

Foreword

The Women, Peace and Security (WPS) commitments laid out in UN Security Council resolution 1325 and its seven subsequent resolutions provide a policy framework relevant to the Kingdom of Jordan's current efforts to support national and regional security, stability and resilience. The role of National Action Plans (NAPs) in implementing resolution 1325 and subsequent resolutions was emphasized in the 2015 Global Study on Implementation of UNSCR 1325¹, which sparked renewed interest in the adoption of NAPs as tools to ensure accountability for the WPS agenda, and to ensure that global commitments translate into concrete action.

As of December 2018, 79 countries had approved NAPs, and many more are in the process of working to adopt them.² Nevertheless, the mere existence of a NAP does not guarantee its implementation. For example, only a fraction of all NAPs has adequate human resources or dedicated budgets, leaving many unactionable. However, a NAP can build public awareness of WPS commitments, institutional political will and acceptance and serve as a framework for holding duty-bearers accountable for the WPS agenda.

One of the key messages of the Global Study was that of localization. The report reaffirmed the process of reaching agreement on a NAP as a policy document through ensuring broad stakeholder buy-in from within and outside government, is central to ensuring its effectiveness.

In Jordan, this notion of inclusivity and buy-in became our starting point. While efforts to develop a NAP began in 2010 by the Jordanian National Commission for Women (JNCW), it was not until 2015 that work would begin in earnest, fuelled by renewed government commitment and leadership cemented in a pledge for UN Women's Step It Up campaign, to "accelerat[e] the adoption of a national action plan to implement Security Council's resolution 1325 on women, peace and security, and all subsequent resolutions".³ Jordan's efforts were also bolstered by reinvigorated coordination from JNCW and the technical and financial support of UN Women.

In December of 2017, two years of comprehensive and participatory efforts culminated in the Cabinet's adoption of the Jordanian National Action Plan (JONAP) for 2018-2021. The JONAP finds its foundations in a national dialogue that took place in 2015 and 2016 in the form of 10 national and local consultations across the Kingdom, organized by JNCW, with support from UN Women, Search for Common Ground and Al Hayat. The consultations sought to identify national priorities and concerns, and each included local government, civil society, the security sector and refugees residing in Jordan. In tandem, the National Coalition on 1325,

¹ UN Women (2015). *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council resolution 1325*. p. 240.

² Women's International League for Peace and Freedom (November 2018). "National Action Plans for the Implementation of UNSCR 1325 on Women, Peace and Security." Retrieved from: <https://www.peacewomen.org/member-states>

³ UN Women (2015). "Jordan pledges to align national laws with international commitments and expand support to women and girls in many areas". Retrieved on 23 January 2019 from: <http://www.unwomen.org/-/media/headquarters/attachments/initiatives/stepitup/commitments-speeches/jordan-stepitup-commitment-ar-en.pdf?la=en&vs=4733>

established in 2010, was expanded to include civil society organizations, media and youth representatives. The drafting process, building from the outcome of the dialogue, sought to emulate the dialogue's inclusive structure and involved widespread multi-stakeholder input and consultations with all relevant sectors of society and government. Throughout the drafting period, those engaged were supported with real time capacity-building, and space for discussion, debate and consensus-building.

The JONAP sets out a roadmap for national action to enhance the participation of women in peace and security. It leverages strategic advocacy, evidence and research, monitoring and evaluation systems, as well as national financing and international pooled funding to catalyze its implementation. Jordan's plan has been hailed by world leaders as a best practice example, and we are confident that the investment made upfront in its development will be returned through its effective implementation. As such, we share the lessons learned along Jordan's journey, as a good practice that may guide other countries that are in the process of preparing, or updating, their own plans.

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Best practices in planning for peace: Case study and toolkit on the process of developing a National Action Plan on Women, Peace and Security in Jordan

JNCW and UN Women Jordan have joined forces to document the process of designing and adopting the JONAP as a best practice and case study that could guide other countries preparing national action plans.

To this end, a series of multi-stakeholder review meetings were organized in July 2018, where government, civil society organizations (CSOs), the security sector and the JONAP High-level Steering Committee were asked to reflect on the drafting process, discuss lessons learned and identify potential implementation challenges yet to come. Topics included: JONAP structure and planning; inclusiveness; capacity and awareness of participants; management and coordination; accountability, monitoring & evaluation; ownership and political commitment; challenges and mitigation measures; dissemination and outreach; as well as public acceptance. This report is a summary of those discussions.

Why do we need National Action Plans on Women, Peace and Security?

As a country with two major conflicts on its borders, a large refugee population, increasing concerns related to violent extremism, low participation of women in the security sector, and limited policy dialogue on security issues, the women, peace and security (WPS) agenda is a key policy framework for addressing Jordan's security and stability issues. Evidence presented in UN Women's 2015 Global Study showed that the WPS agenda improves the operational effectiveness of responses to security concerns and ensures women's human rights issues in crisis contexts are addressed.

The WPS agenda was affirmed on 31 October 2000, when the Security Council unanimously adopted resolution 1325 on Women, Peace and Security, which affirms the importance of the participation of women and the inclusion of gender perspectives in peace negotiations, humanitarian planning, peacekeeping operations, and post-conflict peacebuilding and governance. The resolution galvanized global efforts to address the challenges women face during conflict and led to several subsequent resolutions: [1820 \(2008\)](#); [1888 \(2009\)](#); [1889 \(2009\)](#); [1960 \(2010\)](#); [2106 \(2013\)](#); [2122 \(2013\)](#); [2242 \(2015\)](#). Notably, nine years after the adoption of resolution 1325, States were seeing the need to do more to ensure its implementation, so resolution 1889 established indicators and monitoring procedures for resolution 1325 and urged Member States to implement it at the national level, including through the development of national action plans.

By 2015, many States had already developed such plans, efforts that were welcomed by resolution 2242. This resolution called "upon Member States to further integrate the women, peace and security agenda into their strategic plans such as national action plans and other planning frameworks, with sufficient resources, including implementation of relevant obligations under international humanitarian law and international human rights law, through broad consultation, including with civil society, in particular women's organizations..."

National Action Plans (NAPs) are policy documents to localize international commitments on women's engagement in peace and security and the protection of women during and after conflict. Member-States, in UNSCR 1889, recognized these plans as critical tools in building

accountability for, and implementation of, the WPS agenda. When successful, NAPs provide an opportunity for national stakeholders to identify priorities, determine responsibilities, allocate resources, and jointly initiate strategic actions within a defined time frame.⁴

As documented in the 2015 Global Study on resolution 1325⁵, lessons learned in NAP review processes identified the following elements for effective development of plans as tools for coherent, targeted and impactful action:

- strong leadership and effective coordination;
- inclusive design processes;
- costing and allocated budgets for implementation;
- monitoring and evaluation; and
- flexibility to adapt to emerging situations

As of November 2018, 79 countries or areas had adopted NAPs, demonstrating an important commitment by Member States to the WPS agenda.⁶ However, only 18 per cent of these had an allocated budget at drafting,⁷ and many others were developed without adequate national consultation. This has resulted in an implementation gap. Within the Arab States, Iraq was the first country to develop a NAP in 2014, followed by Palestine in 2016 and Jordan in December 2017. Tunisia adopted its NAP in July 2018 and Lebanon is expected to adopt its NAP in 2019 (at the time of writing it is pending endorsement by the Lebanese Council of Ministers).

Jordan's path to adopting its National Action Plan

In 2010, the Jordanian National Commission for Women (JNCW) established a National Coalition to develop a national strategy for advancing the implementation of UNSCR 1325 in the Kingdom. An ambitious draft was penned; however, the repercussions of the Arab Spring signalled the need for a comprehensive review of the Coalition's mandate and approach.

In 2015, efforts were revived with a renewed commitment to the passage of a NAP by Jordan's pledge to: "[accelerate] the adoption of a national action plan to implement Security Council's resolution 1325 on women, peace and security, and all subsequent resolutions".⁸ The commitment was made at the Global Leader's Meeting on the sidelines of the 70th session of the General Assembly, under the auspices of UN Women's 'Step It Up Campaign'.

This was soon linked to rising momentum around the global endorsement of the United Nation's 2030 Agenda and its Sustainable Development Goals (SDGs). The Agenda's overall

⁴ UN Women (2015). *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council resolution 1325*. p. 240.

⁵ The Institute for Inclusive Security coined and developed the term 'high-impact NAP' and has developed numerous resources on the topic. For more information, including a training course on the development of high-impact NAPs, see <https://actionplans.inclusivesecurity.org/> (cited in UN Women (2015) p. 241).

⁶ Women's International League for Peace and Freedom (November 2018). "National Action Plans for the Implementation of UNSCR 1325 on Women, Peace and Security." Retrieved from: <https://www.peacewomen.org/member-states>

⁷ UN Security Council (2018). *Report of the Secretary-General on women, peace and security*, S/2018/900. p. 14.

⁸ UN Women (2015). "Jordan pledges to align national laws with international commitments and expand support to women and girls in many areas". Retrieved on 23 January 2019 from: <http://www.unwomen.org/-/media/headquarters/attachments/initiatives/stepitup/commitments-speeches/jordan-stepitup-commitment-ar-en.pdf?la=en&vs=4733>

objectives—and Goal 5 and its targets in particular—provide an opportunity to transform development and planning approaches and mechanisms for implementation and to ensure equality of opportunity and the empowerment of women.⁹

The JNCW began mobilizing efforts at national and local levels to ensure the participation of all areas of government, the security sector, civil society, media, UN partners and all those concerned with implementing the Women, Peace and Security Agenda in Jordan. JNCW expanded the membership of the 2010 National Coalition and formed a High-Level Steering Committee, endorsed by Cabinet decree. With financial support from the Government of Japan and the Government of Finland, and technical support from UN Women, considerable efforts began in 2016, aimed at consulting stakeholders on priorities and drafting a Jordanian National Action Plan (JONAP) for the Implementation of UN Security Council resolution 1325.

“The JONAP aimed to strengthen Jordan's role as a global provider of peace and security expertise and peacekeeping troops, while also strengthening response, relief services, structures and policies within Jordan,” explained Government Coordinator for Human Rights, Basel Tarawneh, who is also a member of the JONAP’s High-Level Steering Committee.

To identify the Plan’s strategic goals, a participatory approach was used, engaging a wide spectrum of national stakeholders through a national dialogue. It recognized the relevance of the agenda to Jordan’s context and generated interest in advancing and implementing the Women, Peace and Security Agenda. JNCW, with support from UN Women, Search for Common Ground and Al Hayat, conducted a series of 10 national and local consultations in governorates throughout Jordan, which identified several strategic priorities that formed the basis for the JONAP¹⁰, namely:

- (1) Achieve gender-responsiveness and meaningful participation of women in the security sector and in peace operations;
- (2) Achieve the meaningful participation of women in preventing radicalization and violent extremism, as well as in national and regional peacebuilding;
- (3) Ensure the availability of gender-sensitive humanitarian services that are safely accessible by Jordanians and refugees, in full alignment with the Jordan Response Plan for the Syria Crisis; and
- (4) Foster a culture that recognizes the gender needs, the importance of gender equality and the role of women (including young women) in peace and security.

These priorities were passed on to the National Coalition, which led the one-year drafting and costing process of the NAP, in addition to its validation with key stakeholders.

Approved by Cabinet in December 2017 and launched in March 2018, the JONAP for the implementation of UNSCR 1325 for 2018-2021 is the culmination of more than two years of institutional collaboration and multi-stakeholder input. It adopts a gender-responsive approach to issues of participation, prevention and protection during insecurity and conflict,

⁹ National Coalition for 1325 and the Jordanian National Commission for Women (2018). [*Jordanian National Action Plan for the Implementation of UN Security Council resolution 1325 on Women, Peace and Security 2018-2021*](#). p. 13.

¹⁰ *Ibid.* p. 14.

as well as in peacebuilding and maintaining sustainable security. It includes detailed activities, indicators, and a budget.

Best practice

The following outlines key best practices from the JONAP process, as identified by internal and external experts.

a) Inclusive approach

The 2015 Global Study states that the “localization of approaches and inclusive and participatory processes are crucial to the success of national and international peace efforts.”¹¹

As detailed above, the NAP drafting process was deliberate in its length and its efforts to ensure that consultations were as broad as possible. Rather than rushing through a drafting process, a decision was made to spend significant time consulting people in Jordan on their WPS priorities and sensitizing the population and decision-makers on issues of WPS.

For example, the process began with 10 consultations in 2016, covering Amman, and the governorates of Zarqa, Mafraq, Karak, Ajloun, Jerash, Ma’an, Amman, Madaba and Irbid reaching a total of 250 people (40 per cent represented NGOs and international NGOs; 27 per cent were State actors; and 22 per cent were Syrian refugees).¹²

At the same time, the National Coalition on NAP 1325 was expanded to include a total of 43 members: 19 government bodies, 5 security sector institutions and 19 civil society organizations.¹³ Multiple drafting meetings were undertaken, allowing for comprehensive debate and dialogue, and a series of validation meetings were undertaken after the draft NAP text was finalized.

Stakeholders agreed that although the process was initiated by the Government, CSOs were important catalysts and a source of expertise. According to Hossam Tayfour, of the Government’s National Council for Family Affairs: “Following a bottom-up approach, the involvement of the CSOs was crucial to ensure inclusiveness and providing practical experience directly from the field.”

CSOs also felt their voices were heard: “In my opinion, there was no government dominance during the drafting process. The government buy-in and the emphasis on a participatory approach provided a comparative advantage for this process as opposed to the one initiated in 2010,” said Lana Zananiri from Arab Renaissance for Democracy and Development ARDD.

b) Cross-regional learning

¹¹ UN Women (2015). *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council resolution 1325*. p. 15.

¹² Jordanian National Commission for Women and UN Women (March 2016) *A National Dialogue on UNSCR 1325 on Women, Peace and Security in Jordan: A Resolution in Action*. p. 3.

¹³ National Coalition for 1325 and the Jordanian National Commission for Women (2018). *Jordanian National Action Plan for the Implementation of UN Security Council resolution 1325 on Women, Peace and Security 2018-2021*. p. 42-43.

JNCW provided initial training for all members of the National Coalition on 1325, with subsequent workshops. From 2015-2017, the Institute of Inclusive Security provided technical expertise on how to draft a NAP, and on building a monitoring and evaluation framework. In 2016, the Global Network of Women Peacebuilders provided training to National Coalition members on how to do costing calculations for the JONAP. Throughout this period, UN Women provided continuous technical support on all issues to JNCW and the National Coalition on 1325.

Participants also undertook a study visit to Finland in 2016 to shed light on international experiences in developing NAPs and implementing policies. All participants highlighted the trip and training as positive, with some saying they made sure to transfer the experience gained to other national coalitions in Jordan, such as on youth, peace and security.

In order to share regional expertise, best practices and lessons learned on 1325, the JNCW also hosted an exchange visit to Jordan by a Tunisian delegation tasked with implementing 1325 in Tunisia. The delegation consisted of 14 high-level representatives from different Tunisian national institutions. The delegation attended the JONAP launch on 21 March 2018 and exchanged experiences with CSOs and with the Jordanian National Coalition on 1325. Upon returning to Tunisia, the Steering Committee supported by the UN Women Tunisia office was able to effectively advocate for implementation of their own NAP, which was eventually adopted in July 2018.

c) Focused and prioritized time-bound logframe

Knowing that the strength of any NAP lies in its ability to be focused and streamlined, the NAP sought to set out the most urgent priority areas for action. The NAP includes four aforementioned pillars (women's participation in peace & security; women's role in preventing violent extremism; gender-sensitive humanitarian services; and fostering a culture of gender equality in peace), and under each, a streamlined set of actions that are achievable by the NAP end date.

JONAP's focus on women's role in the prevention of violent extremism (PVE) as a core pillar is a novel element that is in line with resolution 2242¹⁴ in particular, and which had not been integrated in any other countries' national plans at the time.

d) Costed results framework

In his 2017 report to the Security Council on Women, Peace and Security, UN Secretary-General Ban Ki-moon specifically praised efforts by Jordan and Nepal "to examine the budgeting for their national action plans and urge Member States to integrate women and peace and security commitments into all national planning tools and instruments and to adopt

¹⁴ UN Security Council (13 October 2015). Resolution [2242 \(2015\)](#). p.6-7. This resolution urges Member States and the UN system to ensure the participation and leadership of women and women's organizations in developing strategies to counter terrorism and violent extremism, and increase the focus on inclusive upstream prevention efforts, and establish adequate financing in this regard.

and implement comprehensive national action plans and other frameworks on women and peace and security, with indicators to monitor progress and track allocations.”¹⁵

To ensure a realistic costing of the NAP as a step towards sustainable financing, JNCW and UN Women partnered with Inclusive Security Institute and the Global Network of Women Peacebuilders to host a costing workshop, in which the NAP logframe was costed and indicators/targeted were added.

e) NAP implementation financing

Once the plan was costed, the Government committed to beginning implementation in 2018 from national budget lines and undertook a series of trainings for JONAP responsible parties on gender responsive budgeting. The security sector agencies undertook a range of activities funded from their 2018 budgets to begin progress towards the JONAP objectives. The gap in financing was covered by international partners though a positive approach to donor coordination—a pooled fund that assured the NAP was implemented holistically.

Gender-responsive budgeting and national funding of NAPs through governmental budgets is itself a best practice; however, in cases when this does not happen, or when funds are insufficient to cover the full costs, pooled funding offers a useful and interesting alternative.

UN Women held discussions with all key stakeholders to highlight how a pooled fund modality can bring together multiple donors to leverage their individual contributions towards the holistic implementation of the JONAP, while sharing political risks and operational costs and lowering reporting burdens on implementing partners.

f) Ownership, political commitment & validation

Representatives of both CSOs and government confirm that the JONAP reflects the Government’s commitment and accountability to recognizing the needs of women and girls during insecurity and conflict. It illustrates their interest in ensuring that women and girls are engaged in policy discussion on security issues, as well as in their active and direct participation in conflict-prevention, peacebuilding and post-conflict efforts, both nationally and regionally. A clear indication of this is the Government’s commitment of USD \$2 million from the national budget for NAP implementation.

“The sense of ownership and commitment across all stakeholders has made this process a pioneering model to follow,” said Salma Nims, Secretary General of the JNCW. “The inclusive consultation process as well as its participatory nature created a positive rapport where a harmonious relationship and a mutual understanding of the roles, responsibilities and challenges was developed between the Government, civil society and security sector representatives. It also accelerated the drafting, political buy-in and adoption of the JONAP.”

The strong national commitment to the NAP has been translated through the implementation of institution-specific action plans. As an example, the Jordanian Armed Forces (JAF) have already developed an internal plan for implementation of their JONAP commitments, noting that the JONAP process supported them in establishing a coherent institutional understanding of the concept of ‘gender’ across the security sector.

¹⁵ UN Security Council (2017). [Report of the Secretary-General on women, peace and security](#), S/2017/861. p. 19.

Challenges

As with any policy effort, the NAP process met with challenges. These included push-back against the agenda from some partners, and challenges in working to coordinate such a large number of stakeholders. In assessing challenges, CSOs specifically cited issues encountered during the endorsement phase related to the long, and at times complicated, process of approval by the Government. Related to this, obtaining agreement on some of the terms and language used in the JONAP was an issue that needed to be carefully navigated.

Looking forward, military representatives have identified implementation challenges such as limited infrastructure and financial allocations for simulation fields for training, capacity-building on special topics related to peacekeeping, language skills training, etc. Efforts are being made to mitigate these, including through internal actions to enhance the skills and capacities of women within the security sector and identifying key improvements to facilities and infrastructure that need to happen.

Communication and outreach on the plan was also identified as a key issue. In the first year after adoption, dissemination and outreach relied on individual efforts of members of the JNCW and the National Coalition on 1325. The JAF disseminated the JONAP through an article in their institutional magazine, which created internal discussions and engagement on the JONAP process at large. Participants also referred to the crucial role of journalists who were part of the National Coalition. A comprehensive four-year communications strategy with a monitoring framework was completed in December 2018.

Moreover, NAP stakeholders have noted that they lacked a tool to measure public perceptions. JNCW undertook efforts to use Facebook for outreach and to examine initial reactions and feedback from those who visited the Facebook page and made comments on the FB posts, though this has limited reach and scope. The comprehensive communications strategy will ensure that public perceptions on key issues are tracked as part of measuring success of the plan after four years.

The road ahead

Jordan's national action plan on implementing resolution 1325 on women, peace and security is comprehensive, strategic and grounded in Jordan's reality, developed with meaningful participation from all key stakeholders. Ground-breaking in many ways, including its focus on preventing violent extremism, the plan is also notably the first NAP globally to have successfully established a pooled fund mechanism with financial commitments secured for its implementation, which will be a key part in ensuring its sustainability.

The key to the next phase of translating the plan into results will be ensuring that the inclusive and collaborative spirit that went into its drafting is sustained into the implementation phase. Even the best-laid plans can go awry, so maintaining the momentum of the JONAP and all its stakeholders is critical.

In doing this, general measures needed for ensuring effective NAP implementation are as follows: developing a multi-agency coordination structure between stakeholders—in particular, between the Cabinet, JNCW, the National Coalition and others—with clear roles and responsibilities, a clear flow of information, reporting lines and meeting frequency; integrating the NAP budget into the national budget; ensuring effective monitoring and reporting mechanisms to monitor impact. For this the following must be undertaken:

- developing a communications and outreach plan, as well as tools to measure the impact of the outreach plan on public acceptance;
- building capacities for the cadre of institutions involved in JONAP implementation;
- enhancing the networking and exchange of experiences with similar Jordanian coalitions, like the National Coalition for implementing UNSCR 2250 on youth; and
- developing a detailed M&E plan along with clear reporting cycles and an annual report.

This case study has laid out Jordan's experience in drafting its NAP and can serve as a valuable model for other countries in the region and globally who may be seeking experiences of designing inclusive national action plans and processes. To this end, the case study has presented the experience while the annex includes potentially useful materials including a documentation toolkit, checklist and sample invitation letters.

Annexes:

- Jordanian National Action Plan (JONAP) for the implementation of the UN Security Council Resolution 1325 on Women, Peace and Security (2018-2021)
- Joint Invitation Letters (English & Arabic) from UN Women and JNCW
- Documentation Toolkit (English & Arabic) including all assessment aspects: planning, inclusiveness, capacity and awareness of participants regarding the process, management and coordination of the process, accountability, monitoring & evaluation frameworks, ownership and political commitment, challenges and mitigation measures, launching, dissemination, outreach and public acceptance
- A data documentation/entry sheet template
- Attendance sheet template
- A checklist for the steps required to undertake the NAP documentation process

References:

Jordanian National Commission for Women and UN Women (March 2016) [*A National Dialogue on UNSCR 1325 on Women, Peace and Security in Jordan: A Resolution in Action.*](#)

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