The 2030 Agenda for Sustainable Development, the Security Sector and Gender Equality

This Policy Brief is part of the DCAF, OSCE/ODIHR and UN Women Gender and Security Toolkit, which draws together key lessons of the past decade in promoting gender equality and integrating a gender perspective in security and justice.

This Policy Brief focuses on a global policy initiative relevant across the security and justice sector – the 2030 Agenda for Sustainable Development. Agenda 2030 recognizes that "sustainable development cannot be realized without peace and security; and peace and security will be at risk without sustainable development".*

This Policy Brief:
- explains how Agenda 2030 recognizes good governance of the security and justice sector as key to sustainable development
- explores how Agenda 2030 positions the achievement of gender equality as critical for the attainment of all of the Sustainable Development Goals (SDGs), including SDG 16 on peace, justice and strong institutions
- illustrates the concrete linkages between working towards SDG 16 and SDG 5 on gender equality, and provides links to detailed information and guidance across the Gender and Security Toolkit
- highlights how gender-responsive data collection by the security and justice sector can support work on Agenda 2030.

This Policy Brief is aimed at policy-makers, national ministries and security and justice institutions interested in involving the security and justice sector in realizing the goals of Agenda 2030. While this Brief focuses on the normative framework of Agenda 2030, the associated Tools to which it refers give detailed guidance on how to make the changes necessary to achieve the Agenda's aims.

* UN General Assembly (2015) "Transforming our world: The 2030 Agenda for Sustainable Development", 21 October, UN Doc. A/RES/70/1, para. 35.
Agenda 2030 and good security sector governance

The 2030 Agenda for Sustainable Development is a call for transformative action by all countries to achieve peace and prosperity for all people and protect the planet. Adopted by all UN member states in September 2015, Agenda 2030 identifies 17 interconnected SDGs, to which have been added 169 targets and 232 indicators. The SDGs address global challenges related to poverty, gender inequality, climate, environmental degradation, injustice and violence.

SDG 16 is the centrepiece of the 2030 Agenda’s approach to peace and security: its aim is to “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.” The adoption of SDG 16, formally linking development with peace and security, was hailed as transformative. Previous approaches to “peace” in the UN system had tended to focus on humanitarian operations, ceasefires, peacekeepers and disarmament, in isolation from economic and social forms of development.1

Agenda 2030 sets out a vision of “peaceful, just and inclusive societies that provide equal access to justice and that are based on respect for human rights ..., on effective rule of law and good governance at all levels and on transparent, effective and accountable institutions.” It recognizes inequality and poor governance as giving rise to violence, insecurity and injustice. The targets of SDG 16 (see Box 1) include reducing violence, ending violence against children, equal access to justice for all and effective, accountable and transparent institutions.

The concept of good governance when applied to the security and justice sector implies that accountable security and justice institutions provide security and justice as a public good, via established and transparent policies and practices, and within a normative framework that is compliant with human rights and the rule of law.4 SDG 16 is an explicit recognition of the importance of good security sector governance in underpinning development and peacebuilding.

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**Box 1: Targets for SDG 16**

<table>
<thead>
<tr>
<th>Objective</th>
<th>Description</th>
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<tbody>
<tr>
<td>16.1</td>
<td>Significantly reduce all forms of violence and related death rates everywhere</td>
</tr>
<tr>
<td>16.2</td>
<td>End abuse, exploitation, trafficking and all forms of violence against and torture of children</td>
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<tr>
<td>16.3</td>
<td>Promote the rule of law at the national and international levels and ensure equal access to justice for all</td>
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<tr>
<td>16.4</td>
<td>By 2030, significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organized crime</td>
</tr>
<tr>
<td>16.5</td>
<td>Substantially reduce corruption and bribery in all their forms</td>
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<tr>
<td>16.6</td>
<td>Develop effective, accountable and transparent institutions at all levels</td>
</tr>
<tr>
<td>16.7</td>
<td>Ensure responsive, inclusive, participatory and representative decision-making at all levels</td>
</tr>
<tr>
<td>16.8</td>
<td>Broaden and strengthen the participation of developing countries in the institutions of global governance</td>
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<tr>
<td>16.9</td>
<td>By 2030, provide legal identity for all, including birth registration</td>
</tr>
<tr>
<td>16.10</td>
<td>Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements</td>
</tr>
<tr>
<td>16.a</td>
<td>Strengthen relevant national institutions, including through international co-operation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime</td>
</tr>
<tr>
<td>16.b</td>
<td>Promote and enforce non-discriminatory laws and policies for sustainable development</td>
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</tbody>
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4 For a fuller explanation of the principles of good security sector governance, see DCAF (2015) “Security sector governance: Applying the principles of good governance to the security sector.”
Agenda 2030, gender equality and gender mainstreaming

Good governance of the security sector and “leaving no one behind” mean that the security needs of all are taken into account and all 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. In all contexts globally, women and girls are affected by insecurity, harmful practices, violence and conflict. Women’s insecurity is often exacerbated by intersecting forms of discrimination based on factors such as their age, race, ethno-religious background, disability, social class, sexual orientation and/or gender identity. For example, poor and rural women often face particular barriers in accessing security and justice services. To be effective, the security and justice sector must provide services to respond to the distinct security and justice needs of women and girls. To be accountable and inclusive, the security and justice sector must recognize the agency of women and girls and ensure their inclusion in security and justice institutions and decision-making. It follows that efforts to promote gender equality, as a constituent part of good security sector governance, and to eradicate gender-based violence (GBV) should be part of all work towards achieving SDG 16.*

A core part of the vision of Agenda 2030 is to “Achieve gender equality and empower all women and girls”, expressed in SDG 5. The targets of SDG 5 (see Box 2) include ending discrimination against women and girls, eliminating all forms of violence against all women and girls, and ensuring women’s full and effective participation and equal opportunities for leadership at all levels of public life. Agenda 2030 recognizes that achieving gender equality and empowering women and girls make a crucial contribution to progress in all the goals and targets: “The achievement of full human potential and of sustainable development is not possible if one half of humanity continues to be denied its full human rights and opportunities.”

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* See Tool 1, “Security Sector Governance, Security Sector Reform and Gender”, for a more detailed discussion of the principles of good security sector governance and how they also require gender equality.

Women and girls cannot enjoy full equality unless they enjoy security and justice. Ending discrimination, violence and harmful practices against women and girls, providing equal access, equal participation and opportunities for leadership and enforcing gender equality laws require a security and justice sector that works according to the principles of good governance. An effective security and justice sector operating according to such principles enables women to become more equal partners in decision-making and development. This entails integrating gender equality in the provision, management and oversight of security and justice. As such, achieving SDG 5 requires connected progress on SDG 16.*

Gender-specific targets are mainstreamed across Agenda 2030. Even where gender is not explicitly highlighted in a goal or target, “systematic mainstreaming of a gender perspective” is identified as necessary. This means that in any action to implement the 2030 Agenda, whether legislation, policies or programmes, the implications for women, men, girls and boys should be carefully assessed at each stage and level. Women’s as well as men’s concerns and experiences should be an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes.2

Effective gender mainstreaming within the security and justice sector needs to recognize how sexual and gender-related discrimination interact with other forms of discrimination. This includes addressing the distinct forms of exclusion, discrimination, violence and injustice suffered by people who are lesbian, gay, bisexual, trans and intersex (LGBTI) (see Box 3).

The 2030 Agenda is not the only policy framework linking gender equality to security and justice. SDG 5 targets reflect commitments made in the 1995 Beijing Declaration and the 1979 Convention on the Elimination of All Forms of Discrimination against Women. The Women, Peace and Security Agenda had already placed the importance of gender equality in conflict, peace processes and post-conflict settings high on the international agenda.3 With the focus on inclusivity in SDG 16 and on equal participation in SDG 5, the 2030 Agenda affirms Women, Peace and Security norms on the importance of women’s full participation in all stages and spheres of peace processes and conflict resolution.3 SDGs 5 and 16 offer a long(er)-term, development-focused approach to peace, underlining the importance of addressing the root causes and drivers of conflict.4

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* See Tool 1, “Security Sector Governance, Security Sector Reform and Gender”, for a fuller discussion of the connections between women’s inclusion, decision-making and effectiveness.

* See the Policy Brief on “A Security Sector Governance Approach to Women, Peace and Security” for a fuller discussion of the Women, Peace and Security Agenda.

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**Box 3: Addressing discrimination against LGBTI people through the 2030 Agenda**

Expectations about sexual behaviour, sexual orientation, gender identity and gender expression are part of how societies construct gender and gender roles. The same patriarchal systems that assert and maintain gender inequality underlie discrimination and violence against individuals who are LGBTI, and others of diverse sexual orientation and gender identity and expression. Discrimination against LGBTI persons contributes to and exacerbates violence to which they are subjected daily, creating an environment where they are excluded from opportunities in all aspects of their lives.

While the 2030 Agenda does not explicitly name LGBTI persons, its pledge that no one is left behind must cover people of diverse sexual orientations and gender identities and expressions. The achievement of gender equality (SDG 5) must include the equality of lesbian, bisexual, trans and intersex women and girls. The achievement of access to justice and inclusion (SDG 16) requires these for LGBTI individuals. The UN’s commitment to this pledge is further demonstrated in the various actions and joint UN statements on ending violence and discrimination on the basis of sexual orientation or gender identity.

How can the security and justice sector contribute to achieving the 2030 Agenda?

Achieving the goals of Agenda 2030 demands strong involvement of public sector institutions, including those within the security and justice sector, as well as of their oversight mechanisms, including national human rights institutions (NHRIs). Work towards achieving the SDGs can be an impetus for states to examine the effectiveness and accountability of their security and justice sector institutions measured against each of the SDGs. Meeting the targets of the SDGs will for most states demand a degree of institutional transformation in the oversight, management and services of security and justice sector institutions. Conversely, if the security and justice sector operates in ways that reinforce inequality and exclusion, it will hinder a state's achievement of the SDGs.

A critical aspect of Agenda 2030 is the domestication (or localization) of the SDGs into national, subnational and local development plans and budget allocations. This provides states with the opportunity to adapt the global targets and indicators to their national conditions. The UN system and other international, regional and national organizations, including national statistical offices, are working together to develop ways to measure and collect the data required to track progress against the indicators identified for each SDG.*

How can the security and justice sector realize the complementarities between SDG 5 and SDG 16?

Because of the co-dependencies between good security sector governance and gender equality explained above, there are synergies to be found in SDGs 5 and 16. While SDG 16 does not have any explicit gender-specific targets, it does have gender-specific indicators, as access to justice for all and effective, accountable and inclusive institutions cannot be achieved without gender equality. The setting of national and local targets, indicators and data collection in relation to SDG 16 should both mainstream a gender perspective and be co-ordinated with efforts towards gender equality. Hence Agenda 2030 can act as a framework through which more efficient co-ordination on these issues could be achieved to the mutual benefit of progress on access to justice and inclusion, as well as gender equality.

The following subsections give examples of three areas of action that are at the core of both SDG 16 and SDG 5: discrimination, violence, and participation and decision-making. They explain why the security and justice sector needs to focus on gender equality in working on these issues, and provide links to more detailed guidance on doing so elsewhere in this Gender and Security Toolkit.

Discrimination

SDGs 5 and 16 have complementary targets related to discrimination. ♦

<table>
<thead>
<tr>
<th>Target</th>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>16.b Promote and enforce non-discriminatory laws and policies for sustainable development</td>
<td>16.b.1 Proportion of population reporting having personally felt discriminated against or harassed in the previous 12 months on the basis of a ground of discrimination prohibited under international human rights law</td>
</tr>
<tr>
<td>5.1 End all forms of discrimination against all women and girls everywhere</td>
<td>5.1.1 Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex</td>
</tr>
</tbody>
</table>

♦ For the global indicator framework for the SDGs and targets of the 2030 Agenda see https://unstats.un.org/sdgs/indicators/indicators-list.

♦ SDG 10, “Reduce inequality within and among countries”, also has a goal and target related to discriminatory laws, policies and practices.
Discrimination on the basis of sex, sexual orientation or gender identity or expression is prohibited under international human rights law. Yet many countries maintain discriminatory laws concerning matters such as GBV, domestic violence, land ownership, marriage, child custody, inheritance, employment and sexual orientation. For example, laws concerning GBV commonly exclude certain victims. Same-sex relationships between women are criminalized in 45 countries, and between men in 72 countries. In many contexts, even where a law is not overtly discriminatory, apparently "neutral" application of the law has discriminatory effects on women.

New and better laws have contributed to combating gender-based discrimination and broader inequality worldwide. Legal reforms do not suffice, however. To end discrimination requires building structures, knowledge and skills within the security and justice sector to ensure that the law is implemented in a non-discriminatory manner and access to justice is non-discriminatory. Security and justice institutions and their personnel need to be willing and able to respond effectively to the diverse security and justice needs of men, boys, women and girls, and people of diverse sexual orientation and gender identity and expression. New policies and procedures, gender-focused organizational structures, gender training, public campaigns, measures targeting GBV, internal monitoring mechanisms and engagement with informal security and justice providers all have a role to play.

Ending discrimination against women and LGBTI people who work within the security and justice sector is also necessary. Transformation of institutional cultures is needed, through strong leadership, human resource policies and practices, training and dialogue, supported by robust internal oversight mechanisms.

Several of the Tools in the Gender and Security Toolkit give detailed guidance on how security and justice services can ensure and support non-discrimination.

Parliaments, ombuds institutions, NHRI s and civil society organizations have an important role to play in external oversight of the security and justice sector. They can hold security and justice institutions to account for failure to ensure equality in access to justice and non-discrimination, including towards women, girls and LGBTI individuals.

Violence

SDGs 5 and 16 have complementary targets related to violence.

<table>
<thead>
<tr>
<th>Target</th>
<th>Indicators</th>
</tr>
</thead>
</table>
| 16.1 Significantly reduce all forms of violence and related death rates everywhere | 16.1.1 Number of victims of intentional homicide per 100,000 population, by sex and age  
16.1.2 Conflict-related deaths per 100,000 population, by sex, age and cause  
16.1.3 Proportion of population subjected to (a) physical violence, (b) psychological violence and (c) sexual violence in the previous 12 months  
16.1.4 Proportion of population that feel safe walking alone around the area they live  
16.1.4 Proportion of population that feel safe walking alone around the area they live |

* Read section 2 of Tool 4, "Justice and Gender", for an explanation, with data and examples, of gender-related discrimination in law, policies and practice.

* See Tool 2, "Policing and Gender", Tool 4, "Justice and Gender", Tool 5, "Places of Deprivation of Liberty and Gender", and Tool 6, "Border Management and Gender".

** Tool 7, "Parliamentary Oversight of the Security Sector and Gender", explains how to strengthen non-discrimination in relation to external oversight.

For detailed guidance and checklists on integrating gender into oversight for police, armed forces, ombuds institutions and national human rights commissions, see DCAF, OSCE and OSCE/ODIHR (2014) Guidance Notes on Integrating Gender into Security Sector Oversight.

In relation to civil society oversight, see DCAF, OSCE/ODIHR, UN-INSTRAW (2008) "Civil Society Oversight of the Security Sector and Gender", Tool 9 in Gender and Security Sector Reform Toolkit.
The lives of many women, girls, men and boys are characterized by violence. The World Health Organization estimates that 35 per cent of women worldwide have experienced either non-intimate-partner sexual violence or intimate-partner physical and/or sexual violence. Individuals who are LGBTI are often at heightened risk of violence. GBV and crimes against LGBTI people are underreported because of a lack of trust in police and justice services and processes.

Security and justice providers, such as the police, the courts, places of deprivation of liberty, border services and immigration detention facilities, must improve how they combat all forms of GBV. In many contexts, progress has included measures such as specialized procedures and infrastructure for responding to GBV; victim/survivor protection and services; women's police stations; Gender Units and Gender Focal Points; training and professional development on GBV; liaison networks for women and LGBTI people; and collaboration with non-state security and justice providers. Security services must have in place measures that recognize and respond to the fact that their own personnel are at times perpetrators of harassment and violence against both members of the public and their colleagues.

Several of the Tools in the Gender and Security Toolkit give detailed guidance on how security and justice services can better respond to violence and contribute to its prevention.

Ombuds institutions and NHRI s often have a mandate allowing them to investigate allegations of violence within the security sector. They, along with parliaments and civil society, play critical roles in monitoring how security and justice institutions respond to violence, including towards women, girls and LGBTI individuals, and how they work to prevent it.

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<table>
<thead>
<tr>
<th>Target</th>
<th>Indicators</th>
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<tbody>
<tr>
<td>16.2 End abuse, exploitation, trafficking and all forms of violence</td>
<td>16.2.1 Proportion of children aged 1–17 years who experienced any physical punishment and/or psychological aggression by caregivers in the past month</td>
</tr>
<tr>
<td>against and torture of children</td>
<td>16.2.2 Number of victims of human trafficking per 100,000 population, by sex, age and form of exploitation</td>
</tr>
<tr>
<td></td>
<td>16.2.3 Proportion of young women and men aged 18–29 years who experienced sexual violence by age 18</td>
</tr>
<tr>
<td>5.2 Eliminate all forms of violence against all women and girls in the</td>
<td>5.2.1 Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age</td>
</tr>
<tr>
<td>public and private spheres, including trafficking and sexual and other</td>
<td>5.2.2 Proportion of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner in the previous 12 months, by age and place of occurrence</td>
</tr>
<tr>
<td>types of exploitation</td>
<td></td>
</tr>
<tr>
<td>5.3 Eliminate all harmful practices, such as child, early and forced</td>
<td>5.3.1 Proportion of women aged 20–24 years who were married or in a union before age 15 and before age 18</td>
</tr>
<tr>
<td>marriage and female mutilation</td>
<td>5.3.2 Proportion of girls and women aged 15–49 years who have undergone female genital mutilation/cutting, by age</td>
</tr>
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</table>
Participation and decision-making

Agenda 2030’s targets related to decision-making are further examples of the complementarity between the targets for SDGs 5 and 16.

<table>
<thead>
<tr>
<th>Target</th>
<th>Indicators</th>
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<tbody>
<tr>
<td>16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels</td>
<td>16.7.1 Proportions of positions (by sex, age, persons with disabilities and population groups) in public institutions (national and local legislatures, public service and judiciary) compared to national distributions</td>
</tr>
<tr>
<td></td>
<td>16.7.2 Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group</td>
</tr>
<tr>
<td>5.5 Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life</td>
<td>5.5.1 Proportion of seats held by women in (a) national parliaments and (b) local governments</td>
</tr>
<tr>
<td></td>
<td>5.5.2 Proportion of women in managerial positions</td>
</tr>
</tbody>
</table>

Women are underrepresented within security and justice institutions. Although global data are scarce, a recent review of women in police forces found their representation to be between 6 per cent and 48 per cent.* Women make up an average of only some 10 per cent of military personnel among NATO member countries and OSCE participating States. A 2016 evaluation of 47 Council of Europe member states found that only 37 per cent of Supreme Courts’ judges were female. Lack of representation of women is even more visible at senior decision-making levels, revealing crucial gaps in realizing women’s right to equal participation in employment and public institutions. Moreover, the scarcity of female personnel hinders the ability of the security and justice sector to provide effective services across all parts of communities.

Women are also underrepresented in legislatures in almost every country. As of April 2019, a mere 24.3 per cent of the world’s parliamentarians were women, and only 46 countries had surpassed 30 per cent women’s representation.**

The underrepresentation of women has its roots in institutional gender bias and discrimination. Several of the Tools in the Gender and Security Toolkit outline ways through which security and justice sector institutions and parliaments can become more inclusive of women and other underrepresented groups and ensure equal opportunities. Key approaches include improving recruitment and human resources processes, fostering professional associations and shaping dialogue and change in institutions’ culture.***

Achieving inclusion, participation and representation in the security and justice sector is not only about achieving a more equitable balance between male and female personnel; it is also about engaging civil society, especially women’s groups, LGBTI associations and representatives of other marginalized groups, in decision-making processes around security, priorities, provision and oversight. Both formal consultation mechanisms and ongoing practices to ensure good relationships between communities and the security sector are needed. Many of the Tools in the Gender and Security Toolkit outline approaches by which security and justice sector institutions and parliaments can strengthen their community engagement.****

* See data presented in Tool 2, "Policing and Gender".

** See data presented in Tool 3, "Defence and Gender".


Improving data collection for the SDGs within the security and justice sector

Another area in which the security and justice sector can contribute to achieving the SDGs is by improving how it collects data and working collaboratively with other state actors to improve data collection at the national level. Data and evidence have the power to hold governments and institutions accountable on gender equality, to make visible the invisible and to change laws, policies and budget decisions. Collecting data to use as a baseline and to monitor progress in achieving Agenda 2030 remains a challenge in many countries, with gaps particularly persistent with regard to gender equality and sex-disaggregated data.⁹

The indicator framework for SDGs 5 and 16 should be a starting point for the security and justice sector in collecting data, not a “ceiling” for what is possible. While some indicators require data to be disaggregated by sex, age or disability, not all strictly require disaggregation. Nonetheless, security and justice sector institutions should ensure that they disaggregate all data they collect by age and sex at a minimum, and where possible also by other social factors relevant to their context.*

Creating subtargets and subindicators based on the SDG indicator framework will contribute to national-level efforts in collecting the data required for the main indicators for each target. The security and justice sector can create gender-specific subtargets to contribute to the targets of SDG 16. For example, Target 16.1 concerns significantly reducing all forms of violence and related death rates everywhere. To ensure that concerted efforts are being made for specific groups of the population, a gender-specific subtarget could be to reduce intimate partner violence against women and related deaths, and/or reduce hate crimes against LGBTI people and related deaths.

In line with the principles of accountability and transparency, security and justice institutions should make the data they collect and analyse available and accessible to the public (taking into account personal data protection and privacy considerations). This allows external oversight actors, such as national parliaments, civil society organizations, academic institutions and the media, to make their own analyses or to collaborate with state institutions in research, which will benefit the sector in the long term.*

Conclusions

The security and justice sector plays a pivotal role in achieving Agenda 2030 because security and justice are necessary elements for development to take place. This Policy Brief outlines Agenda 2030’s normative framework for peace, justice and strong institutions, showing how gender equality is required to achieve good governance goals and how working towards SDG 5 can complement progress on SDG 16. Agenda 2030’s targets and indicators in relation to discrimination, violence and participation and decision-making, in particular, strongly connect SDGs 5 and 16.

The Gender and Security Toolkit, of which this Policy Brief is a part, offers detailed analysis, data and guidance that can be used by the security and justice sector, and those working with it, to support their contribution to achieving the SDGs.

* Disaggregating data so as to take account of sex and other intersectional factors is addressed in Tool 15, “Integrating Gender in Project Design and Monitoring for the Security and Justice Sector”.

* Integrating gender in monitoring and evaluating projects in the security and justice sector is addressed in Tool 15, “Integrating Gender in Project Design and Monitoring for the Security and Justice Sector”.
Additional resources

Global Alliance of NHRIs (GANHRI), resources on NHRIs and SDGs, https://nhri.ohchr.org/EN/Themes/SustDevGoals

Pathfinders for Peaceful, Just and Inclusive Societies, https://www.sdg16.plus

SDGs and the OSCE, https://www.osce.org/sustainable-development-goals

SDG Tracker, Measuring Progress towards the Sustainable Development Goals, https://sdg-tracker.org

UNDP (2018) "Gender equality as an accelerator for achieving the Sustainable Development Goals", discussion paper, New York: UNDP.


References


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