

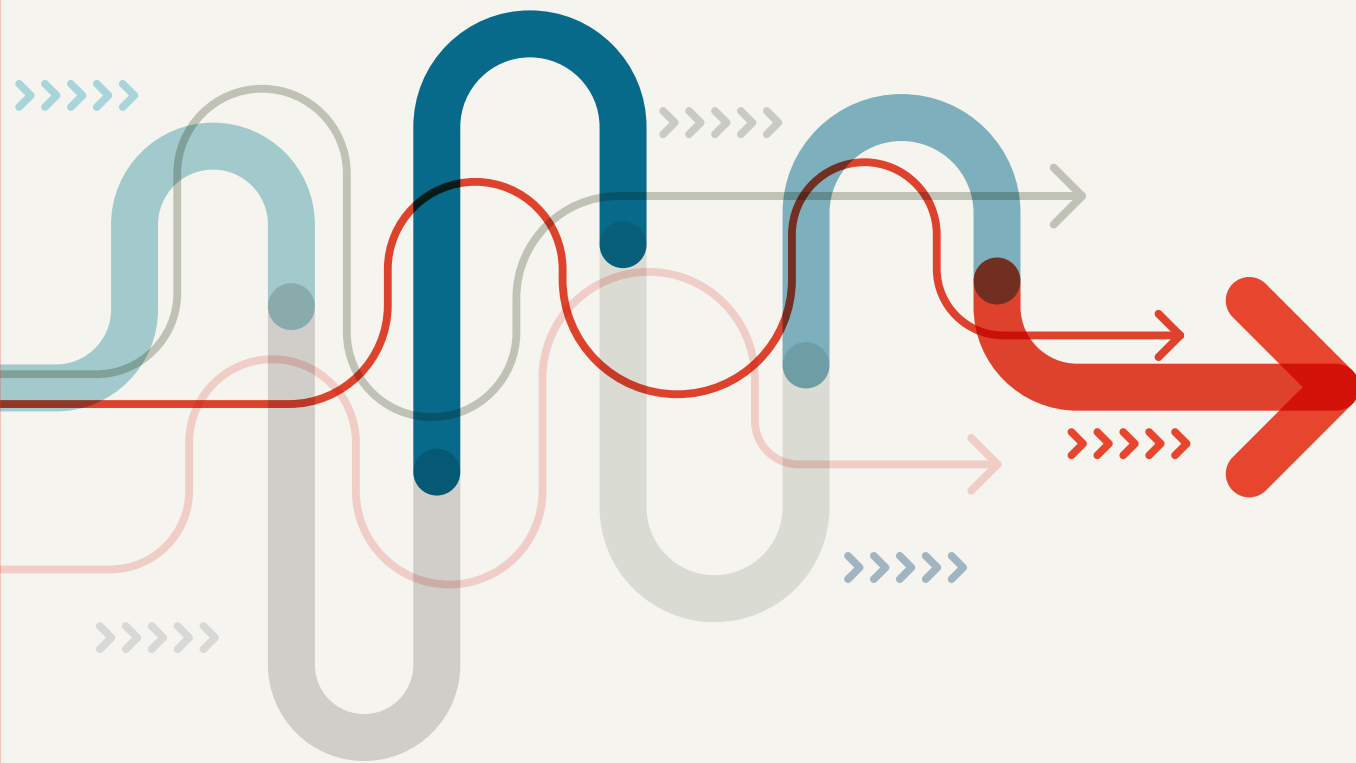


**UNODC**

United Nations Office on Drugs and Crime

# CHARTING A PATH FOR GENDER EFFORTS

Insights and recommendations  
from a desk review and the  
Gender Equality Forum 2021





UNITED NATIONS OFFICE ON DRUGS AND CRIME

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UNITED NATIONS  
Vienna, 2022

## ACKNOWLEDGEMENTS

The development of this publication was an organization-wide effort led by the Gender Team in the Office of the Director General/Executive Director of the United Nations Office in Vienna (UNOV) and United Nations Office on Drugs and Crime (UNODC) following the 2021 UNODC Gender Equality Forum. The following persons were instrumental in the development and production of this document, either through their participation in the 2021 UNODC Gender Equality Forum or through direct inputs provided to the Gender Team:

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UNODC gratefully acknowledges the support from the Government of Ireland in funding the Forum and the subsequent publication, as well as its continued support to gender equality and women's empowerment within UNOV/UNODC.



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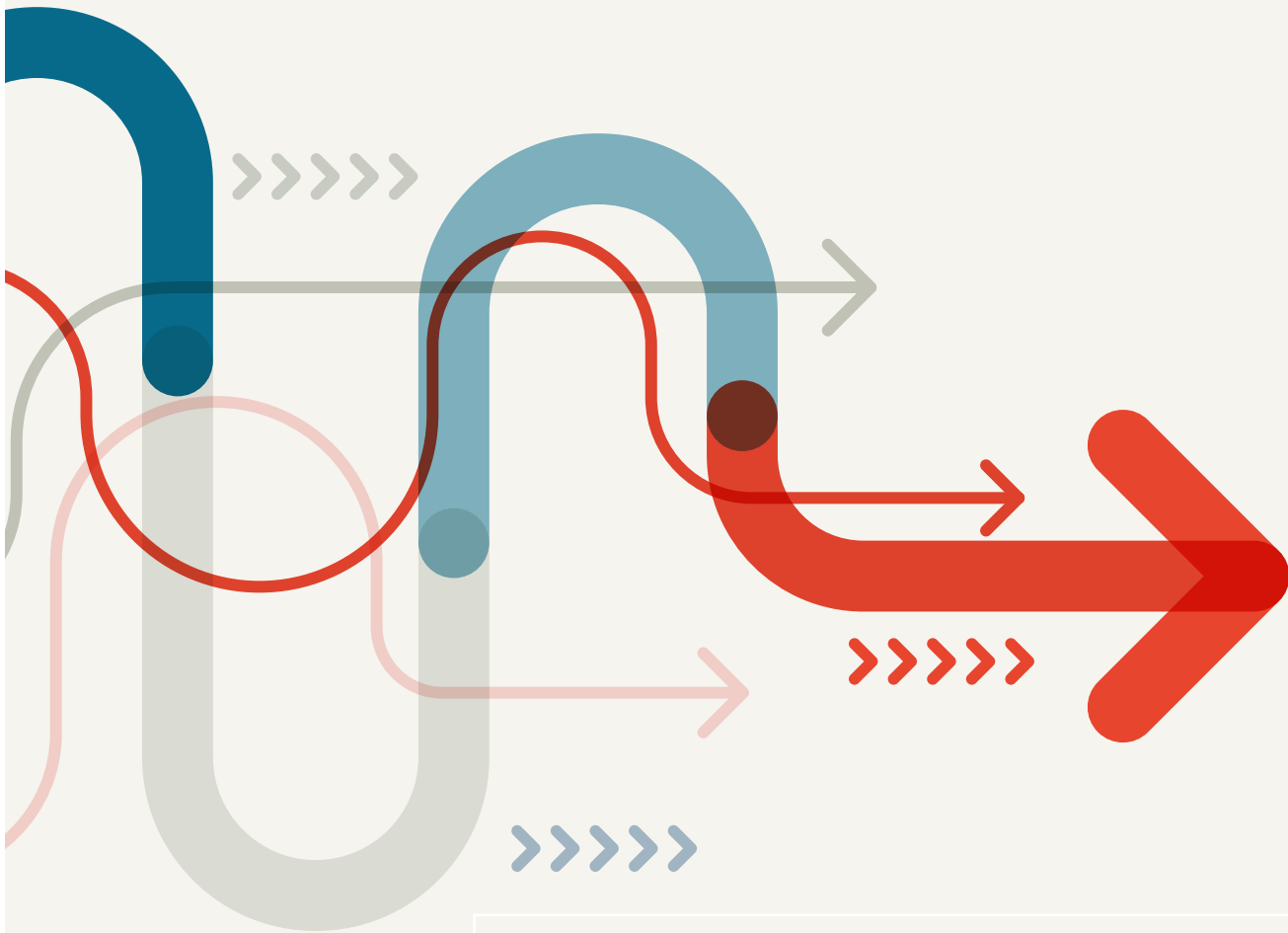
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Publishing production: English, Publishing and Library Section, United Nations Office at Vienna.

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**WHAT AND WHY**

## INTRODUCTION

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Gender equality and the empowerment of women are universally agreed-upon objectives deriving from the Charter of the United Nations, in which the equal rights of all individuals, regardless of sex and gender, are unequivocally affirmed. Those objectives have been reaffirmed in a number of commitments made in the Convention on the Elimination of all Forms of Discrimination against Women, adopted in 1979, the Beijing Declaration and Platform for Action of 1995, various resolutions and decisions of the General Assembly, the Security Council, the Economic and Social Council and the Commission on the Status of Women, and in the goals set out in the 2030 Agenda for Sustainable Development. Sustainable Development Goal 5 (to achieve gender equality and empower all women and girls) represents an overarching and long-term development goal, to be achieved on the programmatic side through gender mainstreaming in the design, implementation, monitoring and evaluation of all United Nations policies and programmes. International obligations relating to gender equality and the empowerment of women are enshrined in key policy documents and various accountability frameworks that contain international standards for the fulfilment of those obligations.

The United Nations Office on Drugs and Crime (UNODC) plays its part in furthering global measures for sustainable development, peace, security and human rights through its mission of making the world safer from drugs, crime, corruption and terrorism and by working for and with Member States. With various resolutions adopted by the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice, and with the launch of the UNODC Strategy 2021–2025, the Office is equipped with a road map to deliver results effectively and with accountability, boosting its support to Member States in building just, inclusive and resilient societies that leave no one behind. The Strategy underscores the Office's commitment to human rights, gender equality and the empowerment of women, as well as to the protection and advancement of children and youth. It lays out a people-centred approach to achieving sustainable improvements in the lives of the most vulnerable and has informed the development of various regional strategies, including the UNODC Strategic Vision for Africa 2030, the Strategic Vision for Latin America and the Caribbean 2022-2025 and subsequent UNODC regional strategies, which are designed to address national priorities and gaps in meeting the Sustainable Development Goals.

Enhancing those efforts, and in complying with the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP 2.0), the Strategy for Gender Equality and the Empowerment of Women (2018–2021) of the United Nations Office at Vienna and UNODC has established institutional commitments and priority areas for the achievement of gender equality and the empowerment of women. Through that Strategy, UNODC has taken further strides in strengthening the delivery of global results. Significant progress has been made in mainstreaming gender into the areas of anti-corruption activities, criminal justice and countering organized crime, for which UNODC bears a vital responsibility as guardian of the United Nations Convention against Transnational Organized Crime and the Protocols thereto.

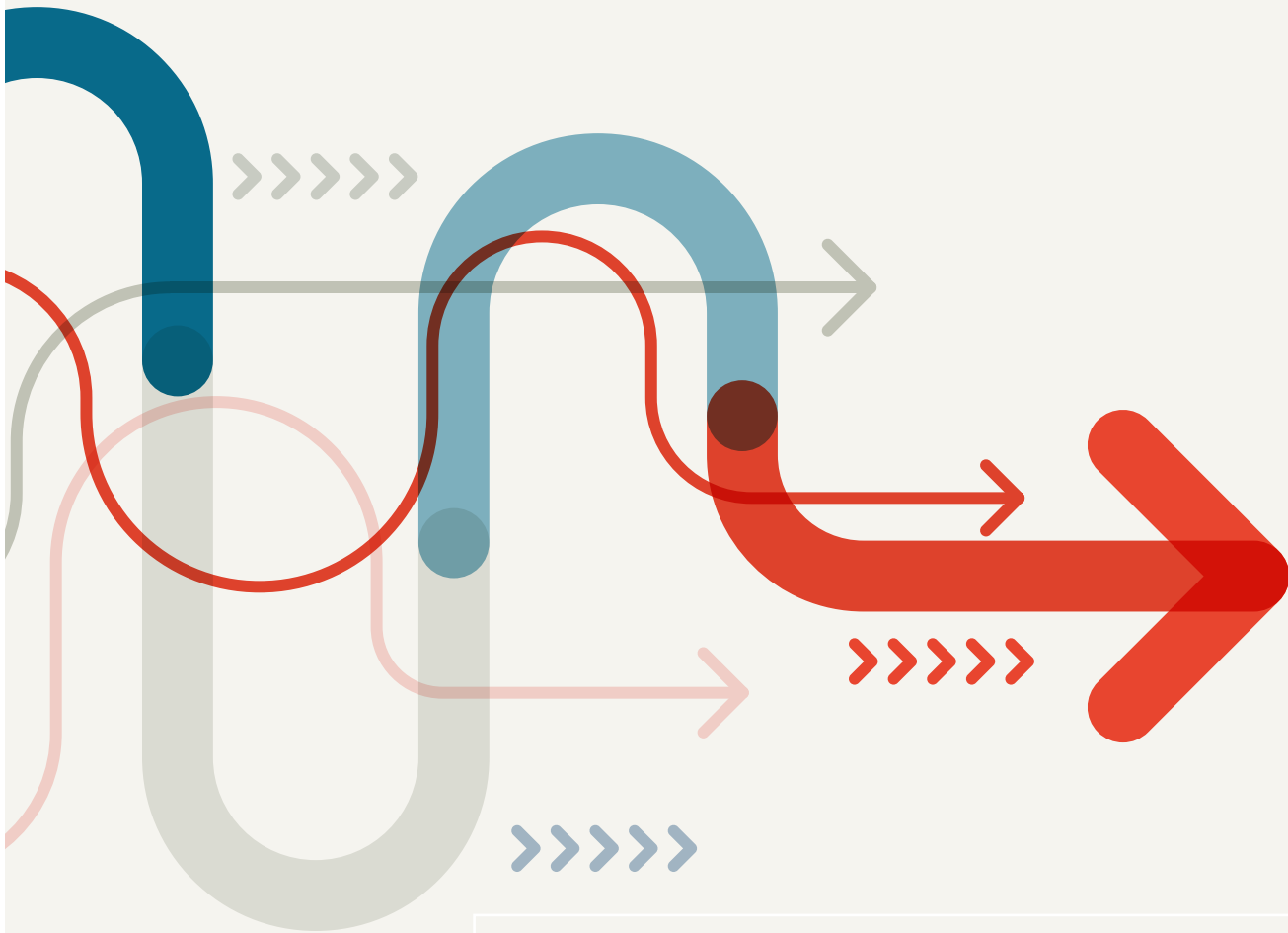
To further enhance those results, a new gender strategy for the period 2022–2026 is taking shape. The purpose of the present publication is to contribute to the development of the new strategy by identifying areas where progress has been made, sharing promising practices and proposing actionable recommendations. The recommendations are based on a combination of desk research and input from the 2021 Gender Equality Forum, which was held from 22 to 24 June 2021 to support the gender-responsive implementation of the UNODC Strategy 2021–2025 and the 2030 Agenda and to discuss the future of gender equality<sup>1</sup> and women’s empowerment in the areas of preventing and combating corruption, law enforcement and criminal justice, and countering transnational organized crime.

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<sup>1</sup>In view of the constantly evolving discourse on sex and gender, and in an effort to transcend binary and exclusionary thinking, the term “gender equality” as used in the present publication is understood as applying to all individuals, including persons who are lesbian, gay, bisexual, transgender, intersex, queer or who have other sexual orientations or gender identities (LGBTIQ+), all of whom are entitled to enjoy the same rights as others without discrimination.







**IN A NUTSHELL**

## EXECUTIVE SUMMARY

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The recommendations set out below are intended to draw on the aggregate capacity of all stakeholders – individuals, communities and institutions – to contribute meaningfully to global processes of sustainable development. In seeking to remedy instances of gender indifference and exclusion, both past and present, leaders and policymakers are invited to use an intersectional approach that is consistent with a framework of mutual empowerment and to consider their local or regional context when doing so.

### GENERAL RECOMMENDATIONS AND POINTS FOR ACTION

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- The presence of women must be increased in decision-making and at managerial levels with key responsibilities for the development of policies and strategies.
- Institutional capacity-building measures on gender equality and the empowerment of women must be developed for both men and women at all professional levels.
- Recruitment strategies must ensure (gender) diversity, enhance retention, provide equity in career progression and provide safe work environments across all genders and backgrounds.
- Principled action on gender equality and the empowerment of women must become a basic institutional norm and expectation, thereby transforming institutional culture.
- Institutional environments must consider the needs of women and reflect the qualities, experiences and perspectives they bring to problem-solving and decision-making.
- Quantitative and qualitative data disaggregated by sex and intersectional factors must be collected and flow into the design of various interventions, laws and policies.
- Adequate funds and resources must be allocated for institutional capacity-building measures, recruitment strategies, educational measures, awareness-raising efforts, partnerships and data collection.

- The impact of the coronavirus disease (COVID-19) pandemic requires additional resources and policies to boost public awareness and outreach, develop innovative reporting mechanisms, expand housing and shelter options, ensure adequate health sector responses, foster economic independence, support access to law enforcement and judicial interventions, and advance monitoring and evaluation efforts.

### **CORRUPTION:** key recommendations and points for action

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- It is vital to recognize the disproportionate effects of corruption on women and girls and other disadvantaged groups.
- Data must be gathered to develop context-specific, evidence-based policy and legislative frameworks that address the nexus of gender and corruption. Relevant organizations and authorities must collect and make available data that are disaggregated by sex and that reflect the nature and types of corruption offences.
- Women must be empowered to become active agents of change in the fight against corruption through dedicated empowerment programmes.
- Reporting mechanisms must be reliable, gender-sensitive and accessible and protect the identity of those who come forward, especially those reporting abuse by authorities.

### **LAW ENFORCEMENT AND CRIMINAL JUSTICE:** key recommendations and points for action

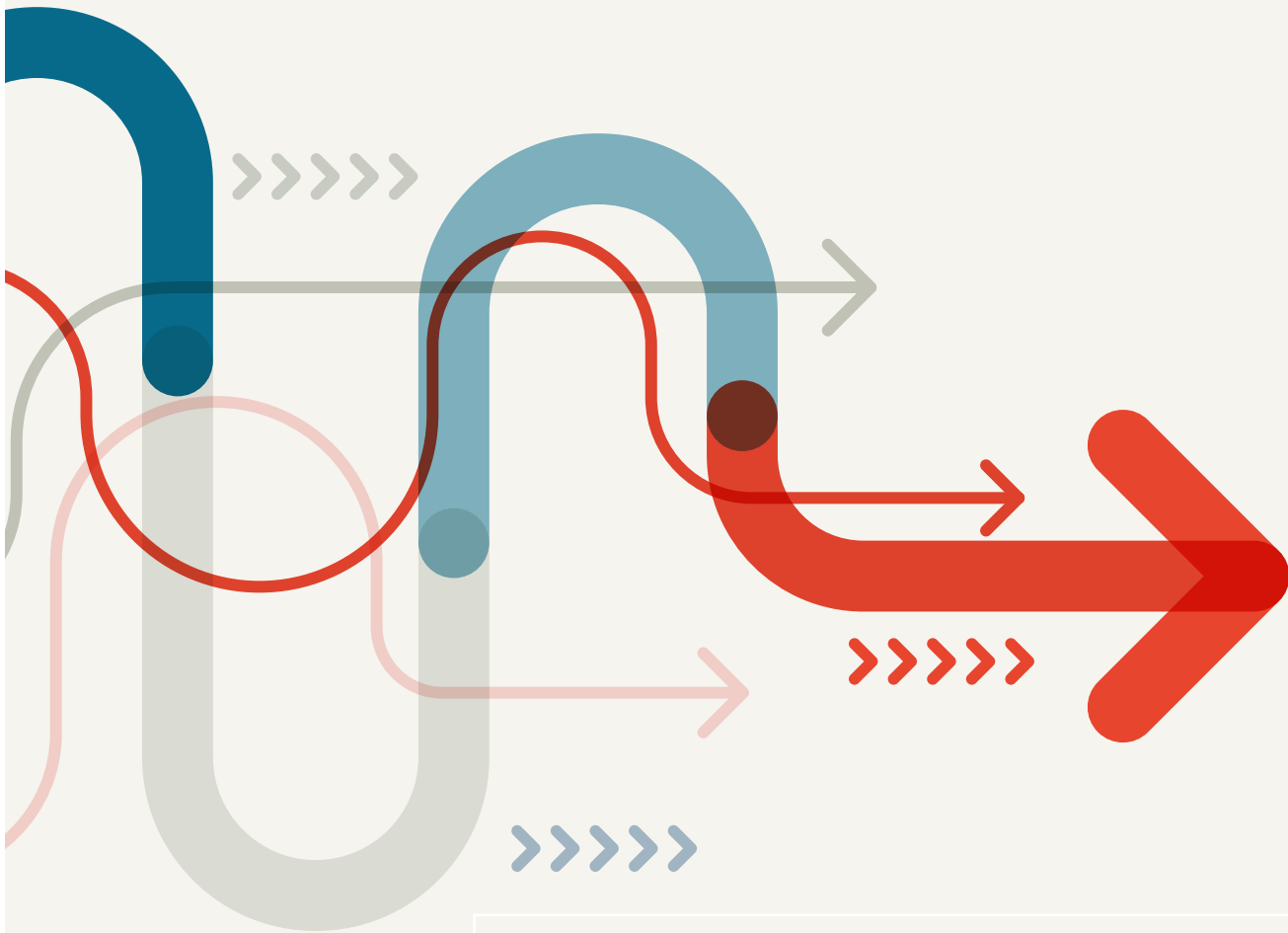
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- States must adopt clear and precise definitions of gender-based violence, including sexual and physical violence, threats, intimidation, coercion, stalking, technology-facilitated violence and humiliating verbal abuse.
- Sustainable and meaningful responses to gender-based violence must be survivor- and victim-centred and include strong responses, interventions and prevention measures.
- Police and civil society organizations should work together to ensure that first points of contact with victims are effective.
- Where possible, law enforcement and criminal justice officers should focus on prevention measures that move beyond the idea of deterrents and are geared towards changing harmful social norms.
- Appropriate counselling, social services and health and treatment centres should be provided and reforms in housing law should be implemented for survivors and victims of gender-based violence.
- National statistical offices can be helpful partners in revealing the effectiveness of referrals between systems of response (e.g. health sector, social services, justice and law enforcement).

## **TRANSNATIONAL ORGANIZED CRIME:** key recommendations and points for action

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- Laws, policies and interventions should account for factors such as ethnicity, religion, age, sexual orientation, gender identity and class in producing limited life choices for perpetrators and victims alike.
- Without jeopardizing a victim-centred approach, the categories of perpetrators and victims should be seen as fluid and in some cases simultaneous, as perpetrators can be (former) victims and victims can become perpetrators of organized crime.
- An intersectional, sex-disaggregated approach to data collection should inform context-specific, evidence-based policy and legislation and should account for the compounded social injustices that cause perpetrators to commit crimes and the ways in which victims are affected by them.
- It is crucial to design specific gender-sensitive interventions that prevent the recruitment and exploitation of children by organized criminal groups and that help to socially reintegrate victims, ensuring that children and adolescents are free from fear, indignity and stigmatization.



**PAVING THE WAY**

## METHODOLOGY AND CONCEPTUAL FRAMEWORK

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### METHODOLOGY

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The present publication was drafted through a mixed-methods process that included a desk review and analysis of research relevant to the activities of UNODC, as well as various policy documents and accountability frameworks pertaining to gender and the Office's mandate areas.<sup>2</sup> What emerged from the review is a conceptual framework that highlights priority areas and paves the way for a set of recommendations. The recommendations were further developed and refined through input shared by an expert panel consisting of participants in the UNODC Gender Equality Forum held in 2021.

### CONCEPTUAL FRAMEWORK

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A deeper understanding of the nexus where current efforts of the United Nations relating to gender equality intersect with the mandate of UNODC and its gender strategy can be found by considering key documents, resolutions and strategies, in particular *25 Years after Beijing: A Review of the UN System's Support for the Implementation of the Platform for Action, 2014–2019*, the UNODC Strategy 2021–2025 and the UNODC Strategy for Gender Equality and the Empowerment of Women (2018–2021).

What follows is a brief overview of each of those purposively sampled documents and a table charting certain themes that they highlight, as well as the cross-cutting priority areas that emerge.

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<sup>2</sup>See the references section, in particular the United Nations-specific desk review documents.

## 25 Years after Beijing: A Review of the UN System's Support for the Implementation of the Platform for Action, 2014–2019

Guided by seminal normative documents, declarations and resolutions, Member States have regularly assessed progress, identified gaps and challenges and provided recommendations towards achieving gender equality and the empowerment of women. In 2019, on the twenty-fifth anniversary of the adoption of the Beijing Declaration and Platform for Action, the United Nations Inter-Agency Network on Women and Gender Equality published a review of the United Nations system's support for the implementation of its goals. The publication highlights some key achievements, shortfalls and focus areas that are vital to the overall achievement of Sustainable Development Goal 5.

## UNODC Strategy 2021–2025

Together with its partners, UNODC seeks to deploy innovative methods, leverage new technologies and create an organizational culture based on trust, respect and accountability while identifying concrete actions for its mandated focus areas, including its work relating to the world drug problem, organized crime, corruption and economic crime, terrorism, and crime prevention and criminal justice.

## UNODC Strategy for Gender Equality and the Empowerment of Women (2018–2021)

This strategy document establishes the first institutional framework on gender equality for UNODC and provides a systematic frame of reference that sets institutional standards and defines commitments on gender equality and the empowerment of women. One of the goals of the Strategy is to strengthen the delivery of global results related to gender equality and the empowerment of women through UNODC activities. It contains specific gender-related Sustainable Development Goal targets and results for various mandate areas.

The table below shows the cross-cutting priority areas that served as the thematic substance for the recommendations and provided a matrix for the various questions explored by the panellists and moderators at the Gender Equality Forum 2021.



**FOCUS AREAS**

25 Years after Beijing	UNODC Strategy 2021–2025	UNODC Strategy for Gender Equality and the Empowerment of Women (2018–2021)	Cross-cutting focus areas
Participation of women in all spheres of public life and decision-making	Transforming organizational culture	<p>Seeking better opportunities for women in programmes such as the Global Programme on Cybercrime</p> <p>Equal representation of women</p> <p>An organizational culture that promotes gender equality</p> <p>Leadership where senior managers internally champion gender equality and the empowerment of women</p>	<p>Women in leadership, decision-making and problem-solving</p> <p>Institutional gender quotas</p> <p>Transformation of (organizational) culture</p>
Ending violence against women	<p>Improved investigation, prosecution and assistance to victims</p> <p>Strengthened access to justice for all, in particular the most vulnerable</p> <p>Effective community- and knowledge-based crime prevention</p> <p>Better prevention of violence and increased access to gender-responsive justice</p> <p>Reforms to ensure safe and humane custody of prisoners</p>	<p>Developing and supporting activities to address discrimination against women and girls (e.g. against prisoners and offenders through the Global Programme on Addressing Prison Challenges or the Global Programme on Violence against Children in the Field of Crime Prevention and Criminal Justice), including a specific focus on the different needs of women and men and girls and boys to address gender-based discrimination</p>	<p>Responsive, gender-sensitive systems and mechanisms</p> <p>Training, capacity-building, education and awareness-raising</p>
Economic empowerment of women	<p>Effective legal, policy and institutional frameworks</p> <p>Economic empowerment of women</p>	<p>Educational initiatives aimed at defying gender stereotypes and adopting a gender-sensitive approach to the study of organized crime (e.g. Education for Justice)</p> <p>Capacity development and training</p> <p>Knowledge and communication</p> <p>Gender equality and women’s empowerment policy (or an equivalent policy)</p>	<p>Systematic empowerment of women</p> <p>Adequate policy and legislation</p> <p>Access to education</p>

**FOCUS AREAS** *(continued)*

25 Years after Beijing	UNODC Strategy 2021–2025	UNODC Strategy for Gender Equality and the Empowerment of Women (2018–2021)	Cross-cutting focus areas
Gender data and statistics	<p>Greater and more timely analysis and monitoring of trends</p> <p>Stronger research, evidence-based policies and data analysis</p>	<p>Collecting case law from different countries through knowledge management portals (e.g. Sharing Electronic Resources and Laws on Crime (SHERLOC)) to highlight the different roles of women in organized crime</p> <p>Capacity assessment</p> <p>Gender-responsive performance management</p> <p>Regular audits</p> <p>Evaluations</p>	<p>Sex-disaggregated, intersectional data</p> <p>Regular evaluations</p>
Leveraging technology for gender equality	Better (technological) responses to cybercrime		Accessing and leveraging technology
Intersecting forms of discrimination and marginalization	Integrating human rights and the principles of non-discrimination, participation and inclusion	<p>Gender-responsive approaches</p> <p>Targeted approaches to gender mainstreaming and gender equality</p>	Gender mainstreaming and targeted action
Financing for gender equality	<p>Implementation of recommendations from review mechanisms</p> <p>Resource mobilization</p>	<p>Financial resource tracking</p> <p>Financial resource allocation</p> <p>Stable gender architecture</p>	Resource allocation
Partnerships for gender equality	<p>Partnerships</p> <p>Increased cooperation between institutions at all levels</p>	<p>Supporting various partners through projects (e.g. the global programme entitled “Support to the work of the Conference of the Parties to the United Nations Convention against Transnational Organized Crime”) in accordance with the rule of law and in a gender-responsive manner</p> <p>Coherence and participation in inter-agency coordination mechanisms on gender equality and the empowerment of women</p>	Effective partnerships

## Gender Equality Forum 2021

The Gender Team in the Office of the Executive Director of UNODC, with support from the Government of Ireland, organized the Gender Equality Forum, an online conference that was held from 22 to 24 June 2021 and that brought together 15 panellists and 3 moderators<sup>3</sup> from United Nations agencies, Member States, academia and civil society organizations, as well as hundreds of international participants. The aim of the conference was to explore actionable ideas on how to mainstream gender into the mandate areas of UNODC, in particular anti-corruption activities, law enforcement and criminal justice, and countering transnational organized crime. Together, and guided by questions on the cross-cutting priority areas emerging from the desk review,<sup>4</sup> the experts and practitioners attending the Forum shared and discussed experiences, promising practices and perspectives from their diverse sectors and regions. An overview of the panel discussions held at the Forum is provided below.

### *Panel discussion 1: The gender dimensions of corruption*

In the light of the political declaration adopted by the General Assembly at its special session against corruption, entitled “Our common commitment to effectively addressing challenges and implementing measures to prevent and combat corruption and strengthen international cooperation”,<sup>5</sup> which calls for improving the understanding of the linkages between gender and corruption, this panel explored the importance of gender mainstreaming in anti-corruption legislation and policies. The panellists considered the importance of engaging women, discussed bottom-up approaches to reducing corruption and shared promising practices and lessons learned from Member States.

### *Panel discussion 2: The gender dimensions of criminal justice*

On the basis of a resolution on law enforcement and criminal justice responses to gender-based violence,<sup>6</sup> this panel discussed challenges and gaps in the rule of law and equal access to justice and their impact on women and girls, in particular during the COVID-19 pandemic and beyond. The panel reflected on the many forms of gender-based violence, criminal justice responses to this form of violence and the role education can play in its prevention at both the international and local levels.

### *Panel discussion 3: The gender dimensions of combating transnational organized crime*

Within the scope of the Organized Crime Convention, this panel considered underexplored areas of the theme, as captured in the forthcoming issue paper on organized crime and gender justice prepared by UNODC in 2021, which focuses on a selection of gender issues relating to the Convention. The panellists shared experiences in relation to existing and new laws and policies and reflected on the importance of an intersectional approach to combating organized crime, including the role of understandings of masculinity.<sup>7</sup>

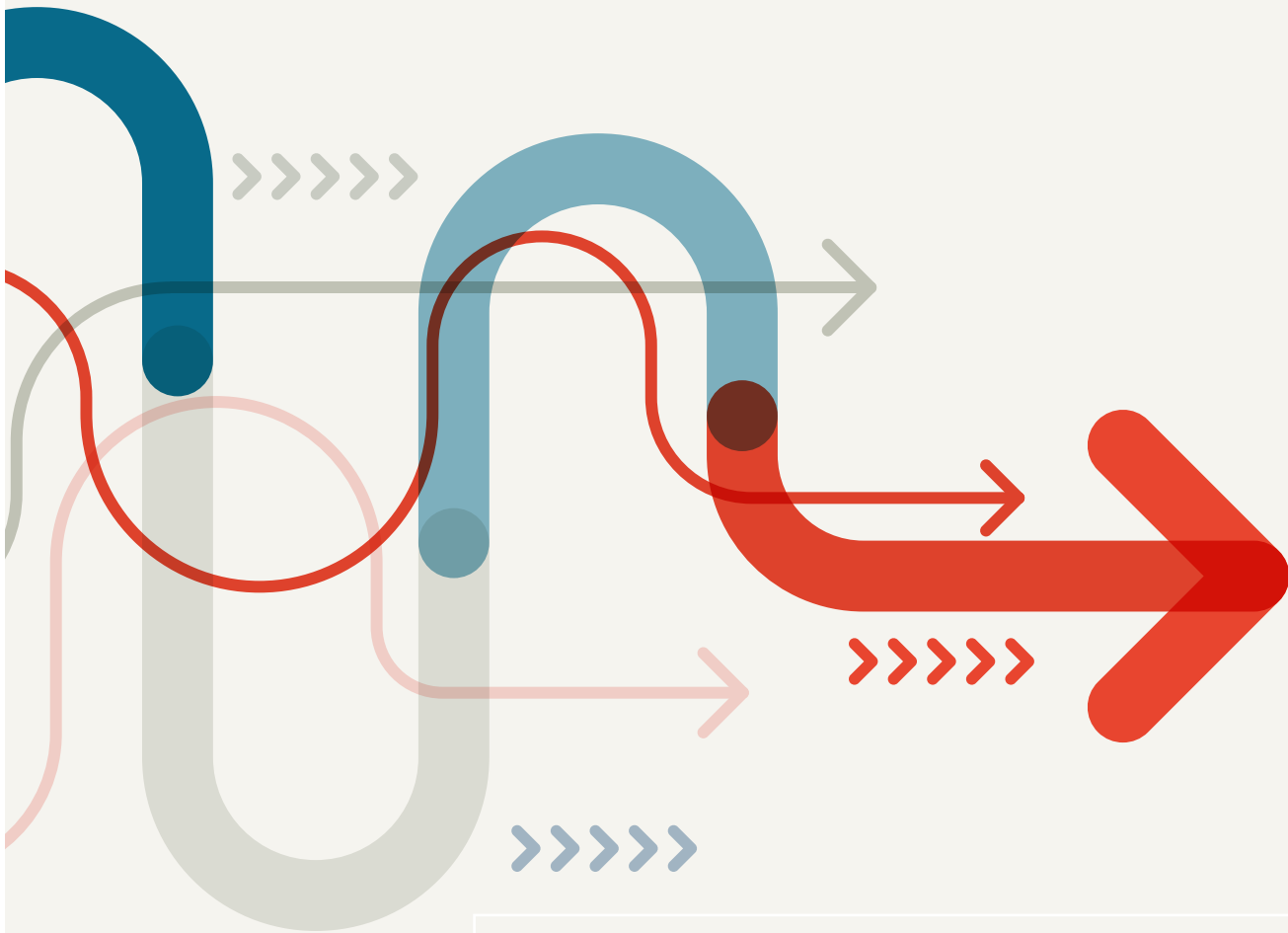
<sup>3</sup>See annex I for a list of panellists and moderators.

<sup>4</sup>See annex II for the questions.

<sup>5</sup>General Assembly resolution S-32/1, annex.

<sup>6</sup>General Assembly resolution 65/228.

<sup>7</sup> In this context, the term “masculinity” is understood as a set of socially constructed attributes, behaviours and roles associated with men and boys. See also Robert D. Henry, “Through an Indigenous lens: understanding Indigenous masculinity and street gang involvement”, doctoral thesis, University of Saskatchewan, 2015.



**NEXT STEPS**

## INSIGHTS AND RECOMMENDATIONS

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Drawing on a combination of desk research and insights gained from the Gender Equality Forum 2021, the following insights, promising practices<sup>8</sup> and recommendations are offered as a basis for charting the gender efforts of UNODC and its stakeholders from 2022 to 2025.

### GENDER DIMENSIONS OF CORRUPTION

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#### Overview

Corruption is defined in the United Nations Convention against Corruption in terms of various criminal offences, such as bribery and embezzlement, and has adverse effects on the fabric of society. It increases inequality, destabilizes the rule of law and compromises access to services and opportunities. In democratic contexts characterized by a pluralism of opinions, the rule of law and effective justice and transparency, on the other hand, the risks and costs for individuals involved in corruption are high, decreasing the chances for corruption to thrive and making it important to promote democratic values and human rights.<sup>9</sup> Because the effects of corruption are experienced differently by individuals of different genders and backgrounds, the measures taken to counter corruption must address the influence of gender in the occurrence of corruption, the gendered impacts of corruption and the relationship between gender mainstreaming and corruption mitigation.

Interacting with many other complex and interwoven factors,<sup>10</sup> gender is rarely the sole determinant of a person's behaviour.<sup>11</sup> However, data disaggregated by sex show that gender plays a noteworthy role in the opportunities available to people, the decisions they make and how they behave. This link was first established when the World Bank

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<sup>8</sup>The insights and promising practices shared are intended only to provide an overview and are not exhaustive.

<sup>9</sup>Delia Ferreira and others, "Gender and corruption in Latin America: is there a link? Working document (Panama City, United Nations Development Programme (UNDP), Regional Bureau for Latin America and the Caribbean, 2016).

<sup>10</sup>Kimberle Crenshaw, "Mapping the margins: intersectionality, identity politics, and violence against women of color", *Stanford Law Review*, vol. 43, No. 6 (July 1991), pp.1241–1299.

<sup>11</sup>Leanne M. Dzubinski and Amy B. Diehl, "The problem of gender essentialism and its implications for women in leadership", *Journal of Leadership Studies*, vol. 12, No. 1 (June 2018), pp. 56–61.

published studies showing correlations between the presence of women in governmental leadership positions and lower levels of corruption.<sup>12</sup> Even when other variables were eliminated, a similar trend was found in the private sector.

Many theories have evolved from these new insights, proposing, for example, that women and girls are raised to exhibit more regard for others,<sup>13</sup> that they are more risk-averse than men,<sup>14</sup> that they have fewer systemic opportunities for corruption than men,<sup>15</sup> that the roles people play intersect with gender to produce varied levels of corruption,<sup>16</sup> that institutional structures relating to the rule of law, freedom of the press and levels of democracy intersect,<sup>17</sup> and that there is a complex relationship between corruption, gender and other variables, such as culture, institutions and the nature of political systems.<sup>18</sup> It becomes clear from those theories that the contexts in which women and other vulnerable groups face corruption matter.<sup>19</sup> When women are elected or appointed to public office, they may break up male-dominated circles of power, prioritize inclusion and improve public service delivery to further the interests of women.<sup>20</sup>

The effects of corruption also vary depending on a range of factors, such as gender, context, race, religion, socioeconomic status and individual circumstances. Women and those who identify as, or are perceived to be, persons of diverse sexual orientation, gender identity or expression and sex characteristics are often more susceptible to the effects of corruption because males or those in positions of privilege have more power and protection in society, as well as better access to the justice system.<sup>21</sup> For example, women, who are often tasked with ensuring a family's well-being, may be less able to afford to pay bribes for essential public services and may therefore be unable to gain access to health care and education. Corrupt criminal justice systems may, in turn, have barriers that prevent women from reporting cases of bribery.

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<sup>12</sup>David Dollar, Raymond Fisman and Roberta Gatti. "Are women really the 'fairer' sex? Corruption and women in government", Policy Research Report on Gender and Development Working Paper Series, No. 4 (Washington, D.C.: World Bank, 1999).

<sup>13</sup>Frédéric Boehm, "Are men and women equally corrupt? *U4 Brief*, No. 6 (2015).

<sup>14</sup>Rachel Croson and Uri Gneezy, "Gender differences in preferences", *Journal of Economic Literature*, vol. 47, No. 2 (June 2009), pp. 448–474.

<sup>15</sup>Naomi Hossain, Celestine Nyamu Musembi and Jessica Hughes, "Corruption, accountability and gender: understanding the connections", Jeffrey Stern, ed., *Primers in Gender and Democratic Governance Series*, No. 5 (New York, UNDP and United Nations Development Fund for Women (UNIFEM), 2010).

<sup>16</sup>Ina Kubbe and Annika Engelbert, eds., *Corruption and Norms: Why Informal Rules Matter* (London, Palgrave Macmillan, 2018).

<sup>17</sup>Hung-En Sung, "Fairer sex or fairer system? Gender and corruption revisited", *Social Forces*, vol. 82, No. 2 (December 2003), pp. 703–723.

<sup>18</sup>Helena Stensöta and Lena Wängnerud, "Why expect a link between gender and corruption?", in *Gender and Corruption: Historical Roots and New Avenues for Research*, Helena Stensöta and Lena Wängnerud, eds. (London, Palgrave Macmillan, 2018).

<sup>19</sup>Sung, "Fairer sex or fairer system?".

<sup>20</sup>Stensöta and Wängnerud, "Why expect a link between gender and corruption?".

<sup>21</sup>Hossain, Musembi and Hughes, "Corruption, accountability and gender".

Where the currency of bribery is not money, it can be the human body;<sup>22</sup> this form of corruption is known as sexual corruption.<sup>23</sup> While there is no legal definition of sexual corruption, the Convention against Corruption refers to cases in which the benefits involved in a corrupt transaction constitute an “undue advantage”, which includes intangible items and benefits. In many parts of the world, vulnerable individuals engage in this kind of bribery to access basic services. Sexual corruption can also occur during conflict and in post-conflict situations, in which peacekeeping forces have reportedly supplied food and other resources in exchange for sexual favours.<sup>24</sup> When people engage in such corruption to gain access to benefits to which they are entitled, it is referred to as “need corruption”; where people engage in corruption for access to benefits to which they are not entitled, it is referred to as “greed corruption”.<sup>25</sup>

Even where its immediate cost is not apparent, corruption has an abundance of indirect impacts, in particular on women. By undermining economic development and intensifying the extremes of wealth and poverty, corruption reinforces existing inequalities and raises the cost of basic goods and services.<sup>26</sup> This places a higher burden on those who need such services the most, such as women and girls affected by poverty or minority groups in general.

### Promising practices shared at the Gender Equality Forum 2021

- In the UNODC publication *The Time is Now: Addressing the Gender Dimensions of Corruption*, three case studies are used to exemplify distinct contexts, challenges and approaches in Brazil, Ghana, and Indonesia. The case studies help policymakers to contextualize the link between corruption and gender and to differentiate between the needs of women from various backgrounds.
- Switzerland, through its Gender Equality Act, has a law in place under which no company can enter into contracts with the State unless it has a gender equality policy in place.
- The anti-corruption strategy adopted by Kenya includes a digitalization component. Offering services online helps to minimize contact between public officials and civilians, which curbs opportunities for bribery.
- Experience in rural Kenya shows that where women do not know their rights, they will not report corruption. To counter that problem, individual activists, civil society organizations and grass-roots initiatives visit churches, schools and other community spaces to explain legislation and procedures for reporting corruption, including sexual corruption.

<sup>22</sup>United Nations Office on Drugs and Crime (UNODC), Global Programme for the Implementation of the Doha Declaration and Global Judicial Integrity Network, *Gender-Related Issues in the Judiciary* (Vienna, 2019).

<sup>23</sup>Helen Lindberg and Helena Stensöta, “Corruption as exploitation: feminist exchange theories and the link between gender and corruption”, in *Gender and Corruption: Historical Roots and New Avenues for Research*, Helena Stensöta and Lena Wängnerud, eds. (London, Palgrave Macmillan, 2018).

<sup>24</sup>Hossain, Musembi and Hughes, “Corruption, accountability and gender”.

<sup>25</sup>Sarah Bailey, “Need and greed: corruption risks, perceptions, and prevention in humanitarian assistance”, *HPG Policy Brief*, No. 32 (September 2008).

<sup>26</sup>Stensöta and Wängnerud, “Why expect a link between gender and corruption?”.

- Grass-roots initiatives and networks, such as the Interdisciplinary Corruption Research Network,<sup>27</sup> are effective in raising awareness and educating a broad range of people on their rights and on what can be done against corruption. The Network began with several students and has grown to become a global platform of 3,000 members. It organizes workshops and conferences and discusses definitions and strategies to counter corruption at all levels. The Network includes academics, professionals and practitioners, bridging the data gap from the field.

### Key recommendations and points for action

- It is vital to recognize the disproportionate effects of corruption on women and girls and other disadvantaged groups.
- Data must be gathered to develop context-specific, evidence-based policy and legislative frameworks that address the nexus of gender and corruption. Relevant organizations and authorities must collect and make available data that are disaggregated by sex and that reflect the nature and types of corruption offences.
- Women must be empowered to become active agents of change in the fight against corruption through dedicated empowerment programmes.
- The mutually reinforcing power of gender equality and anti-corruption efforts must be harnessed by developing gender-sensitive anti-corruption policies and programmes, and by taking anti-corruption issues into account in gender efforts.
- Where appropriate, technologies should be considered that can make it safer for citizens to interact with public service providers, thereby reducing opportunities for bribery.
- Reporting mechanisms must be reliable, gender-sensitive and accessible and protect the identity of those who come forward, especially those reporting abuse by authorities.
- Contextually relevant, tailor-made technologies should also be used to make it safer and easier to report corruption.
- It is critically important to raise awareness of corruption in which sex or favours of a sexual nature are the currency of bribes, and to put in place dedicated legislation that addresses and criminalizes such offences.
- Specific partnerships can help to pool resources with a view to addressing the gender dimensions of corruption.

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<sup>27</sup> [www.icrnetwork.org](http://www.icrnetwork.org).



## GENDER DIMENSIONS OF LAW ENFORCEMENT AND CRIMINAL JUSTICE

### Overview

Gender-based violence has disproportionate effects on women, girls and other marginalized groups. Disaggregated data<sup>28</sup> on victims and perpetrators show that, in homicide cases, women and girls comprise a vast majority of those killed by intimate partners or family members<sup>29</sup> and that approximately one in three women are subjected to either physical and/or sexual intimate partner violence or non-partner sexual violence in their lifetime.<sup>30</sup>

Nonetheless, crimes involving sexual violence are among the most underreported and the least likely to end in conviction because of the stigma associated with this kind of crime, because police responders may consider violence against women a private matter rather than a criminal offence, and because law enforcement and legal, judicial and penal processes are generally more effective in addressing the needs of men than women.<sup>31</sup> In some cases, police officers may be perpetrators themselves and may withhold adequate services from survivors.<sup>32</sup>

Survivors and victims often face significant obstacles owing to gaps in criminal law and procedure, gender stereotypes and inadequate responses on the part of criminal justice institutions and professionals, which can lead to secondary victimization or “victim blaming”.<sup>33</sup> While the degree to which the justice system is gendered varies across contexts and regions, gendered assumptions, practices and omissions in the law<sup>34</sup> have a bearing on anyone who identifies as or is perceived to be a person of diverse sexual orientation, gender identity or expression and sex characteristics.

As noted by the Committee on the Elimination of Discrimination against Women, gender-based discrimination stems from harmful and patriarchal cultural norms and prevents equal access to justice,<sup>35</sup> and crises such as the COVID-19 pandemic exacerbate the problem and further reduce access to essential police and justice services.<sup>36</sup>

<sup>28</sup> UNODC, *Global Study on Homicide: Gender-related Killing of Women and Girls*, booklet No. 5 (Vienna, 2019).

<sup>29</sup> UNODC, dataUNODC, Homicide, Victims of international homicide by intimate partner/family member. Available at <https://dataunodc.un.org/>.

<sup>30</sup> World Health Organization, “Violence against women”, 9 March 2021.

<sup>31</sup> Sandra Walklate, *Gender, Crime, and Criminal Justice*, 2nd ed. (Cullompton, Devon, United Kingdom, Willan Publishing, 2004). See also Sherene H. Razack, ed., *Race, Space, and the Law: Unmapping a White Settler Society*, (Toronto, Canada, Between the Lines, 2002).

<sup>32</sup> Tara O’Connor Shelley, Melissa Schaefer Morabito and Jennifer Tobin-Gurley, “Gendered institutions and gender roles: understanding the experiences of women in policing”, *Criminal Justice Studies*, vol. 24, No. 4 (November 2011), pp. 352–367.

<sup>33</sup> UNODC, *The Impact of COVID-19 on Criminal Justice System Responses to Gender-based Violence against Women: A Global Review of Emerging Evidence* (April 2021).

<sup>34</sup> Carol Smart, *Feminism and the Power of Law*, Sociology of Law and Crime Series (London, Routledge, 1989).

<sup>35</sup> Committee on the Elimination of All Forms of Discrimination against Women, general recommendation 33 (2015) on women’s access to justice [CEDAW/C/GC/33], para. 8.

<sup>36</sup> UNODC, *The Impact of COVID-19 on Criminal Justice System Responses to Gender-based Violence against Women*.

However, women are not only victims, complainants and witnesses. They can also be suspects or perpetrators of crime and may find themselves in prison for reasons that would not apply to men, such as failing to dress modestly.<sup>37</sup> Legislators and policy-makers still often fail to consider the gendered pathways into incarceration and how to mitigate them. As a result, women end up facing unique practical, sociocultural and economic challenges throughout the various stages of the criminal justice process.<sup>38</sup> They often have prior experience of violence or abuse, are coerced into crime by someone who wields power over them, seek abortion in contexts where it is illegal, are accused of adultery or escape (from violent relationships), and are held in prison for protection purposes and periods of pretrial detention or refugee detention and in cases of human trafficking.<sup>39</sup> In many cases, women and individuals from marginalized groups are forced to offend as a result of multiple layers of discrimination and deprivation.

Unfortunately, many laws, policies and institutions deepen the societal inequalities, stereotypes and norms already in place. Examples of discriminatory criminal codes are those that criminalize or punish women more harshly than men (e.g. for adultery or prostitution), those that criminalize behaviours in which only women can engage (e.g. abortion), those that criminalize behaviours that are not crimes by international human rights standards (e.g. failing to dress modestly), those that fail to criminalize or prevent and provide redress for crimes that disproportionately affect women (e.g. female genital mutilation) and those under which women are imprisoned for petty offences for which they cannot pay bail.<sup>40</sup>

There is also a strong link between gender-based violence and the imprisonment of women.<sup>41</sup> Some women retaliate or defend themselves because they are unable to take any other form of independent action<sup>42</sup> or because of the distressed psychological condition in which they find themselves.<sup>43</sup> While the proportion of violent crimes committed by women is low, a considerable number of those who are convicted for killing a male family member are themselves victims of domestic violence.<sup>44</sup>

Beyond those more formal challenges, there are also discriminatory attitudes and perceptions among criminal justice officers. People whose behaviour does not fit into traditional gender roles frequently face various forms of prejudice and bias. Women may be treated more harshly than men for abandoning a child, for example, or for engaging in prostitution, because they are held to a higher cultural standard than men, while

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<sup>37</sup> UNODC, Education for Justice University Module Series, Tertiary, Crime Prevention and Criminal Justice, "Module 9: gender in the criminal justice system". Available at [www.unodc.org/e4j/en/index.html](http://www.unodc.org/e4j/en/index.html).

<sup>38</sup> United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and others, *A Practitioner's Toolkit on Women's Access to Justice Programming* (2018).

<sup>39</sup> Report of the Special Rapporteur on violence against women, its causes and consequences (A/68/340).

<sup>40</sup> UNODC, Education for Justice University Module Series, Tertiary, Crime Prevention and Criminal Justice, "Module 9".  
<sup>41</sup> A/68/340.

<sup>42</sup> General Assembly resolution 65/228.

<sup>43</sup> Lillian Artz, Yonina Hoffman-Wanderer and Kelley Moulton, *Hard Time(s): Women's Pathways to Crime and Incarceration* (Cape Town, South Africa, Gender, Health and Justice Research Unit, University of Cape Town, 2012).

<sup>44</sup> Ibid.

men may receive more lenient sentences for committing homicide in response to “provocation”.<sup>45</sup>

Although the nature and intensity of the problem may vary across countries and contexts, once imprisoned, women face additional vulnerabilities, as the infrastructure of prisons, their safety measures, health-care provision and other services are predominantly designed around the needs of men.<sup>46</sup> Women and other vulnerable groups are also at risk of abuse and violence, including gender-based violence, perpetrated by officials and other prisoners.<sup>47</sup> Strip-searches and intimate body searches are traumatic for those who have experienced abuse. Combined with pre-existing vulnerabilities that create a pathway into incarceration, such violence, abuse and trauma increase the likelihood of reoffending unless appropriate support and care are provided.<sup>48</sup> Incarcerated women who have children often face additional stress, as they have limited or no contact with their children and their children are removed from their care.<sup>49</sup>

### Promising practices shared at the Gender Equality Forum 2021

- In Spain, the areas of human rights and gender equality have been identified as two priority issues around which strategic institutional goals have taken shape. The Spanish National Police Force has mechanisms for the prevention, reporting and investigation of a range of crimes, including domestic and sexual violence, violence against minors, female genital mutilation, forced prostitution and forced marriage. Police officers may also be assigned to support and protect victims of crime and to help them navigate the judicial process. Comprehensive internal protocols exist for cases in which victims or perpetrators are law enforcement officials.
- UNODC works with Member States to create prison rehabilitation programmes for women. In the Plurinational State of Bolivia, for example, one programme provided a formalized prison course that enabled inmates to emerge as productive citizens and contribute meaningfully to the construction sector.
- In West Africa, the United Nations Children’s Fund successfully partnered with local religious leaders in changing norms and attitudes relating to female genital mutilation.
- In Myanmar, UNODC and the United Nations Population Fund (UNFPA) have partnered with police officers and front-line responders, offering handbooks and training them in the provision of responses to gender-based violence. The work of

<sup>45</sup>UNODC, “Information note for criminal justice practitioners on non-custodial measures for women offenders”. Available at [www.unodc.org/](http://www.unodc.org/).

<sup>46</sup>UNODC, *Training Curriculum on Women and Imprisonment: Version 1.0*, Criminal Justice Handbook Series (Vienna, 2015).

<sup>47</sup>Penal Reform International, *Issues, Women*, “The issue”. Available at [www.penalreform.org/issues/women/issue/](http://www.penalreform.org/issues/women/issue/).

<sup>48</sup>Silke Myer, “Women in prison: histories of trauma and abuse highlight the need for specialized care”, *The Conversation*, 14 November 2016.

<sup>49</sup>Andrea Huber, “Women in criminal justice systems and the added value of the UN Bangkok Rules”, Briefing paper (London, Penal Reform International, 2015).

UNODC and UNFPA is also focused on challenging norms and attitudes towards women, girls and intimate partner violence within the police force and the criminal justice system. As a result, many male police officers have changed their attitudes not only towards civilian victims of intimate partner violence, but also towards their female colleagues.

- UNODC partners with private sector companies to host hackathons, building capacity on how to creatively report gender-based violence.
- UNODC has developed numerous educational tools and interventions with a view to shaping people's values and norms from a young age, including board games, learning modules and handbooks, as well as an animated series encouraging young children to become champions of various causes, including gender equality.<sup>50</sup>
- UNFPA has created a dashboard on intimate partner violence<sup>51</sup> that tracks the prevalence of violence against women and girls. On the basis of data collected and surveys conducted on the intersectional profile of women experiencing gender-based violence, the Ministry of Interior in Spain has launched a handbook that outlines how to support women with various nuanced needs and experiences, including those related to disability and age.
- For all institutions and police forces, Mexico has established an interministerial mechanism called the Amber Alert programme, which immediately triggers searches for missing women and girls.
- In addition, Mexico has created several dedicated units for the criminal investigation of femicide and forced disappearances.

### Key recommendations and points for action

- States must adopt clear and precise definitions of gender-based violence, including sexual and physical violence, threats, intimidation, coercion, stalking, technology-facilitated violence and humiliating verbal abuse.
- Sustainable and meaningful responses to gender-based violence must be survivor- and victim-centred and include strong responses, interventions and prevention measures.
- Police and civil society organizations should work together to ensure that first points of contact with victims are effective.
- Legislative reform is necessary in order to remove obstacles to reporting, such as evidentiary limitations or limits on the number of days that pass before a crime is reported.
- Public messaging should also target bystanders and encourage them to report suspected cases of gender-based violence.

<sup>50</sup> [www.unodc.org/e4ij/](http://www.unodc.org/e4ij/).

<sup>51</sup> [www.unfpa.org/geospatial-dashboard-intimate-partner-violence](http://www.unfpa.org/geospatial-dashboard-intimate-partner-violence).

- Where possible, law enforcement and criminal justice officers should focus on prevention measures that move beyond the idea of deterrents and are geared towards changing harmful social norms.
- Appropriate counselling, social services and health and treatment centres should be provided and reforms in housing law should be implemented for survivors and victims of gender-based violence.
- National statistical offices can be helpful partners in revealing the effectiveness of referrals between systems of response (e.g. health sector, social services, justice and law enforcement).
- Women in conflict with the law should be given specific rehabilitation opportunities in order to reintegrate into society.
- Besides common sentencing for perpetrators of gender-based violence, it is important to consider broader treatment and rehabilitation interventions, including psychological treatment, that prioritize victim safety in order to discourage reoffending and address the systemic dimensions and root causes of gender-based violence.

## GENDER DIMENSIONS OF COMBATING TRANSNATIONAL ORGANIZED CRIME

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### Overview

The gender dimensions of organized crime encompass more than the parts that women and men may play in various forms of crime, such as drug trafficking, the smuggling of migrants, forced displacement, forced disappearances, trafficking in persons, wildlife trafficking, cybercrime and trafficking in cultural property. In this context, the gender dimensions of organized crime are centred around understanding the socially constructed attributes, behaviours and roles that individuals are expected to exhibit and the ways in which gender interacts with other factors, such as race, class and various long-standing forms of discrimination.

For example, in the context of street gangs, members often grow up around high levels of violence and trauma and may engage in hyper-violent activities to protect themselves from further victimization.<sup>52</sup> They may seek a sense of belonging to a group or family, safety in dangerous environments or access to resources or drugs. Many find themselves implicated in criminal activities to support their families, because they lack access to education and employment or suffer from a history of abuse, including an upbringing in neighbourhoods dominated by gangs.<sup>53</sup> Members from Indigenous or Native populations face additional vulnerabilities. For example, they may be unable to

<sup>52</sup>Henry, "Through an Indigenous lens".

<sup>53</sup>United Nations Children's Fund, *UNICEF Annual Report 2017* (New York, 2018).

communicate in the administrative languages of the justice system, further limiting their ability to receive a fair trial.<sup>54</sup>

Intertwined with historical inequalities and complex social hierarchies that point to the systemic nature of organized crime,<sup>55</sup> gender expectations transferred through socialization and upbringing shape the ways in which individuals engage in organized crime and how they are affected by it. Male gang members, for example, may be socialized to emphasize physical strength, domination and aggression in connection with toxic masculinity,<sup>56</sup> while women may be expected to be caregivers and look after children and other gang members. They often perform lower-paid, higher-risk tasks<sup>57</sup> that make them more visible to police and thus more likely to be detained. Women and marginalized groups are also more prone to being exposed to sexual violence in their interactions with other gang members and are more likely to have to deal with the consequences of gang wars and crimes.<sup>58</sup>

The roles that women play in organized crime, however, are multifarious,<sup>59</sup> have changed over time and are influenced by many factors, including the tightening of legislative systems with regard to organized crime.<sup>60</sup> Recently, more attention has been paid to their roles as organizers, leaders, traffickers and recruiters, or as lawyers, messengers and accountants.<sup>61</sup> In some places, trafficking in persons is carried out by entire families, and women are tasked with receiving and managing victims while other family members look for clients and/or abusers.

Disaggregating data in terms of sex and place of residence provides some nuanced insights into how those roles and multiple systems interlock to create and perpetuate inequality.<sup>62</sup> For example, many women and (sometimes unaccompanied) children who face compounded structural vulnerabilities are regularly exposed to abuse as they migrate for various reasons.<sup>63</sup> In its global studies on the smuggling of migrants and trafficking in persons,<sup>64</sup> published in 2018 and 2020, UNODC captures insightful data on smuggling and trafficking patterns in various parts of the world. Poverty, limited access

<sup>54</sup>Washington Office for Latin America and others, *Women, Drug Policies and Incarceration: A Guide for Policy Reform in Latin America and the Caribbean* (Washington, D.C., 2013).

<sup>55</sup>*World Drug Report 2018* (United Nations publication, 2018).

<sup>56</sup>James W. Messerschmidt and Stephen Tomsen, "Masculinities, crime and criminal justice", in *Oxford Handbooks Online*, Michael Tonry, ed. (New York, Oxford University Press, 2017).

<sup>57</sup>Gabriella Sanchez, "Women's participation in the facilitation of human smuggling: the case of the US Southwest", *Geopolitics*, vol. 21, No. 2 (March 2017), pp. 387–406.

<sup>58</sup>Mark Schaw and Luke Skywalker, "Gangs, violence and the role of women and girls: emerging themes and policy program options drawn from interviews with female gang members in Cape Town (Geneva, Global Initiative against Transnational and Organized Crime, 2017).

<sup>59</sup>Robert D. Henry and others, *Indigenous Women and Street Gangs: Survivance Narratives* (Alberta, Ontario, Canada, University of Alberta Press, 2021).

<sup>60</sup>Kasia Malinowska and Olga Rychkova, "Getting drug policy right for women and girls", Open Society Foundation, 11 June 2015.

<sup>61</sup>Jana Arsovska and Popy Begum, "From West Africa to the Balkans: exploring women's roles in transnational organized crime", *Trends in Organized Crime*, vol. 17, Nos. 1 and 2 (June 2014).

<sup>62</sup>Crenshaw, "Mapping the margins".

<sup>63</sup>Inter-American Court of Human Rights, "Legal status and human rights of children", Advisory Opinion OC-17/2002 of 28 August 2002.

<sup>64</sup>*Global Study on Smuggling of Migrants 2018* (United Nations publication, 2018) and *Global Report on Trafficking in Persons 2020* (United Nations publication, 2020).

to trade or land rights play a major role in the smuggling of migrants.<sup>65</sup> Other studies show that women of volatile immigration status are often exploited as they care for the elderly and become victims of trafficking and sexual exploitation, while young boys are coerced into working in drug cartels, where they are trained and forced to torture and murder others.

Aspects of smuggling can also be highly gendered, with women expected to provide room and board for migrants in transit and to care for those who fall ill, while men are tasked with guiding groups across borders and checkpoints.<sup>66</sup> Women are more likely to smuggle friends and family members, facilitating smaller numbers of migrants, while men are more likely to be involved in larger network operations.<sup>67</sup> In this context, the Protocol against the Smuggling of Migrants by Land, Sea and Air, which is one of three protocols supplementing the Organized Crime Convention, identifies the obtaining of (direct or indirect) financial or material benefit as constituting an element of crime. This means that smuggling for humanitarian reasons (i.e. to help family members or persecuted minorities) should not be criminalized, although it often is, making women more likely to be incarcerated.

### Promising practices shared at the Gender Equality Forum 2021

- Pakistan has increased the number of women deployed as first responders and in anti-terrorist forces.
- In Nigeria, it is mandatory for women law enforcement officers to be present when homes are searched.
- In Nigeria and Kenya, there has been a general rise in the number of women at various levels of law enforcement and in the judiciary. Staff are trained to be more sensitive to the needs of women victims, and women are deployed to perform searches on other women at border control points. The number of women involved in the gathering of intelligence has also increased.
- In Latin America, the efficacy of governance has been shown to improve when opportunities are generated to empower women, and it has been found that improved governance is key in the fight against organized crime.
- Across Canada and New Zealand, there has been successful collaboration between academia and community partners in examining the gender dimensions of street gangs.
- The Infosegura project in Central America has strengthened the development of evidence-based, gender-inclusive policies on citizen security in access to

<sup>65</sup>Victoria Stone-Cadena and Soledad Álvarez-Velasco, "Historicizing mobility: coyoterismo in the indigenous Ecuadorian migration industry", *The Annals of the American Academy of Political and Social Science*, vol. 676, No. 1 (March 2018), pp. 194–211.

<sup>66</sup>Sanchez, "Women's participation in the facilitation of human smuggling".

<sup>67</sup>Ibid.

justice, with an emphasis on prevention.<sup>68</sup> That has been done by improving the information management pipeline with regard to human trafficking and other forms of organized crime.

- In Mexico, UNODC and the Centre of Excellence for Statistical Information on Governance, Victims of Crime, Public Security and Justice have implemented a robust methodology for conducting surveys on victimization in Latin America and the Caribbean, with a common questionnaire that standardizes the measurement of victimization in the region and thus generates comparable data.
- In Mexico, community groups have been effective in helping with cases where people disappear because they are recruited into organized criminal groups. Civil society organizations act as observers of government, mapping crimes such as femicide and supporting relevant policy measures.

### Key recommendations and points for action

- Laws, policies, and interventions should account for factors such as ethnicity, religion, age, sexual orientation, gender identity and class in producing limited life choices for perpetrators and victims alike.
- Without jeopardizing a victim-centred approach, the categories of perpetrators and victims should be seen as fluid and in some cases simultaneous, as perpetrators can be (former) victims and victims can become perpetrators of organized crime.
- An intersectional, sex-disaggregated approach to data collection should inform context-specific, evidence-based policy and legislation and should account for the compounded social injustices that cause perpetrators to commit crimes and the ways in which victims are affected by them.
- It is crucial to design specific gender-sensitive interventions that prevent the recruitment and exploitation of children by organized criminal groups and that help to socially reintegrate victims, ensuring that children and adolescents are free from fear, indignity and stigmatization.
- In order to ensure efficient criminal justice responses to organized crime, the composition of the criminal justice workforce should be representative of the broader population, including women and members of marginalized groups. Such a representative workforce will help to counter existing biases within law enforcement and prosecution services.
- Effective protection of and assistance to witnesses and victims, whether they are men, women, non-binary or gender-diverse individuals, should be provided in order to encourage collaboration with the criminal justice system and ensure the successful investigation and prosecution of organized criminal groups.

<sup>68</sup>UNDP, Latin America and the Caribbean, Our focus, Democratic governance and peacebuilding, Regional projects, "Infosegura". Available at [www.latinamerica.undp.org/](http://www.latinamerica.undp.org/).



- Efforts to counter organized crime must be accompanied by strong anti-corruption measures in government, law enforcement and criminal justice, and by measures to increase the number of women and members of all at-risk groups in decision-making positions.
- Women, girls and marginalized groups must be given appropriate access to education.

## GENERAL RECOMMENDATIONS

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### Overview

While some considerations are unique to each of the mandate areas covered above, certain ones apply to all areas equally. These include increasing the number of women in leadership positions, as emphasized by the Security Council<sup>69</sup> and the General Assembly,<sup>70</sup> complying with the United Nations Rules for the Treatment of Women Prisoners and Non-Custodial Measures for Women Offenders (the Bangkok Rules),<sup>71</sup> transforming institutional culture, empowering women economically, targeting societal attitudes and norms through education, raising awareness of the rights and possibilities of victims, engaging in meaningful partnerships and allocating adequate resources and funds.

Attention must also be paid to the ways in which crises exacerbate problems. For example, when hospitals are overburdened as a result of COVID-19, women suffer disproportionately because of their reproductive health needs. Incidents of need corruption may go up as women and individuals of diverse sexual orientation and gender identity or expression try to take care of themselves and/or their families. Lockdowns may also increase incidents of intimate partner violence. When systems have to be moved online, workflows are hindered and the delivery of justice is delayed.

### Key recommendations and points for action

- The presence of women must be increased in decision-making and at managerial levels with key responsibilities for the development of policies and strategies.
- Institutional capacity-building measures on gender equality and the empowerment of women must be developed for both men and women at all professional levels.
- Recruitment strategies must ensure (gender) diversity, enhance retention, provide equity in career progression and provide safe work environments across all genders and backgrounds.

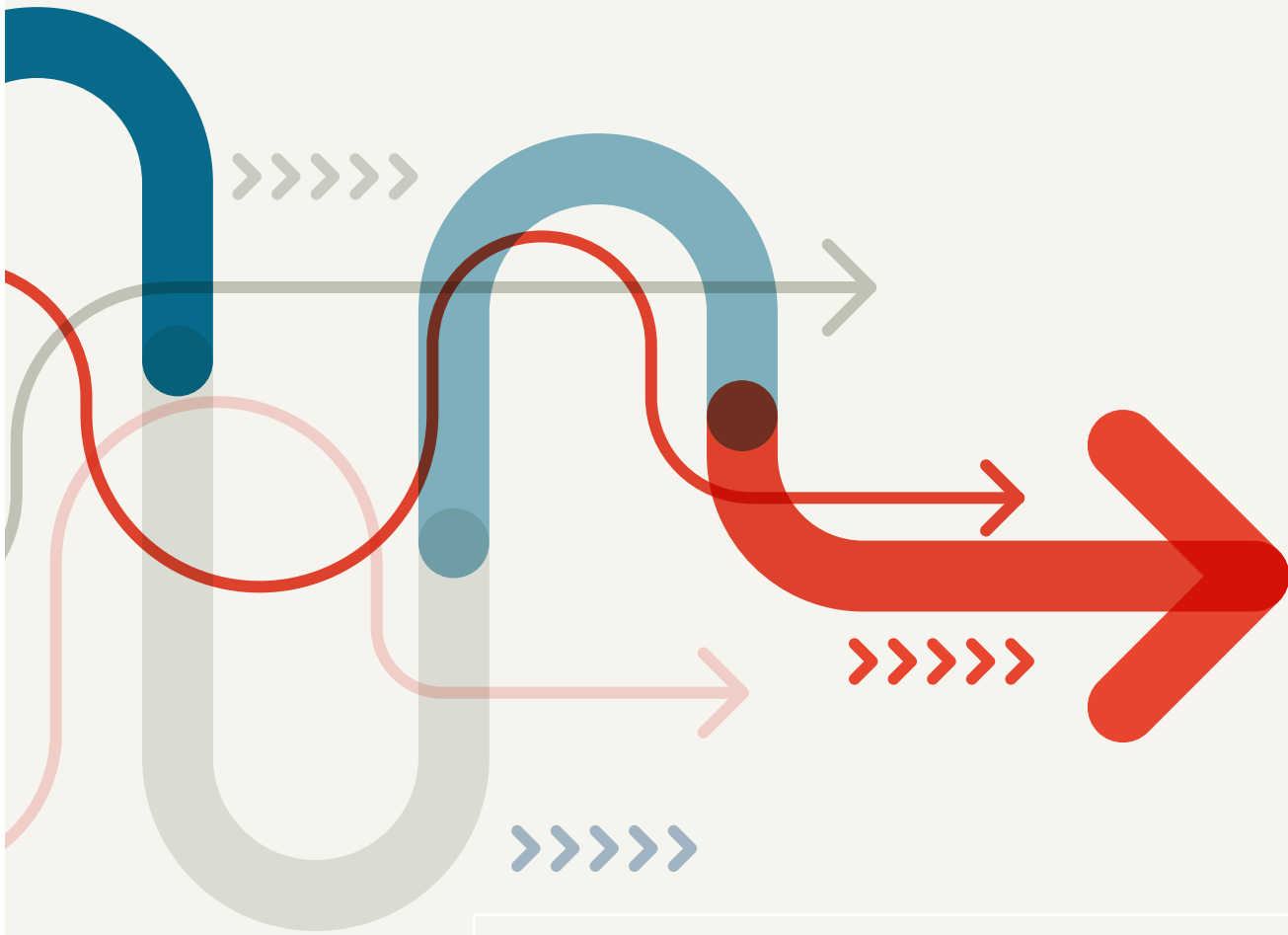
<sup>69</sup> Security Council resolution 1325 (2000).

<sup>70</sup> General Assembly resolution 65/228.

<sup>71</sup> General Assembly resolution 65/229, annex.

- Public and private institutions must make a clear and sustained commitment to preventing and addressing gender-based discrimination.
- Principled action on gender equality and the empowerment of women must become a basic institutional norm and expectation, thereby transforming institutional culture.
- Institutional environments must consider the needs of women and reflect the qualities, experiences and perspectives they bring to problem-solving and decision-making.
- Authorities at all levels must go through relevant gender sensitivity training.
- Policymakers should be actively encouraged to engage in gender mainstreaming, for example through dedicated side events at meetings of policymaking and governing bodies.
- Broader societal attitudes, values, principles, beliefs and norms must be addressed through educational measures centred around Sustainable Development Goal 5, namely, to achieve gender equality and empower all women and girls.
- It is crucial to conduct awareness-raising campaigns on the rights and responsibilities of and possible courses of action for women and men who witness or experience any form of corruption, violence or crime.
- Public-private partnerships, and cooperation with social and Indigenous communities, local and in particular religious leaders, non-governmental organizations, civil society organizations, advocacy groups and United Nations agencies are vital and should include regular stocktaking and the development of an inventory of good practices.
- Quantitative and qualitative data disaggregated by sex and intersectional factors must be collected and flow into the design of various interventions, laws and policies.
- Adequate funds and resources must be allocated for institutional capacity-building measures, recruitment strategies, educational measures, awareness-raising efforts, partnerships and data collection.
- The impact of the COVID-19 pandemic requires additional resources and policies to boost public awareness and outreach, develop innovative reporting mechanisms, expand housing and shelter options, ensure adequate health sector responses, foster economic independence, support access to law enforcement and judicial interventions, and advance monitoring and evaluation efforts.





**LOOKING AHEAD**

## CONCLUSION

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The insights and recommendations emerging from the present publication serve to support the gender-responsive implementation of the UNODC Strategy 2021–2025 and to galvanize the achievement of sustainable and resilient societies by accelerating the gender-responsive implementation of the 2030 Agenda for Sustainable Development. They should not be seen as comprehensive or conclusive, but rather as an important step towards enriching UNODC support for Member States and partners over the next five years.

What is revealed is the interrelated nature of the various recommendations, as well as the ways in which efforts to enhance the effectiveness of the justice system and to counter corruption, gender-based violence and organized crime are likewise intertwined. Addressing one problem requires addressing them all.

Through this lens, it becomes clear why women and vulnerable groups of different genders and backgrounds must be empowered economically as well as intellectually, morally and culturally, affording them full self-determination, independence and the creative power to become protagonists in their own development, while working shoulder to shoulder with men and those in positions of privilege to develop their communities, institutions and sociocultural realities.

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## ANNEX I.

### LIST OF PANELLISTS AND MODERATORS AT THE GENDER EQUALITY FORUM 2021

Name	Position	Organization
Jairo Acuña-Alfaro	Regional Team Leader, Governance, Latin America and the Caribbean	United Nations Development Programme
Huma A. Chughtai	Law, Governance, Gender and Human Rights Specialist	
Alexandra M. Habershon	Manager, Prevention, Risk and Knowledge in the Integrity Vice Presidency of the World Bank	World Bank
Robert Henry	Assistant Professor	University of Saskatchewan
Jeni Klugman	Managing Director	Georgetown Institute for Women, Peace and Security
Ina Kubbe	Co-Founder	Interdisciplinary Corruption Research Network
Manase Kudzai Chiweshe	Senior Lecturer	University of Zimbabwe
Dolores López Sánchez	Commissioner of Human Rights and Equality	Ministry of Interior, Spain
Maria de la Luz Lima Malvido	Transnational organized crime specialist	National Institute of Criminal Sciences (INACIPE), Mexico
Maxine Marcus	Director	Partners in Justice International
Hedwig Ong'udi	Judge of the High Court	High Court of Kenya
Riikka Puttonen	Programme Manager	United Nations Office on Drugs and Crime (UNODC)
Alexandra Robinson	Gender-based Violence Adviser	United Nations Population Fund
Jennifer Sarvary Bradford	Programme Officer	UNODC
Sarah A. Simons	Executive Committee Member	World Society of Victimology
Leyla Tavernaro-Haidarian	Senior Research Associate and consultant for communication, gender, ethics and governance	University of Johannesburg
Marco Teixeira	Head of Programme Office in Mozambique	UNODC
Lena Wängnerud	Professor	University of Gothenburg

## ANNEX II

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### QUESTIONS EXPLORED IN THE PANEL DISCUSSIONS

#### General questions

##### 1. Leadership, decision-making and problem-solving

- (a) How can we increase and retain the presence of women in sustained leadership positions and at all levels? How do we avoid a “just add women and stir” approach?
- (b) What qualities can women bring to leadership, decision-making and problem-solving as a result of their experiences and perspectives and how can these be applied more widely?
- (c) How can we engage men in transforming institutional culture?

##### 2. Financing and resources

Gender-related areas are often underfunded or the first to suffer in times of crisis. How can we create long-term perspectives to guide medium- and short-term human resources and financing plans that can withstand crises?

##### 3. Partnerships

Who are we overlooking in our efforts? What grass-roots, private sector or other initiatives may offer effective bottom-up approaches? How can we identify non-traditional yet influential partners and make them allies in our work?

#### Panel discussion 1: The gender dimensions of corruption

##### 1. Gender mainstreaming, data and statistics

- (a) How can measures be developed that include the concerns of women and men and girls and boys?
- (b) What bottom-up approaches could help to reduce corruption?
- (c) How can corruption reporting mechanisms be made gender-inclusive? How do we improve the cultivation of data that are disaggregated by sex, age, race/ethnicity, migration status, displacement status, disability, etc.?

##### 2. Legislation and policy

- (a) What are some effective gender-specific policies? How can we ensure that forms of corruption that affect women more than men are included in anti-corruption policies?
- (b) What are the legal, institutional and cultural obstacles to adopting such policies? How can they be addressed?
- (c) How can we frame policies from a long-term perspective (unconstrained by election cycles)? What wider range of policy and programming options opens up when we move away from crisis-driven, reactive modes of operation?
- (d) How can policies become more adaptive (rather than regressive) during crises such as the coronavirus disease (COVID-19) pandemic?

## Panel discussion 2: The gender dimensions of criminal justice

### 1. Structural and cultural responses

- (a) How can we better understand how the expectations placed on women and men in society influence the justice system and how do we counteract that influence in policy development?
- (b) What insights can gender analysis offer into criminal justice responses to gender-based violence?
- (c) What legal changes need to be made and how can they be accompanied by broader cultural changes in attitudes and beliefs?
- (d) What barriers do women face in accessing the criminal justice system in general and more specifically in times of crisis (such as the COVID-19 pandemic)? How can we overcome those barriers?
- (e) Why is it important to understand multiple layers of discrimination and take an intersectional approach?
- (f) Criminal justice responses to gender-based violence are often focused on reactive measures that provide justice once a crime has occurred. What preventive (e.g. educational) measures could complement those efforts? What best practices exist?

### 2. Leveraging educational tools and technology

- (a) How can we employ educational, artificial intelligence and technical tools to support our efforts?
- (b) How can we be inclusive in the way we design and use those tools?
- (c) What other programmes, services or facilities are needed?

## Panel discussion 3: The gender dimensions of combating transnational organized crime

### 1. Gender mainstreaming, intersectionality and masculinities

- (a) What are some underexplored gender-related areas of the United Nations Convention against Transnational Organized Crime and why should gender be considered in the implementation of the Convention?
- (b) How does gender inform why people participate in certain crimes and what implications does that have for measures designed to preclude and limit the activities of transnational organized criminal groups?
- (c) How can an intersectional lens, which considers compounded forms of oppression such as race, dis/ability or religious affiliation, be applied more readily?
- (d) What role do understandings of masculinity play in combating transnational organized crime?

### 2. Legislation and policy

- (a) What new, comprehensive and gender-sensitive legislation and policies can Member States adopt? What existing legislation and policies can be amended and improved?
- (b) Questions about the roles and responsibilities of women challenge some of the most deeply entrenched human attitudes. What role can understandings of masculinity play in creating effective policies and approaches?
- (c) How can we frame policies from a long-term perspective? What wider range of policy and programming options opens up when we move away from crisis-driven, reactive modes of operation?







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United Nations Office on Drugs and Crime

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