performance management</td>
<td>Meets requirements</td>
<td>Exceeds requirements</td>
</tr>
<tr>
<td>B.4 Work towards the adoption of a financial resource tracking and allocation mechanism</td>
<td>Missing</td>
<td>Meets requirements</td>
</tr>
<tr>
<td>B.5 Establish a gender architecture</td>
<td>Meets requirements</td>
<td>Meets requirements</td>
</tr>
<tr>
<td>B.6 Attain and sustain gender parity in UNOV/UNODC</td>
<td>Meets requirements</td>
<td>Exceeds requirements</td>
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<tr>
<td>B.7 Take steps to ensure an enabling organizational culture</td>
<td>Approaches requirements</td>
<td>Exceeds requirements</td>
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<tr>
<td>B.8 Build staff capacity for gender equality and the empowerment of women</td>
<td>Meets requirements</td>
<td>Meets requirements</td>
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<tr>
<td>B.9 Build and communicate knowledge of mandates and expertise with regard to gender equality and the empowerment of women</td>
<td>Meets requirements</td>
<td>Exceeds requirements</td>
</tr>
<tr>
<td>B.10 Contribute to inter-agency coherence with regard to gender equality and the empowerment of women</td>
<td>Approaches requirements</td>
<td>Exceeds requirements</td>
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</table>