

Simplified Approval Process

Annex 4: Gender assessment and action plan



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Acronyms

ccGAP	Climate Change Gender Action Plan
EWS	Early warning system(s)
FATA	Federally Administered Tribal Areas
FGD	Focus group discussion
GBV	Gender-based violence
GDP	Gross domestic production
ICT	Information communication technologies
KP	Khyber Pakhtunkhwa
PWD	Person(s) with disabilities
SBCC	Social behaviour change communication

Introduction

The Government of Pakistan and the World Food Programme (WFP) have partnered to develop a joint Green Climate Fund (GCF) proposal titled: *“Integrated climate risk management for strengthened resilience to climate change in Buner and Shangla districts of Khyber Pakhtunkhwa Province, Pakistan”*. If successful, the project will directly benefit 146,737 women and men beneficiaries vulnerable to the impacts of climate change, particularly flooding, from improved access to early warning information, anticipatory action and climate-resilient livelihoods. The proposed project will utilize a twin-track approach by mainstreaming gender throughout the project’s three components, as well as implementing dedicated gender-targeted actions, as outlined in the Gender Action Plan (Annex 2). The key components of the project include:

1. Gender-responsive institutional and capacity strengthening;
2. Inclusive and gender-responsive local adaptation and implementation;
3. Key gender-related evidence generation and lessons learned for replicability and scalability.

This gender assessment aims to provide an overview of the gender situation in Pakistan, identify gender issues that may be relevant to the project, and to examine the potential for gender mainstreaming opportunities. It is organized into the following four sections. Section I provides a brief contextual analysis, illustrating the country’s key demographics as well as relevant normative frameworks in Pakistan, including policies, institutions, legislation, and overall commitments to gender equality in the country. Section II illustrates the socio-cultural and economic context, using a gender lens. Section III discusses the gendered aspects of climate change, including vulnerability and impact, as well as the gendered aspects of the agricultural sector. Lastly, Section IV outlines the gendered related needs identified through the gender assessment and subsequently how the proposed project aims to address them.

Methodological Approach

Utilizing a mixed-methods approach, this gender assessment comprises a desk review of secondary data, including previous meetings with community members, district functionaries, and relevant provincial departments. Additionally, primary data was collected during two separate times: September 2021 and March 2023. A total of 19 Focus Groups Discussions (FGDs) with 97 women and 120 men in both Buner and Shangla, as well as numerous stakeholder consultations with provincial government ministries, see Tables 1 for more details. However, there is limited qualitative research available that examines the impacts of floods on marginalized groups especially in targeted districts. Thus, an immediate activity under this gender action plan is to conduct qualitative research, including stakeholder consultations (Gender Action Plan, Activity 1.2), that fills the gender disaggregated information gaps in order to inform socio-economic impact-based flood forecasting efforts.

Table 1: List of Focus Group Discussions per village

Number	District	Dates	Union Council	Participants	
				F	M
1-4*	Buner	Sept 2021	Makharai	20	30
5-8*	Shangla	Sept 2021	Pirkhana	28	35
9	--	Sept 2021	--	8	5
10	Buner	March 2023	Batara	8	0

11	Buner	March 2023	Batara	0	7
11	Buner	March 2023	Malakpur	9	0
12	Buner	March 2023	Malakpur	0	6
13	Buner	March 2023	Makhranai	8	0
14	Buner	March 2023	Makhranai	0	8
15	Shangla	March 2023	Pir Khana	7	0
16	Shangla	March 2023	Pir Khana	0	10
17	Shangla	March 2023	KuzKana	9	0
18	Shangla	March 2023	KuzKana	0	12
19	Shangla	March 2023	Pirabad	0	7

**FGDs were conducted separately between women and men*

Section I: Context Analysis

General country context

Located in the sub-continent of South Asia, Pakistan has an estimated population of over 240 million as per the 2023 census, making it the fifth most populous country in the world. Women comprise 49.6 percent of the population, while religious minorities constitute 4 percent. There is limited statistical consensus on the number of persons with disabilities, namely those with physical, cognitive, mental and sensory impairments, living in Pakistan, as estimates range from 3.3 million to 27 million people.¹ This could be due to the fact that only 371,833 persons with disabilities own a Special National Identity Card (SNIC), making it difficult to register accurate figures in government databases. Furthermore, the country's total population of transgender people reported in the sixth Population and Housing Census is 10,418, however estimates range up to 500,000.² Notably, the country's population continues to expand, with a growth rate of 2.4 percent. This continues to raise concern, particularly with regard to the "youth bulge",³ as the country does not have the capital and capacity to generate the required number of jobs and the infrastructure to absorb the growing population.

In terms of ethnic and cultural diversity, among the 240 million people living in Pakistan, the country boasts a rich diversity comprising of multiple ethnicities such as Punjabi, Sindhi, Pashtun, Balochi, Siraki, Kashmiri, Muhajir and others, with over sixty native languages being spoken. Notably, six of these – Urdu, Punjabi, Sindhi, Pashto, Balochi and Siraki – have over ten million speakers each. According to the most recent Global Gender Gap Report (2023), Pakistan ranks 142 out of 146 countries – notable improvements were observed in gender parity in labour force participation and estimated earned income, but the gender gap in economic participation continues to widen.⁴ Evidently, given the country's vast diversity in ethnicity, culture and language, it is essential that an intersectional lens is used when analysing the gendered dimensions in this context.

In 2022-23, there is a real GDP growth of 0.29 percent, which is consistent with the recent economic turmoil Pakistan has been experiencing for the last few years.⁵ The country's foreign exchange reserves have reached critical levels, as the currency continues to depreciate while food and fuel prices increase. External factors, political unrest and instability, and strained relations with neighbouring countries have further compounded the economic situation. Moreover, the economic situation continues to be hampered by recurring climate-related shocks and stresses. Despite cumulatively contributing less than one percent to global greenhouse gas emissions,⁶ Pakistan consistently ranks among the top 10 countries globally in the Climate Risk Index, most recently ranking eighth in 2021.⁷ The 2022 floods and flash floods affected 33 million people in 94 districts, with many resorting to negative coping strategies including the sale of income-producing assets and withdrawing children from school.⁸

1 [Pakistani People with disabilities](#)

2 [Pakistan Economic Survey 2017-18](#)

3 Government of Pakistan, [Pakistan Vision 2025](#).

4 World Economic Forum, [Global Gender Gap Report](#) (2023)

5 Government of Pakistan, [Pakistan Economic Survey 2022-23](#).

6 [Resilient Recovery, Rehabilitation and Reconstruction Framework \(4RF 2022\)](#)

7 Germanwatch, [Global Climate Risk Index 2021](#)

8 WFP, [Pakistan Flooding Situation Report – February 2023](#).

Provincial and project districts context

Khyber Pakhtunkhwa (KP) is one of the four provinces of Pakistan. It has a key strategic location, as it shares a border with Afghanistan to the West and North. Those living in KP have suffered a series of shocks over an extended period of time that has eroded living standards, these include the fall-out from over three decades of the Afghan conflict, the spill-over of the militancy in the ex-Federally Administered Tribal Areas (FATA), the devastation caused by the 2005 earthquake, the internal displacement of 3 million people following the conflict in Swat in 2009, and the damage inflicted by unprecedented floods in 2010 and 2022.

According to the Census-2017 results, Khyber Pakhtunkhwa's population is 30.51 million increasing from 17.74 million reported in Census-1998, with an average annual growth rate of 2.89%. The total population living in urban areas is recorded as 5.74 million with a share of 18.80% against 24.77 million in rural areas with a share of 81.20%. The male population constitutes 50.62% of the total population, whereas females constitute 49.37%, and transgenders population recorded as 1,999 barely makes up 0.01%. Data on the transgender population was collected for the first time in this Census, and due to various challenges before and during data collection, the size of transgender population is suspected to be understated.

In KPK, the female population of reproductive age group 15-49 years is 47.70% of the total female population. Among the reproductive age group, 29.04% of women are never married, 69.34% are married, 1.41% are widowed and 0.22% are divorced. The percentage of never-married females in urban areas is higher i.e. 32.35% as compared to rural areas which is 28.24%. Moreover, the proportion of the Population is highest among the age group 15-64 years, and lowest in the age group of 65 years and above. A similar trend can be observed in both males and females. The proportion of old persons (65 years and over) is quite low. Only about 3 to 4 percent of the population falls in this age group.

This project focuses supporting the diverse women, men, girls and boys in two rural districts of KP, Shangla and Buner. Shangla has a population of 891,252, with approximately 125,551 households. It is one of Pakistan's least developed areas, with a Human Development Index of 0.332.⁹ Conversely, Buner has a population of 1,016,869, with approximately 118,692 households.¹⁰ As these figures form part of the most recent census, it is still unclear the exact breakdown of male and female inhabitants, but we can assume it is approximately 51 percent men and 49 percent women, given the last census.

The majority of the population in both districts is Muslim, with the Sikh community being the most significant minority group, as reported by communities during FGDs. The presence of other minority groups in both rural and urban areas is negligible. The majority of the population in both districts, including minorities, speak Pushto as their primary language. In accordance with the FGDs, the needs of minorities are not significantly different from those of the majority population in terms of climate resilience and livelihood – all community members raised concerns about frequent flash floods, lack of livelihood opportunities, girls' education, and access to drinking water.

⁹ KP Board of Investment and Trade

¹⁰ Government of Pakistan, Bureau of Statistics, 2023

Both Buner and Shangla exhibit similar labour and gender norms as other rural tribal areas in Pakistan. Notably, there are difficulties for women in targeted districts more tribal in nature. The tribal people follow practices like female seclusion, polygamy, prohibition of divorce, denial of inheritance to women, etc. Women lack inheritance rights as they are often not registered with a national registry to get their national identity cards. Furthermore, cultural norms and inadequate educational opportunities prevent women from exercising their inherited rights. These are expressions of a patriarchal social structure.

Based on the FGDs, women's roles are typically limited to care and domestic work, while men are responsible for earning income and supporting their families, mostly through labour-intensive work. Despite playing a significant role in agriculture and livestock management, compared with men, women have limited control over productive and natural resources, such as land, water, finance, and agricultural extension services. Married women tend to have large families, with six to ten children, and they stay close to their homes or villages, except for medical appointments or to visit relatives. Unfortunately, access to secondary and higher education is limited for girls, with only primary schools available in the project areas. As a result of these distinct roles and responsibilities, women and girls have lower capacities to adapt to the impacts of climate change, thus there is need to better understand the socio-economic impacts of floods on marginalized groups, including women and girls.

Normative frameworks on gender equality and women's empowerment Pakistan is committed to ensure girls'/women's and other vulnerable groups' rightful place in the society, and as such has ratified key United Nations' women and human rights treaties (Table 3), including but not limited to the Committee on the Elimination of Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action, ILO Conventions, the Convention on the Rights of the Child Rights and its Protocols , and the Convention on the Rights of Persons with Disabilities. All directed to

Table 3: Ratification Status of Treaties in Pakistan¹¹

Treaty Description	Treaty Name	Signature Date	Ratification Date
Convention against Torture and Other Cruel Inhuman or Degrading Treatment or Punishment	CAT	17 Apr 2008	23 Jun 2010
International Covenant on Civil and Political Rights	CCPR	17 Apr 2008	23 Jun 2010
Convention on the Elimination of All Forms of Discrimination against Women	CEDAW		12 Mar 1996 (a)
International Convention on the Elimination of All Forms of Racial Discrimination	CERD	19 Sep 1966	21 Sep 1966
International Covenant on Economic, Social and Cultural Rights	CESCR	03 Nov 2004	17 Apr 2008
Convention on the Rights of the Child	CRC	20 Sep 1990	12 Nov 1990
Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict	CRC-OP-AC	26 Sep 2001	17 Nov 2016

¹¹ United Nations, [Multilateral Treaties Deposited with the Secretary-General](#)

Optional Protocol to the Convention on the Rights of the Child on the sale of children child prostitution and child pornography	CRC-OP-SC	26 Sep 2001	05 Jul 2011
Convention on the Rights of Persons with Disabilities	CRPD	25 Sep 2008	05 Jul 2011

As per Article 25 of the Constitution of the Islamic Republic of Pakistan, every citizen is guaranteed fundamental rights without any discrimination based on gender. Yet, gender-based inequalities continue to persist, which is why the Government has introduced several policies, including the National Policy for the Development and Empowerment of Women (2002) by the Ministry of Women's Development, a National Plan of Action, and Gender Reform Action Plans (GRAP). Recently, the Government launched the National Gender Policy Framework (2022), which outlines a set of strategic objectives and priorities for advancing gender equality in Pakistan to provide *"quality education, gainful employment and meaningful engagement to its people while upholding gender equality, dignity, respect and fairness for all"*.¹² Furthermore, Provincial Governments have also enacted legal measures to safeguard women's rights, such as the right to property, protection against workplace harassment, and family laws – right to marriage, divorce, child custody and adoption.

Since 2000, a National Commission on the Status of Women (NCSW) has been established along with provincial chapters in order to promote gender equality agendas within parliament and political spheres. Women's Development and Social Welfare Ministries and Departments are also present in each province/region to promote gender equality. These departments work towards the welfare of women, children, persons with disabilities, and transgender persons at the district level. However, most institutions lack resources in terms of finance and human capital, despite having institutional gender employment quotas.

In most areas, including KP, the legal age in Pakistan for marriage is 18 for males and 16 for females.¹³ In the past years, there has been notable progress, attributable to more deliberate investments in improving the lives and well-being of girls and women. The Ombudsperson for the Protection of Women against Harassment has been established and functional at federal and provincial levels. Helplines for legal advice on human rights violations are in place providing legal aid services to victims.

Legislations were also put in place to protect the rights of persons with disabilities such as the Disabled Persons (Employment and Rehabilitation) Ordinance (1981), which was recently amended in 2015. In 2020, a broader Disabilities Rights Act was passed to further uphold the equality of persons with disabilities (PWD) in Pakistan. Resultingly, the provinces have formulated their own laws for PWDs under decentralized power structures, including various social security and health provisions for PWDs and their families.

¹² Government of Pakistan, [National Gender Policy Framework](#) (2022)

¹³ [Child marriage: What are the laws in Pakistan?](#)

Pakistan has also made some landmark decisions to protect the fundamental rights of the transgender community. A ruling by the Supreme Court and a transgender law (2018) state that: “every transgender person, being the citizen of Pakistan, who has attained the age of eighteen years, shall have the right to let himself or herself be registered according to self-perceived gender identity”. The Government has also appointed focal persons to represent transgender persons at provincial-level administrations, as well as provided specific educational initiatives aimed to support the transgender community in Pakistan. However, there remain greater challenges in terms of opposition over some of the clauses in the transgender act such as clause 3 (2) that emphasizes the right to self-perceived gender identity.

Gender-sensitive climate change policies

In 2012, Pakistan introduced its Climate Change Policy to strengthen the country’s adaptability to the impacts of climate change and to further promote climate-resilient development. Of particular relevance is the Policy’s third goal, which emphasizes the need for gender-sensitive climate change adaptation for marginalized groups, while also encouraging mitigation efforts.¹⁴ Other policies of specific note to address climate change and natural resources management and serve as guiding principles for each province to implement their own policies, include the National Water Policy, National Drinking Water Policy, National Forest Policy, National Food and Agriculture Policy, and National Sanitation Policy.

Pakistan also ratified the Paris Agreement 2015, which mandates gender equity and justice in climate action by United Nations (UN) member states.¹⁵ Other positive initiatives included Ten Billion Tree Tsunami Programme (TBTP), National Adaptation Plan, Clean Green Pakistan Index and Champions Programme to reduce the adverse impact of climate change in Pakistan, especially for marginalized populations such as women, children, and transgender persons.

As a result of the policies mentioned above, with financial support from the Green Climate Fund (GCF), a national Climate Change Gender Action Plan (ccGAP) has been launched in 2022 in collaboration with the Ministry of Climate Change (MOCC) and the International Union for Conservation of Nature (IUCN) Pakistan, as well as input from various sectoral ministries, international organizations, as well as gender and climate change experts. The ccGAP prioritizes gender and climate integration across six sectors, including disaster risk reduction, agriculture and food security, forests and biodiversity, integrated coastal management, water and sanitation, and energy and transport.

The KP province has also developed a provincial gender-responsive Climate Change Policy, which provides the following recommendations:

- Incorporate gender perspectives in development, climate adaptation and mitigation planning;
- Reduce the vulnerability of women and girls to the impacts of climate change, particularly in relation to their critical roles in community;

¹⁴ https://mocc.gov.pk/SiteImage/Policy/NCCP_percent20Report.pdf

¹⁵ The Paris Agreement is a **legally binding international treaty on climate change**. It was adopted by 196 Parties at the UN Climate Change Conference (COP21) in Paris, France, on 12 December 2015. It entered into force on 4 November 2016.

- Ensure equitable participation of women during every stage of decision-making process on climate change mitigation and adaptation initiatives, using the local and indigenous knowledge of women to improve their welfare;
- Develop gender-sensitive indicators related to adaptation to evaluate and monitor vulnerability of women to climate impacts and to address it accordingly;
- Establish coherence among the institutions dealing with issues of climate, gender, human rights, population planning and health policy.

Section II: Socio-cultural and economic status of women, girls and other marginalized groups

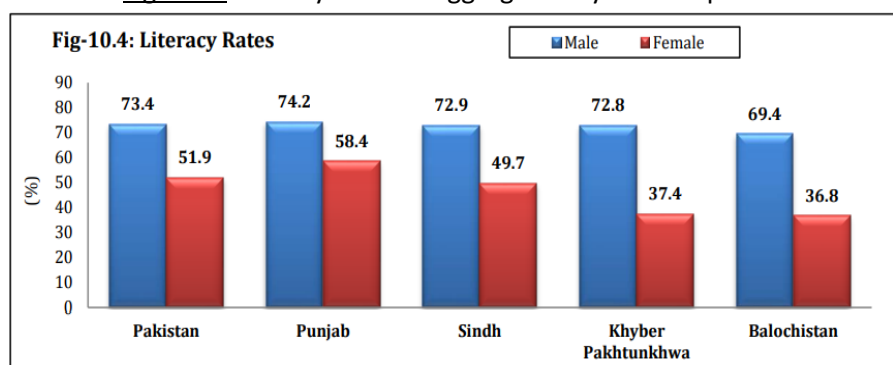
Despite several international, national and provincial commitments to gender equality and women's economic empowerment, large economic and gender disparities still exist. Pakistan is among the bottom five nations in women's economic participation and opportunity, with gender parity currently at 36.2 percent.¹⁶ Utilising the potential of half of the country's female population remains a priority for most governments but remains barred due to the inequality of opportunities across multiple sectors, including education, healthcare and the labour market. Compared to other countries in the region, Pakistan has had considerably less success in promoting women's economic inclusion, with human capital outcomes more comparable to Sub-Saharan Africa, which has an average HCI of 0.40.¹⁷

In terms of socio-cultural practices, women's position remains significantly less as opposed to men, with anti-woman practices ranging from those which are more common, such as women and girls being confined to domestic responsibilities, as well as early and forced marriages (*vani*), towards more severe cases including rape, acid attacks, mutilations, and honor killings (*karokare*), such incidents are also noted for transgender persons and persons with disabilities.

Literacy and education

Literacy is a precursor to employment and economic empowerment. Notably, there are significant gender gaps among literacy rates in Pakistan, as 73.4 percent of men are literate compared to 51 percent of women.¹⁸ More efforts need to be made in order to reduce this literacy gap, however cumulative education expenditures by federal and provincial governments remain low, for example in 2021, such expenditures accounted for only 1.77 percent of GDP.¹⁹ Concerningly, Pakistan has the world's second-highest number of out of school children with an estimated 22.8 million children aged 5-16 not attending school, representing 44 percent of the total population in this age group.²⁰ Half of them are girls. With a growing 'youth bulge' and a large percentage of uneducated children, long-term human development is worrisome.

Figure 1: Literacy rates disaggregated by sex and province



¹⁶ Global Gender Gap Index (2023)

¹⁷ [Pakistan Human Capital Review 2023, Policy Brief](#)

¹⁸ Pakistan Labour Force Survey 2020-21

¹⁹ [Cumulative Education Expenditure Declined 2022](#)

²⁰ Pakistan Education Statistics 2016-17, Academy of Educational Planning and Management, Government of Pakistan (most recent report)

In KP province, the number of out of school children between the ages of 4 and 14 is especially high, reaching more than one million. According to the most recent Labour Force Survey 2020-21, literacy rates in the province are 55.1 percent, as compared to 52.4 percent in 2018-19. However, the gender gap is significant, namely 72.8 percent of men are literate compared to 37.4 percent of women. Despite increases in literacy rates in both rural KP (51.7 percent) and urban (72.3 percent).²¹, female literacy is still the second lowest in Pakistan, only slightly higher than Balochistan.

The gender gap in literacy rates is indicative of the differences in education between girls and boys. As Table 4 illustrates, the number of schools for girls and the low Gender Parity Index, particularly at the secondary level, illustrates the vast difference in education for girls and boys in KP. Specifically, in Shangla province, the number of missing facilities for girls' schools including electricity (42), water (17), washrooms (7) and boundary walls (29), further highlights the major gaps in the state of education for girls in the province.²²

Table 3: The status of girls education in KP (2021)*

	Buner		Shangla	
Functional public schools (Primary, Middle, High and Higher Secondary)	For girls	For boys	For girls	For boys
	195, 41, 20, 14	453, 59, 60, 25	172, 23, 9, 3	429, 51, 43, 8
Out of school children	444	629	838	1397
Gender Parity Index (primary)**	0.73		0.54	
Gender Parity Index (secondary)**	0.42		0.30	

*All information taken from the Pakistan Alliance for Girls, [Status of Girls Education in Khyber Pakhtunkhwa](#) (2021)

**The Gender Parity Index when below 1.00 favours males.

Health and nutrition

Since 2019, Pakistan's health and survival ranking in the Global Gender Gap Report has steadily improved, rising from 145 to 132 in 2023. However, this ranking is based on the sex ratio at birth, other key challenges include gender-based sex-selective practices, in preference of boys, and a high incidence of intimate partner violence remain very evident.

Pakistan also has one of the highest maternal mortality rates (MMR) in South Asia, with 178 deaths per 100,000 live births.²³ The country's total fertility rate is 3.6 births per woman, which is higher than that of its neighbouring nations. Additionally, rural mothers tend to have one more child on average

²¹ [Pakistan Economic Survey 2021-22](#)

²² Pakistan Alliance for Girls, [Status of Girls Education in Khyber Pakhtunkhwa](#) (2021)

²³ world Bank Data (2015) <https://data.worldbank.org/indicator/SH.STA.MMRT>

than urban mothers, with 3.9 births per woman versus 2.9 births per woman in urban areas.²⁴ The lack of support services for career women and the weaknesses of Pakistan's family planning programme has been well-documented. There has been a lack of commitment to address the issue of large family size, which is often promoted by cultural expectations and gender inequities.

Concerningly infant mortality rates also remain high. According to the World Bank the infant mortality rate (per 1,000 live births) in Pakistan is 55 percent as of 2020.²⁵ Although, it has continuously declined from figures as high as 70 percent in 2010, these statistics illustrate the major gaps in healthcare systems and the need to provide additional support to pregnant and breastfeeding women, as well as children under one, noting that such figures only increase in the aftermath of climate and conflict shocks. More than half of Pakistani children are anaemic and 5.7 percent are severely anaemic. Interestingly, the prevalence of anaemia is slightly higher amongst boys (54.2 percent) than girls (53.1 percent) and children in rural areas (56.5 percent) are more likely to be anaemic than in urban areas (48.9 percent).²⁶ More than half of adolescent girls in Pakistan are anaemic, however only 0.9 percent have severe anaemia. Adolescent girls in rural areas are more likely to be anaemic than their urban counterparts.²⁷

According to the National Nutrition Survey 2018, malnutrition, including wasting and stunting, still affects more boys than girls, especially those in urban areas. Furthermore, one in five adolescent boys is underweight, compared to one in eight adolescent girls. Additionally, the number of overweight adolescent girls is higher than their male counterparts at 11.4 percent and 10.2 percent, respectively. Obesity has become a public health concern in Pakistan, with 7.7 percent of adolescent boys and 5.5 percent of adolescent girls affected. Both rural and urban areas share similar rates of overweight and obesity among adolescents.

Economic inclusion

Women make up 48.4 percent of the population, but women's participation in the economy is very limited.²⁸ Given the large and youthful population, Pakistan has one of the top 10 largest labour forces in the world. It has a significant and growing working population, which has risen from 65.5 million in 2018 to 71.7 million in 2021. Yet levels of unemployment remain a great concern. As of 2021, 4.5 million people part of the country's labour force could not find employment.²⁹ Such rates are particularly prevalent among the youth, aged 20-24 years, with an unemployment rate of 12.3 percent compared to the average unemployment rate of 6.3 percent.

The Labour Force Survey (LFS 2020-21) reports an overall employment-to-population ratio of 42.1 percent with significant gender disparities. This ratio is higher for males (64.1 percent) than females (19.4 percent). Performance on inclusion was alarmingly low across Pakistan's provinces. Rates of female employment hovered around 11 percent in Balochistan; 13.3 percent in KP; and 14.2 percent

²⁴ National Institute of Population Studies (NIPS) [Pakistan] and ICF, 2019

²⁵ <https://tradingeconomics.com/pakistan/mortality-rate-infant-per-1-000-live-births-wb-data.html>

²⁶ Government of Pakistan, [National Nutrition Survey](#) (2018)

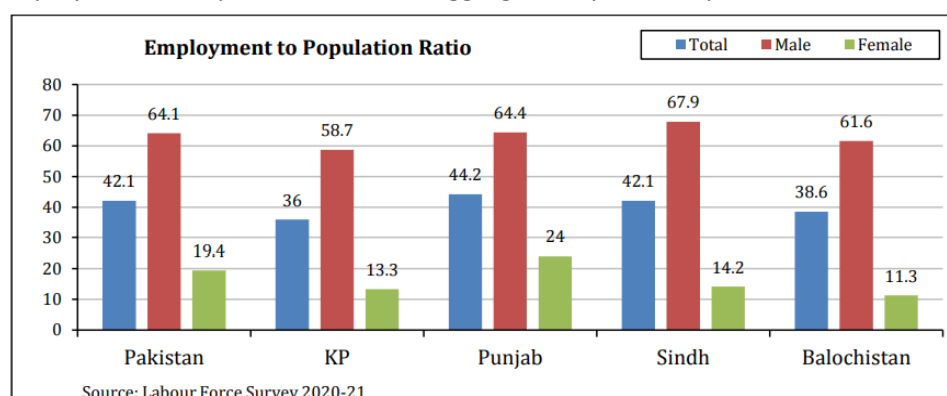
²⁷ Government of Pakistan, [National Nutrition Survey](#) (2018)

²⁸ World Economic Form, Global Gender Gap Report (2023)

²⁹ Pakistan Economic Survey 2021-22

in Sindh, which would rank those provinces akin the world's bottom four countries on the global Women's Peace and Security (WPS) Index.³⁰

Figure 2: Employment to Population Ratio, disaggregated by sex and province



Among young women (aged 15-29), only 21 percent are part of the labour force compared to 72 percent of men in the same age bracket.³¹ Furthermore, even among those women with graduate degrees or higher education, only 47 percent comprise part of the labour force compared to 80 percent of men. Evidence has illustrated that violence, workplace harassment, lack of social network support, religious and cultural norms and challenges all have serious implications on female participation in the workforce.³²

In rural areas, the active female labour force is predominantly involved in small-scale agriculture, forestry, and fishing. However, a mere 19 percent of these women are in paid employment, with the rest working as unpaid labours in family farms and enterprises.³³

In urban Pakistan, the female labour force participation of around 10 percent for over 20 years is among the lowest in the world.³⁴ Furthermore, only 10 percent of non-agricultural workers in the private formal sector are women.³⁵ Pakistan has 5.3 million home-based workers, of whom 4.6 million are women.³⁶ Despite the significant contribution of home-based workers to the national economy, such as export earnings, they do not receive any legal protection, including a minimum wage guarantee or social security benefits. Yet working is often not a choice and comes with risks entrenched in social norms that inhibit women from seeking work outside the home, channel women into lower-paying sectors, and require women to shoulder most of the domestic care responsibilities.³⁷ It is no surprise that women comprise 90 percent of the bottom 1 percent of wage earners in Pakistan. Evidently, increasing labour force participation does not translate into increased economic empowerment, as many women are working in low-wage, informal jobs with limited benefits.

³⁰ [Women peace and Security Index 2021-22](#) - Pakistan is the fourth-worst performer on the WPS Index 2021, with a score of .476.

³¹ UN Women (2018) Rural Women in Pakistan Status Report

³² ILO. (2019) Beyond the glass ceiling: Why businesses need women at the top. Report.

³³ [World Bank \(2022\) Supporting Legal Reforms to increase women's workforce participation in Pakistan](#)

³⁴ Redaelli, S. Rahman, N (2021) In Pakistan, women's Representation in the Workforce remains low 2021

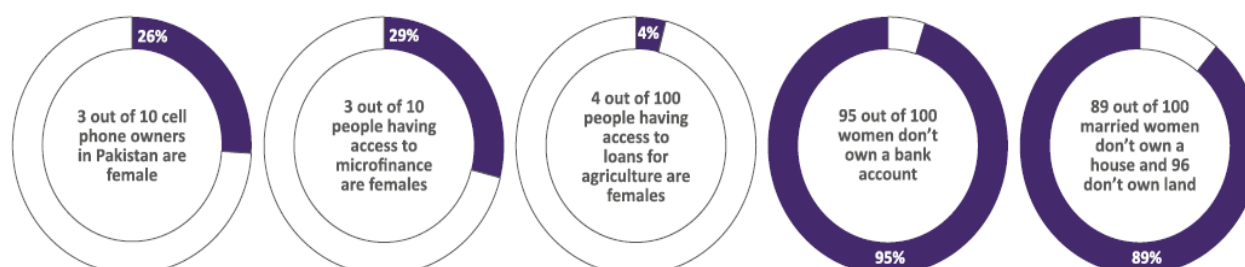
³⁵ [Supporting legal reforms to increase women's workforce participation in Pakistan Results Brief, World Bank 2022.](#)

³⁶ Pakistan Labour force Survey 2021-22:47

³⁷ <https://blogs.worldbank.org/endpovertyinsouthasia/addressing-violence-against-women-pakistan-time-act-now>

Conversely, a key factor limiting women's economic empowerment is the lack of access to finance and capital. Only 11 percent of women have bank accounts compared to 21 percent of men and approximately 18 percent of women in Pakistan borrow, mostly from informal sources.

Figure 3: Women's Hold on Economic Spaces³⁸



Women's leadership and political participation

The representation of women in senior positions within federal, provincial, and local government bureaucracies in Pakistan is quite low. Only a mere 25 percent of technical roles and 5 percent of leadership roles are occupied by women. As indicated in Figure 4, KP province has one of the highest levels of women in managerial positions across the country and hence the proposed project will capitalize this to ensure women's needs and realities are adequately implemented throughout disaster risk management programming.

Figure 4: Proportion of women in managerial positions, disaggregated by province³⁹

Province/Areas	All Areas	Rural	Urban
Pakistan	5.7	7.6	4.9
KP	8.9	11.2	4.4
Punjab	6.2	5.0	6.7
Sindh	2.3	2.4	2.3
Balochistan	9.3	13.9	1.3

Pakistan has a three-tiered system of government that consists of federal, provincial, and local levels. The country's political and legislative structures consist of two houses; the Upper House, comprised of 100 members, is indirectly elected, with each province having equal representation. The second house, the Lower House, has 342 members and represents all four provinces proportionally to their population. It includes 60 reserve seats for women and 10 for religious and ethnic minorities. The second tier of governance is the Provincial Assemblies, which vary in size and are directly elected. The third tier is the Local Government percent, which also vary in size and are directly elected.

In 2002, 'women-reserved seats', essentially a quota mechanism, were increased threefold to 18 percent at the federal level; 17.5 percent at the provincial level; and 33 percent in local institutions.

³⁸ UN Women. 2016. Women's Economic Participation and Empowerment in Pakistan – Status Report 2016

³⁹ National Gender Policy Framework 2022

Currently, the proportion of seats held by women in national parliament (as a percentage of total seats) is around 20 percent. These seats are directly given to the political parties in proportion to the total general seats they win in elections. Despite reservations on the process of bringing women through indirect methods, as those women-reserved seats have no geographical constituency as such, are not directly elected by voters and do not represent any specific electorate, evidence shows that these women have enacted more gender equal and pro-women legislations throughout assemblies.

It may also be noted that even now 12 million Pakistani women are not registered voters, 15 percent of the eligible women do not have an identity card and around 60 percent of the registered female voters base did not turn up to vote.⁴⁰ In addition, sex- disaggregated data by age of registered voters and their turnout is not collected, this phenomenon is especially relevant in KP.

Gender norms and cultural practices

The social perceptions of women as wives and mothers have a greater bearing in terms of their productive economic activity, as the patriarchal structure is very ingrained in Pakistani society. This is evident by the major gender gaps outlined above in education, economic participation, healthcare, and women's representation in decision-making positions and leadership.

In rural and tribal settings, patriarchal social and customary practices include girls being exchanged and married at an early age, particularly with cousins, as also found in discussions with communities. Four percent of young girls get married before turning 15, while 13 percent marry before turning 18. Out of those who are married, a considerable number of them become mothers early on - 15 percent before 18 years old, and 29 percent before the age of 20.⁴¹

The general trend of son preference is prevalent. Often male children are known as *waris*, the ones who inherit property and belongings, and a baby girl is seen as a burden or liability. Therefore, even though constitutionally women and men are equal, customary practices that are entrenched in society trump constitutional policies. Other cultural practices of dowry, endogamy and bride price infringe upon women's rights. Traditionally, women are regarded as the bearer of the family honour and are always expected to be decorous and moderate. Studying is seen as a route to working out of the house, at the cost of domestic arrangements within the house and perceived risk to the families' honour.

The gendered impact of COVID-19 revealed that women, including those with disabilities, were disproportionately affected by the indirect consequences of the pandemic, due to their gendered household roles and responsibilities. Women typically bear the brunt of unpaid care and domestic work, and this responsibility only increased during the pandemic. They often have to care for sick family members and look after children when schools close. Reports outlined that households adopted various negative coping mechanisms, such as reducing spending on non-food items (e.g. health and clothing) by 54 percent, switching to lower quality/quantity of food by 50 percent, and spending all their savings by 47 percent.⁴² Additionally, 30 percent of households have had to rely on borrowing money from relatives, while 12 percent delayed loan payments.⁴³

⁴⁰ UN Women. 2016. Women's Economic Participation and Empowerment in Pakistan – Status Report 2016 and Election Commission of Pakistan. 2019. Elections Turnout Report

⁴¹ National Institute of Population Studies. 2018. Pakistan Demographic and Health Survey 2017-18

⁴² Bureau of Statistics, Pakistan – COVID-19 survey

⁴³ Bureau of Statistics, Pakistan – COVID-19 survey

Gender-based Violence (GBV) Unfortunately, crises also put hard-won gains in women's rights at risk, for example levels of domestic violence surged by 200 percent in Pakistan during the lockdown period.⁴⁴ According to the Pakistan Demographic and Health Survey (2017-18), 28 percent of women aged 15-49 have experienced physical violence at one point in their life, and 6 percent have experienced sexual violence.

Over the past three years, data shows that there have been over 63,367 reported cases of gender-based crimes, resulting in the deaths of 3,987 women and over 10,500 women falling victim to sexual violence.⁴⁵ A UN-led Protection Analysis in October 2022 stated that 62 percent of respondents reported the lack of safe places in the community, and 80 percent of respondents alerted that they did not know what gender-based violence (GBV) services existed in their area.⁴⁶

Unfortunately, access to justice is limited for women and those who are poor due to various factors. One of these factors is that GBV is not included in social protection or public health responses and education or training. This makes it difficult to address GBV at its roots. Furthermore, while there have been progressive steps taken to protect human rights by ratifying international human rights conventions and introducing pro-women legislation, their implementation remains weak. According to national estimates, households in Pakistan spend approximately US\$19m annually on violence-related expenditure, with Intimate Partner Violence (IPV) - primarily domestic violence - accounting for US\$11.7m, of which about 90 percent is related to health. These figures demonstrate that violence against women, particularly IPV, has a significant financial cost for households.⁴⁷

In KP, the region has traditionally been known for its conservative values and patriarchal norms, which have impacted the rights and opportunities available to women, this is especially evident in the education sector, as outlined in Table 3. Interestingly, forced displacement, especially those in the FATA have improved gender equality, as they have shifted to more urban areas with greater access to education and employment opportunities outside the household.

⁴⁴ <https://www.hrw.org/world-report/2021/country-chapters/pakistan>

⁴⁵ Tribune, T. E. (2022). Sharp rise in violence against women.

⁴⁶ UNHCR, [Pakistan Protection Analysis Update](#) (October 2022)

⁴⁷ Gender-Based Violence and its cost to People of Pakistan 2023 – UNFPA Policy Brief

Section III: Gender and climate

Access to and control over land

Although constitutionally, women in Pakistan have legal rights to inherit family wealth and property, patriarchal customs tend to overrule. The majority of productive resources, such as land, are still controlled by men. Particularly the practice of feudalism persists, in the form of large landholders, which gives them significant social, political, and even local legal and religious power.⁴⁸ In Pakistan, landless tenants typically lack rights to cultivable land, but they do have varying degrees of rights to their homesteads. The agreements between landlords and tenants are not formally recorded and are instead verbally agreed upon, with intermediaries and kinship ties playing a key role in negotiating access and rights to the land.

Unfortunately, there are significant disparities in asset ownership between women and men, with 97 percent of women not inheriting land or a house. Only 3 percent of women own a house, compared to 72 percent of men, while 2 percent of women and 27 percent of men own land. Even more so of those two percent, only 1-2 percent of women own agricultural land autonomously, the rest share land with their partners, showing how very few women effectively control the land.⁴⁹

Yet, this is not a recent phenomenon, for decades, women have been denied the right to inherit land despite their crucial role in farming, which has left them with a structural dependence on their male family members. The customary laws governing succession and inheritance seem to hold more power than legal rights, resulting in women being deprived of their land entitlements. This phenomenon has a direct impact on rural women's rights to livelihoods, given that the agriculture sector employs approximately 37.4 percent of the labour force, contributes 22.7 percent towards the national GDP, brings export earnings, and provides livelihoods to 62 percent of the population.⁵⁰ It also stands as the most important sector of the economy to engage rural women in economic activity. Approximately 9.1 million women contribute to food production and food security, but their labour is often unpaid. Additionally, they face time constraints and are more vulnerable to exploitation than their male counterparts.⁵¹

Gendered division in agricultural labour

In Pakistan, the roles and responsibilities of women in agriculture vary greatly depending on geographic location, local customs and traditions, gender roles, and food and nutrition practices. Different areas, ethnic groups, and ecological zones exhibit diverse women in agriculture. Rural women significantly contribute to agricultural production, particularly as unskilled labour. They also play a critical role in preserving and protecting fragile ecosystems that are at risk due to climate change.

Typically, women belonging to affluent land-owning families do not engage in field work. On the other hand, female farmers who work on the land are typically impoverished, landless, receive low wages, have limited formal education and mobility. In their villages, up to 80 percent of women perform work that offers lower wages, such as cotton picking, which is predominantly done by female farmers. Unfortunately, the cotton crop has been greatly impacted by a decrease in the area cultivated, severe

⁴⁸ [Does feudalism exist in Sindh?](#) . Dawn.com. November 4, 2012.

⁴⁹ World Bank Data Portal 2018

⁵⁰ Pakistan Economic survey 2022

⁵¹ Zaidi, S. (2022) 'Climate Equity and Gender: Women as Agents of Climate Action

monsoon rains, and pest infestations, significantly affecting the livelihood of rural women.⁵² The evidence also suggests that employers (landowners/cultivators) within the villages are likely to face little competition from women workers from outside⁵³.

Overall, in the project districts of Shangla and Buner, the livelihoods of communities are largely agrarian: agriculture, livestock, and casual labour. The agricultural land is mainly dependent on rainfall, and crops such as maize, wheat, and vegetables are grown. Some respondents in FGDs have also reported an increase in the use of hybrid seed plantations. However, agricultural production is insufficient to meet household consumption needs, and is often affected by flash floods. Coping strategies in response to the myriad drivers of change include migration, wage and intensive casual labour outside villages and income generation through small-scale enterprise.

Women play a significant role in contributing as full-time or secondary laborers, alongside men, and rely on natural environments for sustenance. Despite managing livestock, as previously illustrated, women have limited access to and control over productive assets and income resources. In most cases, men make decisions regarding land, income, property, farming, business, and livestock.

During focus group discussions, women emphasized their restricted access to agricultural extension services, formal education (secondary and higher education), and technical knowledge and income generating skills i.e. small business enterprise, garments/beauty salons/tailoring, etc. This presents an ideal opportunity for the project, specifically in terms of skills development. Women participants cited male domination and the lack of female staff to support women users as a factor that limits their access to these inputs and services.

Vulnerability to climate risks and impacts on livelihoods

Pakistan continues to be among the most vulnerable countries to the impacts of climate change, most recently, the ND-Gain Index ranked the country as the 39th most vulnerable country to climate change, yet the 27th least ready country to address its impacts.⁵⁴ In last few decades, a series of disasters, including floods, earthquakes, cyclones, extreme weather conditions, and COVID-19 limit the country's ability to fully recover.

Climate change impacts are not gender neutral and disproportionately affect women and girls, especially the most vulnerable among them, because of their high reliance on natural resources, discriminatory social and gender norms creating barriers to rights, undermining their livelihoods, food and nutrition security. The intersectional attributes that constitute women's different identities, namely urban/rural dwelling, social class, ethnicity, disability status, parental status, gender identity, and age, determine their social status, access to means of production and opportunities, and capacity for resilience to climate change.

The 2022 flooding emergency in Pakistan significantly impacted the population, with around 33 million people, or one in every seven Pakistanis, affected. In KP, 17 districts were severely affected, one of them Shangla. Among them are nearly 8 million who have been displaced, and approximately 660,000 pregnant women who lack access to health facilities in flood-affected districts. Sadly, around 18.1 million children under the age of 18 are also at risk of various forms of abuse, exploitation, neglect,

⁵² Pakistan Economics Survey 2020-21

⁵³ [Entering male domain and challenging stereotypes: A case study on gender and irrigation in Sindh, Pakistan - 2018](#)

⁵⁴ ND-GAIN Index (dataset). "Pakistan." <https://gain-new.crc.nd.edu/country/pakistan>

sexual violence, trafficking, and other threats in flood-affected areas. Moreover, the floods have affected approximately 5 million persons with disabilities and 2 million elderly individuals aged 60 and above. Access to health services is also a challenge for transgender individuals who require mental health and psychosocial support services that align with their identities and health needs.

The statistics above shed light on the struggles that marginalized groups face during floods. UN Women's Gender Needs Assessments (2023) conducted after the floods illustrate the grim reality that gender-related needs, risks and barriers are not given enough attention during disaster response design, implementation and monitoring. The report highlights the lack of meaningful involvement of women and vulnerable groups in decision-making and consultations by humanitarian actors. Cultural barriers and mobility limitations also prevent women from participating in decision-making, which is mostly dominated by men.

In areas affected by floods, women, including transgender persons, face difficulties in accessing livelihood opportunities. Men are usually the first to receive information about humanitarian services, and food distribution sites are primarily visited by them. Pregnant and breastfeeding women lack nutritional supplementation, perinatal assessments, and postpartum support in flooded areas. Damaged or limited infrastructure, for example shelters, WASH facilities and lighting, pose significant safety and sanitation concerns for women and girls, heightening the risk of GBV.⁵⁵ Similar was reported by women in targeted districts.

Marginalised single-parent, especially women-headed households with children under five years of age are faced with the double burden of having to provide for their children on a single income while bearing the responsibility of domestic and care work, which increases their time poverty and limiting their income-generating opportunities even further. This is also the case for pregnant and breastfeeding women who also require pre and post-natal care. According to a new FAO report, exposure to an additional day of extreme temperatures or precipitation is associated with 1.3 percent of total income reduction of women-headed households, significantly more compared to men-headed households.

Pervasive discriminatory social and gender norms in KP province are compounding factors of food insecurity and adverse climate change impacts, hindering women and girls' coping strategies, and limiting their chances at resilience and survival. Significant gender gaps remain in literacy, secure rights over agricultural land and extension services, employment, bank, and mobile services, hindering their timely access to early warning information. Women and girls' restricted mobility due to the local purdah system limit their mobility outside of the home and restrict their social networks, access to markets and income generation. While women and girls are key agents in their communities, they are often at the margins of decision-making relative to community affairs including on development planning, natural resources management, and disaster preparedness and response, which makes these less gender-responsive to needs.

During and in the aftermath of the climate-related disasters, women and girls also bear increased burdens of unpaid domestic and care work, lose access to essential sexual and reproductive health services, and are subject to increased gender-based violence – namely domestic violence, early and forced marriage, human trafficking, and physical and sexual assault in shelters, on their way to obtain scarce water and cooking fuel, for example. According to a recent study published in JAMA Psychiatry,

⁵⁵ UNFPA, Rapid Gender Analysis – Pakistan Floods (2023)

the increase of 1 degree Celsius in average annual temperature is connected to a 6.3% rise in physical and sexual domestic violence in India, Nepal, and Pakistan.

Persons with disabilities (physical, mental, intellectual, and sensorial impairments encountering barriers in the environment and society as per UNCRPD) have specific needs related to mobility during evacuation when climate-related disasters strike. They also face limited rehabilitation services. Climate information and early warning does not usually reach persons with disabilities in a timely and accessible manner as the means of information dissemination are not appropriate and barrier-free. Persons with disabilities face increased difficulties to adapt to their new/climate-impacted environments, and usually face discrimination and stigma in income-generating opportunities, limiting their climate resilience. However, persons with disabilities can engage in a range of activities adapted to their specific needs, including in climate-smart agriculture, mainstream and vocational trades.

The elderly are among the population groups that also have special needs with regards to mobility and healthcare services due to common illnesses that affect them. Their needs for accessible water and adapted income-generating activities are crucial.

The transgender community faces significant stigma and discrimination due to their gender identity, hence the limitations they face in employment opportunities. Members of this community are also subject to gender-based violence and need special protection and access to healthcare services that are adapted to their needs.

Decision-making on climate change adaptation

With a low level of women occupying technical and leadership roles, they are limited in decision-making ability on issues related to climate change, especially at the policy level. Many government institutions and formal governance structures dealing with climate change and natural resource management are dominated by men. This is evident not only in the staffing patterns of these institutions but also in discussions with relevant stakeholders. Even at the community level, decisions about producing, processing, transporting, and storing food are predominantly made by men, highlighting the unequal role of women in society.

Ensuring a gender balance in higher-level positions within climate change, water, and irrigation bureaucracies lacks a formal mechanism. However, the Ministry of Climate Change has taken a step towards gender inclusion and leadership in climate actions by adopting a Climate Change Gender Action Plan, but this is still an initial phase. Social mobilization and engagement from men and district authorities are crucial for meaningful participation of marginalized groups, as suggested by the communities. It's worth noting that PDMA has already established a Gender and Child Cell, which has an advisory role to assist in mainstreaming gender during disasters (KII). The Cell has developed gender guidelines, a strategy, an integration manual, and minimum standards for child protection in disasters. However, funding remains limited in order to assist with the implementation of these activities. The cell has nominated officers for gender and finance (both male as noted during discussions) and hires project-based staff when projects are supported by donors. Currently, the KP PDMA collects sex-disaggregated data, but this is difficult to maintain given capacity gaps (KII).

Even within communities, women are not actively involved in decision-making or consultation regarding climate-related activities, planned or implemented, they are reliant on their male family members.

Access to information communication technology (ICT) and early warning systems (EWS)

According to the Pakistan Social & Living Standards Measurement Survey (PSLM 2019-20), 95 percent of KP households have access to buying mobile phones (98 percent urban and 94 percent rural). In Shangla, 97 percent households having a mobile, but only 45 percent of the population owns a mobile phone (65 percent male, 26 percent female). Only 33 percent of households in KP have internet access. FGDs in Shangla reported that there is limited availability of phone networks in the area, and hence local communities rely on indigenous knowledge and practices to inform community members of imminent emergency.

Evidently, access to ICT is not consistent, especially among women and men. FGDs noted that even when a family does have a mobile phone and internet, most are owned by men. A family of seven, for example, might have access to at least one phone/smart phone, only when the mobile phone owner is home. This is especially concerning when mobile phones are a key communication device for the dissemination of messages around emergencies and climate shocks. Despite having no early warning system, FGDs in Buner highlighted more so than Shangla the access to telephones, internet and TV, which are used for forecasting information, as well as using the local Mosques to disseminate information.

However, many women and girls who are at a higher risk of being affected by floods do not have access to communication tools like loudspeakers in mosques, mobile phones, or district bureaucracies. These women often only receive information about potential risks from men and are not provided with hazard alerts. Furthermore, there are currently no clear policy guidelines for involving women in early warning system initiatives.

During field consultations about early warning systems (EWS), communities shared similar experiences. In the event of a disaster, the meteorology department issues alerts to the PDMA, which then conveys information to the district administration. The district administration is responsible for disseminating this information to its population and issuing any necessary alerts. However, the information is primarily shared in public places such as Masjid/Mosques, which are not easily accessible to many women, who are bound to household responsibilities. Additionally, the information is also disseminated through mobile SMS, which many women may not have access to, or may not have the digital literacy. As a result, relying solely on these sources to provide early flood warnings may not guarantee that women and other vulnerable groups have access to the information needed to take action, as noted by FGDs' respondents.

Discussions with district functionaries inform that most of the relevant district departments such as climate, water, power, PDMAs, irrigation forest, agriculture including district administrations are male dominated. By and large, women find it challenging to participate in the planning process for disaster response and capacity building because of societal norms and impediments. Also, there are not any serious efforts to engage community women. The EWS owing to the bureaucratic approach, lack of

residents' engagement, communication, and official risk messages, contributed to the exclusion of women.

Section IV: Gender Action Plan

This project proposes to target single-parent, women or child-headed households, persons with disabilities, pregnant and breastfeeding women, children under five, transgender community members, and the elderly as population groups that are systematically marginalized from decision-making at household and community levels, present physical and mental vulnerabilities, are usually among the lower economic quintile, have low literacy levels, which make them particularly vulnerable to climate change human and economic impacts.

Some of the reasons why these population groups are marginalized also discussed in detail throughout this document, are due to discriminatory social and gender norms rooted in patriarchy that perpetuates a structural system of unequal gender power relations between women and men. While some commonalities exist across these groups such as lack of access to means of production such as lack of access to land and land tenure insecurity, agricultural inputs, storage, and access to markets, lack of alternative livelihoods and skills, lack of access to climate information, early warning and ICT, specific vulnerabilities are linked with their ascribed social roles, and specific needs.

Given the aforementioned inequalities and the systemic discrimination experienced by above mentioned groups in all their diversity, gender equality considerations will be integrated into the development, implementation and monitoring of the proposed project. Annex 2 contains the matrix of the Gender Action Plan, including gender-specific targets. Through dedicated in-depth, field-based qualitative research on the impacts of climate shocks and stresses on marginalized groups, the project design and implementation will be adapted. Women's time poverty, accessibility, and inclusion will be key aspects that will guide project design and implementation.

The project recognizes that different groups within the communities require specific types of support. Hence, Table 4 below outlines the main identified needs, especially by women, and how the project aims to address these directly.

Table 4: Identified needs from the gender analysis and the project approach

Needs	Project approach
Access to key services for economic empowerment, namely agricultural extension services, technical knowledge and skills.	Provide training and access to climate-resilient livelihood activities, including climate-smart agricultural practices and vocational and digital literacy training.
Access to information about early warning systems, including digital literacy.	Conduct awareness raising sessions on access to EWS and ICT, including digital literacy. Develop social and behaviour change communication (SBCC) campaigns in selected villages to address discriminatory gender norms relative to women's access.
Limited involvement in decision-making and consultation on climate change adaptation programming and early warning system design	Establish or work with pre-existing local women's associations to provide information and coordinate community disaster risk management, especially linking women directly with key information services. Conduct community-based planning sessions to develop local climate change adaptation plans.

	Conduct training on gender-responsive and inclusive DRM and natural resource management for key Provincial government stakeholders, ensuring women employees are involved.
Natural resource limitations: The accessibility and quality of drinking water is poor. Collecting firewood is mainly the responsibility of women and children, need to travel longer distances.	Develop micro-scale climate resilient and gender-friendly water and flood protection infrastructure.
Limited information on the impacts of floods, especially on marginalized groups, in order to support anticipatory action design.	<p>Conduct qualitative research on the impacts of climate change on marginalized groups, including community consultations with marginalized groups, and map out existing local women's associations or organizations for persons with disabilities including GBV services and referrals.</p> <p>Develop a sex, age, and disability disaggregated beneficiary database based on vulnerability and exposure in flood-prone areas.</p>

Given WFP's extensive presence throughout the country and as a key partner for the Government of Pakistan, including in KP, the organization is well positioned to deliver on the proposed project. Ongoing and recently concluded WFP programmes in the KP province include the general provision of cash and food assistance, incentivizing the enrolment and attendance of young girls to go to school by providing cash transfers, as well as supporting the transgender community through unconditional food and cash transfers.

The proposed Gender Action Plan does not duplicate, but rather complements gender equality efforts made through other initiatives promoting gender mainstreaming in climate change actions, especially the provincial ccGAP. Above all, it's aligned with the KP Climate Change Policy, which shows a strong commitment to mainstreaming gender and inclusion in development, climate adaptation and mitigation planning.

Under the action plan, the project management is based on collaborating with key partners at the provincial, district and local levels, such as the Planning and Development (P&D) Department of the Government of KP Province, Pakistan Meteorological Department (PMD), the National Disaster Management Authority (NDMA), the Federal Flood Commission, and the District Disaster Management Unit (DDMU) for Buner and Shangla districts. In order to strengthen national and provincial capacities to design and implement effective, gender and diversity-responsive preparedness, anticipatory actions and response for the most vulnerable communities. It is also greatly aligned and aims to build upon Pakistan's [Nationally Determined Contribution 2021](#), which aims to increase women's participation and decision-making in the climate change adaptation space, enhance women's access to agricultural information, as well as build and/or support women's associations and capacity development in the water and livelihood space.

Monitoring and evaluation will be gender-responsive, with the collection, analysis and use of sex- and age-disaggregated data, tracking of gender equality indicators and the integration of gender in process and content. Please see Annex 2 for the logframe, with specific gender targets as well as a project timeline. WFP will ensure to conduct integrated risk analysis covering gender, conflict, protection, and disability inclusion including GBV areas and propose mitigation measures.

Linkages with the broader theory of change

Figure 5: Proposal theory of change

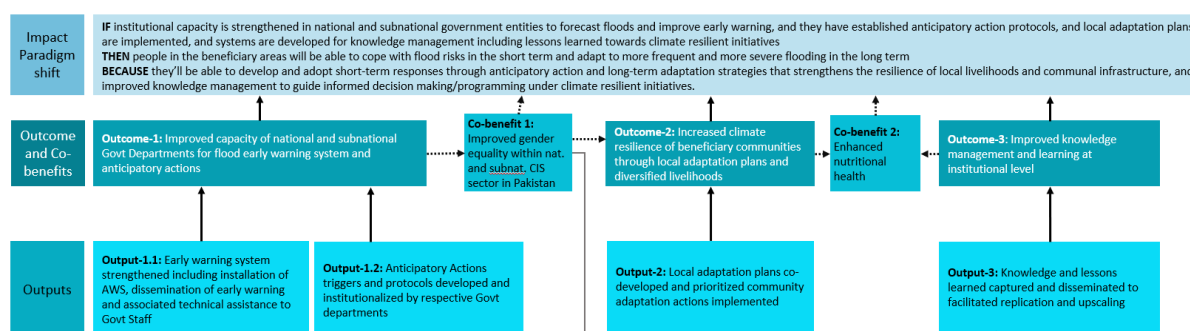


Figure 5 outlines the proposed projects outcomes and outcomes, as part of the broader theory of change. The resulting gender action plan aims to strengthen these from a gender perspective by implementing dedicated activities under each of the broader outputs. These are explained in greater detail below:

Output 1: Capacity strengthening on flood risk modelling, socio-economic and gender impact-based forecasting, and gender-responsive anticipatory actions

Under the proposed output, WFP will support the institutional and capacity strengthening of all stakeholders engaged in project implementation, monitoring and evaluation. For this, a dedicated gender and inclusion specialist will play an essential role as part of the Project Management Unit (Activity 1.1). WFP will advocate for the implementation of priority cross cutting actions outlined in the national Climate Change Gender Action Plan (ccGAP) in particular *“establish quotas to ensure the representation of women in key decision making spaces”* and support the key stakeholders to appoint dedicated gender and inclusion personnel or focal points.. WFP country and regional gender experts will also continue to provide technical support in the implementation of the GAP. However, hiring of women staff and gender specialist under the project will also contribute toward greater gender equality and women’s inclusion. Subsequently, trainings will be conducted on gender-responsive institutional development and inclusive disaster risk management for stakeholders, including but not limited to employees and trainers in the Pakistan Meteorological Department, Flood Forecasting Division and Regional Meteorological Centre in Peshawar and in Buner and Shangla Districts (Activity 1.3). Given the importance of capacity strengthening, the project plans to implement refresher suggestions from PY2-PY3, specifically ensuring that female technical officers participate in the training. To address data gaps, the project will conduct further qualitative research with communities and local women’s/persons with disabilities associations that examines the impact of floods on communities, especially marginalized groups, as well as the status of women’s inclusion in aforementioned climate institutions (Activity 1.2). However, analysis will also generate evidence on the status of women professionals within existing government structures and institutions. WFP will incorporate questions related to protection, accountability to affected populations, gender-based

violence risks, and conflict-sensitivity into the field-based qualitative research. To ensure that these risks are identified and subsequently mitigated when designing and delivering programme activities This will be essential towards advocating for gender-equitable institutions and providing the government with tangible field-based data for designing anticipatory actions which are responsive to the needs and realities of diverse women and men. The development of a sex-, age-, and disability-disaggregated beneficiary database will also contribute to addressing government data gaps, as well as providing the government with data to design and account for anticipatory actions (Activity 1.5).

Output 2: Local inclusive and gender-responsive adaptation plans co-developed and prioritized community adaptation actions implemented

Under the proposed output, the proposed project will work with communities, especially women and other marginalized groups to co-create local adaptation plans to respond to climate shocks and stresses (Activity 2.3). This includes partnering with a local NGO preferably women-led/focused organization to mobilize and organize targeted communities not only women but also men. Engagement of men and local influential actors for women's participation, allowing women to avail opportunities, sensitizing families, preventing GBV and creating an enabling environment with better policies are crucial for successful implementation. Prior to this, the aforementioned gender analysis (Activity 1.2) will also map out women's community-based organizations as a starting point to note if the activity either needs to establish or work with pre-existing local women's association (Activity 2.1), in order to link them with key services relevant to disaster risk management, including available emergency shelters, logistical, psychosocial services, social safety nets including for gender-based violence, at the district/Union Council/village level. As women and other marginalized groups have significantly reduced access to EWS and ICT, this project aims to conduct awareness raising sessions and SBCC in selected villages to address discriminatory gender norms relative to access to information, including utilizing indigenous and low-cost solutions, such as working with lady health workers on the provision of early warning systems (Activity 2.2). The broader project proposal will work with communities to develop Local Climate Change Adaptation Plans (LCCAPs) in each Union Council, the Gender Action Plan proposes to ensure that inclusive and gender-responsive climate adaptation measures are prioritized by women, men, PWD, elders and women-led/women and disability-focused CSOs, ensuring that both mixed sessions and sex-disaggregated sessions will be held. The project also aims to engage with relevant institutions to support women focused agri-business especially in KP province. (Activity 2.3). The Gender Action Plan will conduct activities to ensure the meaningful participation of women and men in the design and implementation climate-resilient livelihood activities, including, but not limited to, climate-smart agricultural practices, and vocational training (Activity 2.4). This will be ensured by women and men equally participate in consultations on the type of agricultural practices and vocational training needed, and that all activities are designed in adherence to women's household responsibilities, in an accessible location, where transportation is provided or costs accounted for, and during daylight hours. In addition to supporting the development of agricultural practices, the proposed project aims to develop micro-scale climate resilient and gender-friendly water and flood protection infrastructure, ensuring that women and men are engaged in the planning and design of the activities and consulted on their diverse needs (Activity 2.4). By providing two types of training: one on climate-smart agricultural practices and the other on vocational skills, WFP will support those who may not be working in the agricultural value chain or own land, but provide additional skills for employability. To mitigate protection risks including GBV, the integrated risk analysis will also be conducted, and measures taken throughout the project cycle. WFP will ensure partner employees involved throughout the programme cycle are suitably trained on

the basics of GBV and SEA (Sexual Exploitation and Abuse), and how to support survivors through safe referrals.

Output 3: Gender mainstreamed knowledge and lessons learned are captured and disseminated to facilitate replicability and upscaling

Under this output, the proposed project will support the development of a communication strategy co-created with the Planning and Development Department of KP (P&DD KP), which will ensure that lessons learned and case studies specifically related to the gender aspects of the project are captured (Activity 3.1). A key part of the strategy and its implementation will be the development of gender knowledge products, for example, case studies with illustrations on gender-responsive climate change adaptation for sustainable agrifood systems and disaster risk management, as well as videos, in partnership with P&DD KP, women beneficiaries and women-led organization (Activity 3.2). This will be essential to inform communities of gender-responsive climate change adaptation and DRM programmes, as well as national and sub-national forums and policies. Such knowledge and lessons learned will be disseminated in a national or provincial conference that includes all stakeholders of the project, including women beneficiaries, as well as those from local women's associations (Activity 3.3).

Impact statement: Utilise an integrated climate change risk management approach to strengthen the resilience of communities vulnerable to the impacts of climate change (e.g. floods, drought or glacial lake outbursts), with emphasis on marginalised single-parent, women or child-headed households, persons with disabilities, pregnant and breastfeeding women, children under five, transgender community members, and the elderly, in Buner and Shangla Districts of Khyber Pakhtunkhwa Province, Pakistan.

Outcome statement: An estimated 146,737¹ direct women and men beneficiaries vulnerable to the impacts of climate change in Buner and Shangla will benefit from improved access to early warning information and anticipatory action, climate-resilient livelihood activities, and flood protection infrastructure in order to have improved resilience to climate shocks and stresses.

Activities	Indicators & Targets	Timeline	Responsibilities	Cost (US\$)
Output 1 – Capacity for flood risk modelling, socio-economic and gender impact-based forecasting, and gender-responsive anticipatory action strengthened.				
1.1 Ensure dedicated gender technical support for project implementation within the PMU and among key stakeholders. <i>(Funding Proposal implementation arrangements and composition of PMU)</i>	<ul style="list-style-type: none"> Dedicated technical gender specialist (preferably female) in place to mainstream gender and inclusion aspects throughout the project. Target: 1 Number of dedicated female personnel for gender equality and inclusion hired, or focal points nominated in relevant departments of key stakeholders. Target: 1 per stakeholder 	PY1 PY2	PMU	N/A – part of the larger programme budget
1.2 Conduct in-depth, field-based qualitative research on the impacts of climate shocks/stresses on marginalized groups and the status of gender equality within relevant institutions.	<ul style="list-style-type: none"> In-depth gender analysis conducted and report made available to stakeholders. On going technical support for the implementation of recommendations Target: 1 	PY1-2	Gender Specialist (lead) with support from PMU & hired national consultants	US\$ 35,000

1.2.1 Ensure that the findings adapt and inform further programme design, implementation and monitoring including active mitigation of protection and GBV risks. (Funding Proposal Activity 1.3)				
1.3 Conduct gender-responsive and inclusive disaster risk management (DRM) training for relevant stakeholders 1.3.1 Develop the training material. 1.3.2 Consolidate the training materials and share with key stakeholders in Buner and Shangla Districts. 1.3.3 WFP and partner employees involved throughout the programme cycle are suitably trained on basics of GBV and SEA, and how to support survivors through safe referrals (Funding Proposal Activity 1.1)	<ul style="list-style-type: none"> Number of training sessions conducted on gender transformative and inclusive DRM, and natural resource management, GBV/PSEA and safe referrals for stakeholders including WFP staff. Target: 4 Number of training materials developed on gender-responsive DRM and natural resource management. Target: 3 (training guide, presentation, etc.) Percentage of technical officers trained who are women. Target: at least 15% 	PY1-PY3 PY1 PY3	PMU/ Gender Specialist	US\$ 215,000
1.4 Develop a sex, age, and disability disaggregated beneficiary database based on vulnerability and exposure in flood-prone locations at Union Council/Village level with emphasis on the households most vulnerable to the impacts of the floods (single parent, women or child-headed households, people with disabilities, pregnant and breastfeeding	<ul style="list-style-type: none"> Database developed in compliance with WFP data protection policies. Target: 1 	PY2	PMU/ Gender Specialist	N/A – part of larger project budget

women, children under five, transgender community members, and the elderly). (Funding Proposal Activity 1.3)				
Output 2. Local inclusive and gender responsive adaptation plans co-developed and prioritized community adaptation actions implemented.				
2.1 Establish or work with pre-existing local women's associations (dependent on findings from Activity 1.2). 2.1.1 Link them with local DRM and psychosocial services. (Funding Proposal Activity 2.1)	<ul style="list-style-type: none"> Number of local women's associations established/reached Target 4 Percentage of women informed on DRM, psychosocial services, and GBV referral pathways. Target: 100% 	PY2	PMU/Gender Specialist	US\$ 75,000
2.2 Conduct awareness raising sessions on equal and barrier free access to EWS and ICT , including digital literacy, to communities, engaging both women and men and other marginalized groups, in Shangla and Buner. 2.2.2 Train local lady health workers, teachers and young female students on EWS and ICT with a particular focus on women with low levels of literacy . (Funding Proposal Activity 1.3)	<ul style="list-style-type: none"> Number of awareness-raising and SBCC workshops provided to women and men beneficiaries. Target: 8 Number of lady health workers, teachers and young female students trained on EWS and ICT. Target: 40 Percentage of participants in SBCC workshops reporting enhanced knowledge about EWS/ICT that are women. Target: at least 30% 	PY2 & PY3 PY2 & PY3 PY4	PMU/Gender Specialist	US\$ 316,000

<p>3.3 Organize and hold a national/provincial conference that includes all stakeholders including direct beneficiaries, especially women and other marginalized groups, where possible to share their views on the project, as well as disseminate knowledge products and lessons learned for replication and upscaling.</p> <p>3.3.1 Develop brief report summarizing main gender equality and women's empowerment results, for replicability and scalability.</p> <p><i>(Funding Proposal Activity 3.2)</i></p>	<ul style="list-style-type: none"> Percentage of conference panellists that are women, including from women farmer cooperatives at Union Council/Village level, and Disaster Management Committees. Target: at least 50% Number of knowledge products disseminated during the conference (i.e. report and video). Target 3 	<p>PY4</p> <p>PY4</p>	<p>PMU/ Gender Specialist</p>	<p>US\$ 40,000</p>
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