



**MULTI-DONOR TRUST FUND FOR  
UN ACTION AGAINST SEXUAL VIOLENCE IN CONFLICT**

**FINAL NARRATIVE REPORT COVER PAGE**

<b>Participating UN Organization(s):</b>  UNICEF and UN Women	<b>Project Title:</b> Women, Peace and Security: Implementing UN SC resolution 1325 as a mechanism to support national efforts to prevent and respond to conflict-related sexual violence
<b>Focal Point of Participating UN Organization(s):</b> Name: Ana Lukatela Address: Jeddah St 6 Telephone: +962 77 043 0066 Email: ana.lukatela@unwomen.org	<b>Report Number:</b> Annual Report 2018  <b>Project Location(s):</b>  Jordan
<b>UN Action pillar of activity:</b> <input checked="" type="checkbox"/> Advocacy <input checked="" type="checkbox"/> Knowledge building <input type="checkbox"/> Support to UN system at country level	<b>Reporting Period:</b>  1 January 2018 - 31 December 2018
<b>Project Budget:</b> <b>602,640 USD</b>	

<b>List Implementing Partners:</b>  Participating UN organizations: UNICEF, UN Women National implementing partners: Jordanian National Commission for Women (JNCW)	<b>Project Coverage/Scope:</b>  Jordan (also covering Syrian refugees)
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<b>Project Duration/Closed Project:</b> <ul style="list-style-type: none"> <li>• August 2016-March 2019</li> <li>• A no cost extension was granted until 31 March 2019.</li> </ul>
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## **INTERIM NARRATIVE REPORT**

### **I. Purpose**

The purpose of this project was to support the development and passage of a time-bound action-oriented National Action Plan (NAP) on United Nations Security Council resolution (UNSCR) 1325 and its subsequent resolutions<sup>1</sup>, which was made possible through a consultative process guided by broad participation, localization and commitment. Secondly, the project sought to develop the technical capacity of security actors in Jordan on sexual and gender-based violence (SGBV)-related protection. In doing this, the project sought to address SGBV in Jordan in two ways – i) by galvanizing commitment and action from all relevant stakeholders in Jordan – national and international, governmental and nongovernmental, on issues of SGBV and Sexual Violence in Conflict (SViC) through the development of a budgeted framework of the key interventions needed to address protection and relief-related policy and delivery gaps and, ii) by working with and training national security protection actors in Jordan to ensure they are better equipped to tackle and address issues of GBV and SViC. The sections of Jordan’s security forces targeted were the police (including the Family Protection Department), gendarmerie and the military, including border guards and other forces.

The main implementing partners were UNICEF and UN Women in Jordan, which worked with the Jordanian National Commission for Women (JNCW). UN Women brought its global expertise on women, peace and security, in addition to its expertise on NAP development to this project. This was bolstered by its long-standing relationship and engagement with the JNCW and the fact that UN Women Jordan was implementing three projects related to women, peace and security, which ensured synergy and collaboration between the components of these projects. The UN Action component focused on conflict-related sexual violence issues under Jordan’s 1325 NAP while the others provided more general overall support to the NAP development and gender-responsive security sector reform, including to Jordan’s role as a troop-contributing country on peacekeeping. UNICEF brought its global and country-specific expertise on social protection systems with a strong emphasis on SGBV in emergencies and expertise in child protection as it relates to SViC.

This project relates to UN Action’s 2017-2018 Strategic Framework of UN Action Against Sexual Violence in Conflict and the overarching goal of UN Action, that CRSV is prevented, survivors’ needs are met and accountability is enhanced. This project relates to UNA’s mission to develop context-appropriate, catalytic tools and resources to fill cross-sector gaps in knowledge, practices, advocacy and technical expertise for improved survivor-centred response. It is equally in line with UNA’s task of strengthening the technical expertise of institutional, operational, national and other key actors to prevent and address CRSV. Finally, this project is in keeping with UNA’s efforts to establish institutional and technological links between various CRSV information management platforms to enable ethical data collection and sharing in support of MARA and locally-relevant prevention and response strategies.

The main outcome of the project was achieved: the JNCW, as the NAP Secretariat, was able to lead the finalization of the JONAP 1325, in close collaboration with the NAP Steering Committee and members of the 1325 National Coalition, which included 19 civil society organizations. The Jordanian NAP 1325 was finalized and adopted by the Prime Minister and the Cabinet, and includes the following CRSV-specific outcomes:

- Outcome 3.3 Government agencies, local communities, media and civil society have increased knowledge of the negative effects of gender-based violence (GBV) and conflict-related sexual

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<sup>1</sup> UN SCr 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013) and 2122 (2013).

violence (CRSV), and how to address them, with actions undertaken to strengthen services and GBV-related prosecutions;

- Outcome 3.4 Women at risk of, or having survived, GBV/CRSV have increased access to gender-sensitive services

In addition, the JONAP has the following four CRSV-specific outputs:

- Output 3.3.1 Advocacy and community outreach campaigns regarding the negative effects of GBV and CRSV are conducted.
- Output 3.3.2 Instruments to monitor, document and report GBV and CRSV are created, linked to national structures and systems.
- Output 3.3.3 Prosecutors, judges and the security sectors are trained on how to handle GBV and CRSV and promote access to safe reporting channels.
- Output 3.4.2 Obstacles that prevent women's access to medical, psychosocial and legal support after having experienced GBV or CRSV are identified and tackled.

In addition to the successful passage of the JONAP, the project also increased the capacity of national security sector actors and institutions around CRSV. A plethora of training activities, workshops and exchanges were held to further this goal, as well as the creation of Jordan-specific training modules. More details are provided under the Results section.

The main outputs of the UNA project, specified as follows, were also on-track to being realized:

- Output 1: NAP Secretariat has financial and technical capacity
- Output 2: Implementation of the NAP kick-started for CRSV-related activities
- Output 3: JONAP experience shared internationally
- Output 4: Development of Jordan-specific training material

### **Output 1**

*Indicator 1: Secretariat is deemed capable and functioning (UNAOuc.3.1).*

The Secretariat, JNCW, was deemed capable and functioning. The National Coordinator and the Project Officer of the JONAP 1325 Secretariat led the finalization of the JONAP, which was launched in March 2018, alongside a staff member that was recruited by the Secretariat to provide additional targeted support on security sector-related aspects of the JONAP development, while the Secretary General of JNCW engaged in strategic guidance and encouraged political buy-ins by key governmental counterparts.

*Indicator 2: The M&E framework is in line with good practices.*

Indicators were established at the outcome level in the finalized and adopted JONAP and in November 2018 a workshop was held with the JONAP technical working group that further refined the M&E framework and finalized indicators and baselines at the outcome, output and activity levels.

*Indicator 3: The number of CSOs approached (target 30) and number of CSOs involved in coordination and/or review mechanisms (target 15).*

Civil society was closely engaged throughout the entire JONAP 1325 drafting process, with 19 CSO members of the National Coalition for 1325 who were regularly involved in the NAP coordination and review mechanisms. Civil society was also broadly consulted during the initial drafting of the NAP in 2016. Since then, over 70 CSOs have been reached throughout various events in the NAP development process, which included focus group discussions that culminated in a case study on the JONAP in 2018.

### **Output 2:**

*Indicator: Financial volume invested in initiatives addressing CRSV (target at least USD 50,000).*

The JONAP costs the achievement of its CRSV-related activities and outcomes, earmarking JOD \$770,000 to achieve Outcome 3.3 and JOD \$900,000 for the achievement of Outcome 3.4 (bringing the total earmarked for CRSV to around JOD \$1.670,000 (or USD 2.4 million). The JONAP as a whole was costed at nearly JOD \$8 million (USD \$11 million) and so far in 2018, 8 million USD was raised through the UN Women managed pooled fund for the JONAP four year implementation – meaning that at least 73% of its activities will be covered. If taken proportionately, that will mean the financial volume invested in CRSV initiatives will far exceed the target of USD \$50,000, and run close to USD \$2 million (for outcomes 3.3 and 3.4 exclusively).

### **Output 3:**

*Indicator: number of exchanges on NAP development (target at least 2).*

This target was achieved early on in the project – and exceeded (with three exchanges on NAP development held in 2018 alone). In February 2018, UN Women organized a regional exchange on CRSV with 12 CSOs from Yemen, Iraq, Jordan and Libya. In March 2018, a study tour brought Tunisian NAP Coalition members to Jordan for Jordan’s NAP launch and an exchange of advice and experiences. In December 2018, the JONAP High Steering Committee attended a gender justice meeting in Beirut, which also served to cement support got the GBV/CRSV and gender justice components of the JONAP and support Lebanon’s NAP drafting process.

### **Output 4:**

*Indicator 1 Development of Jordan-specific training materials (tailored from international trainings).*

Core Jordan-specific training modules were developed and finalized by UNICEF in 2018, informed by a desk review of national training resources and international manuals. The national institution engaged an international expert on Gender-Based Violence in Emergencies and Child Protection to support drafting the modules, which include a short session that can be appended to non-specialized training courses as well as a dedicated training course for security forces. Delivery was delayed due to challenge of identifying a qualified consultant, although engagement with security forces, specifically the Family Protection Department (FPD) and other agencies and training institutions of the Public Security Directorate (PSD) was fruitful. Furthermore, the mandate-specific training module and training-of-trainers (TOT) module for the UN Peacekeeping forces were also developed, in strong cooperation with a training expert from the forces. In addition, mandate-specific training modules and TOT modules for Family Protection Department and Juvenile Police Department were being finalized in cooperation with each security force and will be submitted for clearance and adoption in the first quarter of 2019.

*Indicator 2 Provision of training to male and female military, gendarmerie and police members in preparation of peacekeeping operations.*

Between November and December 2018, UNICEF provided a series of three trainings on GBV for 73 personnel of the Jordanian Armed Forces (JAF) working in Berm. Further trainings will be delivered in the first part of 2019. UN Women also supported a female Jordanian police officer to attend the DPKO Senior Gender Advisors Course in Entebbe, Uganda, in September 2018. Also in 2018, UN Women delivered three additional trainings for JAF: a joint training with NATO, where more than 15 JAF officers discussed how gender focal points could support institutional change for gender in JAF; a gender TOT for JAF in the Peacekeeping Centre to effectively train other members on gender equality management for peacekeeping deployment and to internally manage gender equality within JAF, held in November; and a joint seminar by NATO and UN Women in December, on gender integration and why it matters, attended by 17 Colonels from various units within JAF, including regional commands.

*Indicator 3 Provision of training to male and female domestic military, gendarmerie and police on GBV.*

UNICEF will begin its trainings in Q1 of 2019. Meanwhile, UN Women brought in a technical expert on

gender-responsive security sector reform (SSR) from HQ in September 2018 to support institutional capacity-development for JAF, the Police and Civil Defense and help them institutionalize gender mainstreaming in their management systems.

## **II. Resources**

UN Women supplemented implementation of activities during 2018 through funds from a regional Women, Peace and Security project implemented in Jordan, Iraq, Tunisia and Lebanon and funded by the Government of Finland, with 700,000 USD allocated to Jordan.

## **III. Implementation and Monitoring Arrangements**

The cabinet decree that endorsed the JONAP in December 2017 mandated the Inter-Ministerial Committee (IMC) on Women's Empowerment and Gender Equality, which is composed of eight cabinet ministers, with political accountability for JONAP implementation. The IMC also endorses the annual report of the JONAP coordination mechanism (a Higher Steering Committee, which is composed of line ministries and security sector agencies, and the JNCW as its Secretariat; and a Technical Working Group made up of responsible parties and implementors, both government and non-government). The IMC also supports the Government to identify and address any challenges in implementation. A programme board will oversee implementation, composed of project donors, UN Women, JNCW and IMC representatives.

In September 2018, UN Women and JNCW convened the first meeting of the JONAP Higher Steering Committee (HSC), which resulted in a finalized TOR for the HSC as well as for the technical group. The Technical Working Group met in November 2018. UN Women provided technical advice to JNCW and IMC on the development of these TORs.

Implementation mechanisms were adapted to achieve maximum impact by creating synergies and organizing broad multi-stakeholder consultations, to expand inputs and ensure greater ownership of the process and its results. The drafting process was deliberate in its length and efforts were made to ensure that consultations were as inclusive as possible, with significant time spent consulting people and civil society in particular in Jordan on their WPS priorities and sensitizing the population and decision.

### ***Monitoring systems and any evaluations, assessments or studies undertaken:***

In November 2018, JNCW and UN Women convened key JONAP stakeholders in a multi-day workshop to draft the JONAP full indicator framework in a manner that ensured full Government and national ownership and input. UN Women's M&E specialist facilitated the workshop and translated the intentions of the national stakeholders into SMART indicators as well as populated the baselines where possible. Baselines requiring more extensive data collection will be populated within the first year of implementation.

### ***How lessons learned were incorporated into the project:***

Lessons learned were also gathered throughout the course of the various regional exchanges, and incorporated into the project, to be further detailed in the Results section, under Output 3.

## **IV. Results**

### **Output 1: NAP Secretariat has financial and technical capacity**

The establishment of JNCW as the NAP Secretariat and as a body dedicated to supporting and sustaining the process has been critical to the success and completion of the NAP 1325. Further capacity strengthening is necessary to ensure effective and coordinated implementation of the JONAP. However, the strong relationships that JNCW has been able to form across the ministries, security sector and civil society organizations through the National Coalition on 1325 should also support a smooth transition from JONAP's development phase to an inclusive and participatory implementation phase.

JNCW initiated a mapping with governmental and security sector partners requesting that national stakeholders identify JONAP target activities to be supported from the national budget. Moreover, the Government committed circa USD \$2 million from the national budget for NAP implementation.

UN Women collaborated with the JNCW throughout the process to finalize and advocate for the adoption of the JONAP. Via regular meetings held with the National Coalition and the Steering Committee, JNCW as the Secretariat was able to finalize the JONAP, which was validated by the National Coalition in November, endorsed by the Jordanian Prime Minister and Cabinet in December 2017 and launched by the Jordanian Prime Minister in March 2018.

After the launch, UN Women continued to provide technical expertise to the JNCW on the design and implementation of a series of meetings to make leaders and activists in governorates aware of the JONAP, and on the design of an advocacy campaign.

UN Women worked with a gender-responsive budgeting (GRB) specialist to build the capacity of stakeholders to ensure the budgeting of key JONAP activities in sector-specific budgets. This served to raise awareness of financial commitment to the implementation of the JONAP as well as to enhance the Government's ability to financially manage its responsibilities. This was conducted through consultations with the National Coalition and carried out by an international consultant in collaboration with UN Women. A technical workshop on GRB under the JONAP framework was held in December 2018 to further build the capacity of national JONAP stakeholders to understand tools and approaches to GRB.

UN Women finalized the pooled fund for JONAP, approved the project document and signed agreements with the UK, Canada, Finland, Spain and Norway in the amount of almost USD \$8 million.

## **Output 2: Implementation of the NAP kick-started for CRSV-related activities**

With financial contributions from UN Action, UN Women organized a regional civil society exchange meeting on CRSV in December 2017. Unfortunately, the Jordanian Government experienced delays in securing visas for all participants, so the meeting was rescheduled for February 2018.

## **Output 3: JONAP experience shared internationally**

As mentioned under Output 2, UN Women organized a regional civil society exchange meeting on CRSV in February 2018. Best practices related to legislative advocacy, capacity-building and service-provision on CRSV were shared as part of that regional exchange meeting organized with 12 civil society representatives from Yemen, Iraq, Jordan and Libya. Sessions focused on the accessibility of services for survivors; addressing sexual-violence-related stigma through community-level awareness-raising; reporting and documentation for prosecution, and advocacy for stronger legislative frameworks. Each session featured two or three presentations where different CSOs presented their strengths, followed by a plenary. An Iraqi participant provided an overview of the work of her organization in providing psychological, legal and social support to CRSV and SGBV survivors; Yemeni participants focused on

service-delivery amid conflict as well as how to build accountability via data and evidence-based research; while the participant from Libya shared information on the general situation of CRSV in Libya. Jordanian participants shared examples on documentation of CRSV crimes, and media and legislative advocacy around abolishing article 304 in Jordan, as well as how CRSV has been included in the Jordanian NAP 1325 as a key element in increasing overall political level accountability and thus establishing a national roadmap on how to address the issue in Jordan.

Bilateral experiences in sharing on JONAP best practices also took place in context of a study tour conducted to Jordan by Tunisia's NAP delegation for the JONAP launch in March 2018. This exchange was meant to 'twin' Tunisia with Jordan, as a model for success. The exchange provided valuable lessons learned and ultimately contributed to the adoption of Tunisia's NAP a few months later, in July 2018.

Moreover, in August and September 2018, UN Women held consultations with all stakeholders involved in JONAP development in preparation of drafting a case study on the JONAP as a best practice, to be shared regionally. The case study is meant as a tool to share Jordan's JONAP experience internationally and was finalized and published in December 2018.

In December 2018, UN Women also supported the participation of a number of members of the JONAP Higher Steering Committee to a high-level meeting in Beirut on gender justice, which included the presentation of the justice-related elements of the JONAP and demonstrated the clear link between the WPS agenda and issues of the rule of law and access to justice.

#### **Output 4: Development of Jordan-specific training material**

Addressing CRSV is considered by stakeholders as a key element for JONAP and is strongly anchored under its Strategic Pillar 3. Trainings have enabled security-sector actors to better recognize and respond to CRSV.

##### *Indicator 4.1 Development of Jordan-specific training materials (tailored from international trainings).*

A UNICEF-contracted consultant led the development of Jordan-specific training packages on GBV and violence against children (VAC). The draft core training modules were finalized in 2018, informed by a 2017 desk review and international manuals. The modules were reviewed by the Technical Reference Group of members of the security forces. After the Technical Reference Group cleared the core training materials, a validation training was held and the core module was finalized.

Furthermore, a mandate-specific training module as well as a training-of-trainers (TOT) module for UN Peacekeeping forces were also developed, in strong cooperation with a training expert from the forces and submitted to UNICEF for final clearance. The project faced some challenges in terms of the timely finalization of mandate-specific TOT modules and the modules for actual trainings for the Family Protection Department (FPD) and Juvenile Police Department (JPD). One of the reasons for the slow progress has been the process of adapting the existing material to the Jordan context and ensuring that they meet the needs and mandates of each department. As such, mandate-specific training modules and the TOT modules for the FPD and JPD were finalized in cooperation with each security force and will be submitted for clearance and adoption in the first quarter of 2019.

##### *4.2 Provision of training to male and female military, gendarmerie and police members in preparation of peacekeeping operations.*

Between November and December 2018, UNICEF provided a series of three trainings on GBV for 73 personnel of the Jordanian Armed Forces (JAF) working in Berm. Further trainings will be delivered in the first part of 2019.

UN Women also supported a female Jordanian police officer to attend the DPKO Senior Gender Advisors Course in Entebbe, Uganda, in September 2018. The officer received certification and will be deployed to a peacekeeping operation.

In October 2018, UN Women and NATO partnered on a gender focal points training for JAF. More than 15 JAF officers attended and discussed how gender focal points could support institutional change for gender in JAF. A recommendation was to improve senior officer knowledge on gender issues and so this joint training was followed by a joint seminar by NATO and UN Women on 10 December 2018, providing a broader understanding of what JAF is trying to achieve regarding gender integration and why it matters. The seminar was attended by 17 Colonels from various units within JAF, including regional commands. The seminar was moderated by the NATO part-time Gender Adviser to JAF and UN Women's SSR military expert. Participants discussed gender and women's role in JAF and shared positive examples of how JAF female officers worked shoulder-to-shoulder with male colleagues and performed well in the mission in Afghanistan. Afterwards, JAF requested more support from UN Women on gender integration.

In November 2018, UN Women's military personnel gender expert worked closely to design and deliver a gender TOT for JAF in the Peacekeeping Centre to effectively train other members on gender equality management for peacekeeping deployment and to internally manage gender equality within JAF. The goal was to equip JAF with trainers on gender equality and assist them to create a workplan for the next year, which will help mainstream gender equality both internally in JAF and in peacekeeping missions.

#### *4.3 Provision of training to male and female domestic military, gendarmerie and police members on GBV.*

The first UNICEF-organized trainings will place in Q1 2019. Following the completion and review of the training modules, they are being piloted in one training session, then finalized for use with Training of Trainers sessions with the different arms of the security forces. The primary challenge regarding GBV training for domestic security forces was the delay in recruiting the consultant to develop the materials and deliver the trainings, with the selected consultant signing the contract almost 13 months after the project start date and 4 months prior to the end date. The revised workplan aimed to complete materials development (core and tailored modules) by April 2018, and Trainings of Trainers by the end of September 2018. However, this timeline again needed to be extended as it took longer than anticipated for the security forces to review their mandate-specific modules, thus bringing the actual roll-out of the TOT into the first quarter of 2019. Coaching and follow-up support was provided to the Security Forces Trainers during their training activities. To ensure adequate time to implement the activities under Output 4 (and other Outputs of the project), a No-Cost Extension was approved until 31 March 2019.

Misunderstandings between the consultant and some of the participating police agencies were another challenge encountered during the phase of assessing the existing training materials and needs of different agencies. In some cases, some information or materials were withheld due to the standard policies or practices of the police forces, and was interpreted by the consultant as a gap, which misrepresented the existing course coverage or training provided by security forces. A lesson learned was that the formation of the technical reference group was a good practice to facilitate the engagement between the consultant and the security forces. Additionally, it may be beneficial to include individuals with specific police or security forces background or training experience in future assessment or training teams to ensure the strongest possible collaboration.

Also contributing to the training of domestic forces, UN Women brought in an internal UN Women technical expert on gender-responsive security sector reform (SSR) from HQ in September 2018 to support institutional capacity-development for JAF, the Police and Civil Defense. An institutional framework on gender equality and women's empowerment was provided to stakeholders following extensive discussions. The process aimed to help them institutionalize gender mainstreaming in their management systems. In September 2018, the second meeting of the gender-responsive SSR technical group was held, composed of bilateral defense attachés and military advisors. The meeting served to discuss mutual challenges in working with JAF and police, to coordinate upcoming activities, as well as to discuss future coordination under the JONAP coordination and governance mechanism.

## **Key partnerships and impact of inter-agency collaboration on results**

### **Future Work Plan**

UN Women finalized the pooled fund for JONAP, approved the project document and signed agreements with the UK, Canada, Finland, Spain and Norway in the amount of almost USD \$8 million, with additional contributions in the pipeline. Implementation will begin in January 2019.

A conference to launch the JONAP implementation phase and pooled fund is planned in February 2019, and will serve as another opportunity for international and regional exchanges of best practices and lessons learned. Other JONAP-related exchanges and activities planned in the first quarter of 2019 include: a regional Arab Preparatory Meeting for the 63<sup>rd</sup> Commission on the Status of Women (to be held in early February 2019), which will serve to reinforce WPS commitments, in particular NAPs and services for survivors of CRSV; an exchange between UN Women Jordan staff with those at the Regional Office for the Arab States in Cairo as well as with staff from UN Women Lebanon; and UN Women will support civil society women leaders to attend the Brussels III meeting in March 2019, to reinforce the role of women in WPS and humanitarian response, and underline the need for livelihoods support and services for Syrian women refugees (including CRSV survivors).

Given the delays in hiring the consultant and in getting the Jordan-specific modules approved by security agencies, mandate-specific training modules and the TOT modules for the FPD and JPD were finalized in cooperation with each security force and will be submitted for clearance and adoption in the first quarter of 2019. The trainings for male and female military, gendarmerie and police members in preparation of peacekeeping operations will be provided in the first quarter of 2019. Likewise, provision of training to male and female domestic military, gendarmerie and police members on GBV will also take place in the first quarter of 2019.