
**Women's Issues in
“Delivering As One”
UN System
Pilot Programme in
PAKISTAN**

**A study carried out on behalf of a
Pakistani NGO**

R o z a n

**Member, South Asian Campaign
for Gender Equality and
Gender Equality Architecture
Reform (GEAR) Campaign**

Islamabad, Pakistan, 2009

“Delivering As One”

UN System-Wide Coherence

- ❑ May 2006: UNSG constituted a High-Level Panel on UN Reform.
- ❑ Pakistan was one of 3 Co-Chairs.
- ❑ Main recommendation: country-level “One UN”: joint interventions, joint programme, one budgetary framework, one office, one management practice, one leader.
- ❑ 2007: Pakistan became Pilot country (1/8)
- ❑ 5 Thematic Areas: H&P, Ed, Env, ARDP, DRM
- ❑ **Gender is one of 4 Cross-Cutting Themes**

What is the GEAR Campaign?

- Gender Equality Architecture Reform: global, non-govt., non-UN initiative;
- Seeks to mobilize support for 2006 recommendation by UN High-Panel on System-Wide Coherence for setting up:
 - an independent women's UN agency;
 - to strengthen UN capacity, leadership & resources for gender equality & WE;
 - with normative and operational field responsibilities to deliver results in member States.

>>> **and,**

- To bring coherence to UN's current efforts - fragmented, scattered - on gender equality & women's empowerment:
 - A large number of agencies, entities, institl. arrangements, mechanisms, e.g. *inter alia*, UNDAW, UNIFEM, INSTRAW, OSAGI, + CSW & CEDAW Committee, + comms. of ECOSOC, UNSC, UNGA (Comm#3), regional Comm (ESCAP), etc;
 - Agency-specific Gender Units or Focal Points/Persons, Advisors, Coordinators⁵

Sometimes the list appears
endless, and there appears to
be very little – if any –
coordination between any of
them...

>>>

GEAR Campaign

- ❑ GEAR membership: 277 CSOs/groups worldwide: women's movement, human rights activists & social justice networks;
- ❑ SAC for GE: South Asian Campaign for Gender Equality – Pak. is a member;
- ❑ Pakistani membership includes: Aurat Foundation, Rozan, Sach, Shirkat Gah, Simorgh, SPO & Sungi Development Foundation.

UN Internal Debate on GEAR

- July 2008: 4 options were presented to UNGA re proposed new women's entity.
- Internal UN debate continues re its:
 - Structure;
 - Mandate;
 - Functions;
 - Resources;
- Some are still not convinced of its rationale/justification: gender issues – separate vs. integrated & mainstreamed

> > >

Question: are the two mutually exclusive, or can they proceed simultaneously, hand-in-hand, in cooperation, collaboration and collegiality?

We decided to find out.

Rozan review Objectives

- Briefly review impact of UN Pak. Pilot on overall UN/WE policy-programme focus, approach, process and mechanisms;
- Present sample of stakeholders' views, development partners' opinions and expressed-perceived needs re. options;
- Make recommendations re. UN System's restructuring and reforming its women's empowerment and gender equality architecture within the Pakistan Pilot.

Rozaan review Methodology

- 3 main groups of respondents:
 - Govt. of Pakistan,
 - Intl.+Natl. NGOs (purposive sample),
 - The UN System;
- Personal interviews and questionnaires;
- Joint consultation with UN agencies' GAs & GFPs group;
- Literature review;
- Qualitative aggregation of findings, no names of respondents or agencies.

>>> **Limitations**

- ❑ Not included in current review:

 - Provincial Governments,
 - Bilateral-Multilateral Donors & Creditors
 - Private Sector;
- ❑ Interviews with UNHoAs: v.low response;
- ❑ Low Govt response;
- ❑ No documentation available at Govt outside UN System and Rozan (on Pak Pilot or GEAR campaign).

Rozan review: Main Findings

- Awareness of One UN & Pakistan Pilot:
 - Within UN System: very high;
 - GoP: very low; exceptions: directly relevant entities at v. senior levels;
 - I+NNGOs: universal: purposive sample;
- Application of One UN and Impact:
 - UN: App: universal; Impact: too early;
 - GoP: App: very low; Impact: not yet;
 - I+N NGOs: just starting, so premature;
- Gender policies, checklists, GAs/GFPs, etc:
 - Within UN: cross-cutting & agency-specific mandate, integrated + women-specific programmes/projects;

>>> **main findings**

- gender not part of TWGs: x-cutting;
- “women’s issues” need stronger, sharper focus than “gender issues”;
- checklists, LFAs, OVIs, M&E, sd-data: insufficient for mainstreaming women;
- GoP: MoWD has comprehension, clarity, mainstreaming&women-specificmandate;
- other entities see “gender” as “women only” & “MoWD’s responsibility” but now include GFPs, GUs, Checklists;
- I+NNGOs: UN partners v.high on specific concepts+application, low on 1UN Pilot;

>>> main findings

Challenges of gender work with UN:

- ❑ **GoP: different PC-1 & UN prodoc formats, reporting requirements, funding cycles, lack of focus & centralization results in duplication & wastage of scarce resources; UNIFEM's long absence from Pakistan (only recent reappearance);**
- ❑ **I+NNGOs: lack of one main entity & centralization due to UNIFEM's absence until recently; numerous GAs/GFPs/GUs within UN; lack of UN attention to gender issues at micro-level of projects, process, materials; absence of proactive approach at policy level;**

>>> **main findings**

- UNIFEM needs to have stronger role re women's issues – policy and strategy;
- UN should oppose increased poverty due to WTO, intl. trade agreements;
- UN institutional response women's issues:
 - UN System: with one exception, all want one strong lead agency for women; + each agency to integrate & mainstream women's issues;
 - GoP: most know only UNIFEM, some also CSW & CEDAW Committee.
 - I+NNGOs: ditto, but provide detailed responses on what they want to see:

>>> **main findings**

- UNIFEM actively engaging on women's issues, interagency coordination; there is a felt need for joint institutional and programmatic response; but there is also a risk of over-centralization;
- UN - the only intl. organ to hold States responsible, needs to strengthen info-sharing & communication on women.
- **Impact of 1 UN Pilot on UN System and coherence on gender issues:**
 - UN System: lack of consensus on GEWE;

>>> **main findings**

- -ve feelings: lack of top-level commitment, inadequate funding & staffing, Gender x-cutting not TWG;
- Optimism: Pilot's focus on UNRC's advocacy role; UNIFEM's women focus.
- GoP: lack of clarity and too early to assess Pakistan Pilot.
- I+NNGOs: all agreed UN lacks coherence on women's concerns and needs one composite entity.
- only one NGO feels centralization would impact negatively on mainstreaming & integration of women;
- 1 NGO to feel positive only if focal/lead agency will understand women's rights.

Recommendations

- For the GoP, there is a need:
 - for effective donor coordination to overcome fragmentation & duplication;
 - to enunciate a need for a single UN entity addressing women's concerns;
 - to effectively mainstream through institutionalization of GAs/GFPs, GRBs;
 - to strengthen both NCSW and MoWD;
 - to work with UNIFEM on CEDAW Plan of Implementation & UN reports;
 - to work with women's rights activists in non-confrontational, cooperative way

>>> Recommendations

□ For I+NNGOs:

- **Without cooption/losing autonomy,**
 - ~~NGOs need to work more with UN+Govt on Pilot 1 UN System process & content;~~
- NGOs need to advocate best option for UN's women-focused entity to (a) Govt, (b) UN inter-govt. bodies, (c) UN/HQs;
- NGOs need to cont. advocacy, watchdog role re. anti-women legislation, jirgas, punchayats; political representation; disenfranchisement; access to justice & social services; freedom from GBV; ~~mainstreaming & integration, GRBs, etc;~~₂₀
- NGOs continue CEDAW Shadow Reports.

>>> Recommendations

□ For UN System:

- Wider dissemination of Pilot 1 UN phil.;
- Resolve lack of clarity, consensus w/in UN agencies: emerging women's entity;
- Top-level UN leadership needs to demonstrate REAL commitment to women's issues (e.g. EQ/DRM docs);
- UN GAs & GFPs need: (a) to wear only one hat; (b) their difficult job to be recognized & acknowledged;
- Recognize & acknowledge UNIFEM's emergence as preferred women-

>>> Recommendations

focused agency in Pak.Pilot;needs funding, staffing, autonomy, equal status as other UNCT/HoAs in country Pilot + HQs;

- Strengthen ind+firewalled UNRC role, esp Advocacy, with TWGs+CCIs' cooperation;
- [[Explore possibility of elevating Gender Equality & Women's Empowerment from CCI to TWG in Pakistan Pilot;]] ***
- New women's entity needs to localize CEDAW/PoI & assist in preparing country-specific responses to Res.1325, 1820, etc.
- Focused, structured interventions required

>>> Recommendations

- Recognize at all tiers of UN hierarchy that GE&WE is not a mutually exclusive case of either/or: it requires holistic vision & multi-layered thematic + sectoral approaches
- Recognize that UNGA's agreeing to set up a new, consolidated UN entity on women's concerns is currently just a statement of intent, until translated into reality
- Recognize that entity is useful only as far as strength of its mandate, autonomy, power, holding agency heads answerable & accountable, making RC/HC system WORK²³

>>> Recommendations

- Recognize that GE&WE is just one aspect [albeit some see it as THE MOST IMPORTANT aspect] of the 1 UN system Pilot. In Pakistan the 1 UN Joint Programme is only 5% funded
- Thus, funds mobilization needs to be a priority now at all tiers of UN hierarchy
- As Pakistan ranks 10th lowest in GE&WE, even greater priority is required for its funding;
- ~~Whatever shape of new entity, its~~ substance and voice is MOST important

CONCLUSION

- ❑ The “Delivering As One” UN System requires ONE global agency for women.
- ❑ It is an idea whose time has arrived.
- ❑ It is for the UN hierarchy to realize this.
- ❑ It is for the Govt. of Pakistan to support it at all UN platforms, esp. next UNGA.
- ❑ It is for Pakistani women’s movement, rights activists & rights-based CSOs to mobilize support for it, with Govt & at intl. fora, adding our voices to the growing chorus worldwide.

We got an answer to our question

- We found that mainstreaming and integration of women's issues into all aspects of life, with the aim of gender equality and women's empowerment, CAN and DOES co-exist with women-specific concepts, interventions, laws, plans, policies, programmes, actions.
- The two are NOT mutually exclusive...

▪

**It will require
a great deal of intra- and
inter-governmental
political will
and
commitment...**

▪

**It will also require great
collegiality
and magnanimity amongst
the primary UN
stakeholders, especially
the biggest funded
agencies...**

■

**For the sake of
GENDER JUSTICE
we must do no less...**

▪

**Just as the world did for
Racial Equality and
Racial Justice
worldwide, we need to
send out a similar global
signal for
**GENDER EQUALITY &
GENDER JUSTICE...****