
Gender Assessment

FP018: Scaling-up of Glacial Lake Outburst Flood (GLOF) risk reduction in Northern Pakistan

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**GREEN
CLIMATE
FUND**



Annex VI (d) – Gender Analysis and Action Plan

GREEN CLIMATE FUND FUNDING PROPOSAL

Disclaimer

This Gender Analysis and Action Plan has been prepared for the submission of the proposal to the Green Climate Fund for the purposes of assisting in the assessment of the potential gender issues associated with the proposal.

While it is noted that the Gender Analysis and Action Plan should specifically identify and analyze the most critical issues relevant to the project and whether the needs and priorities of an equal number of women/girls/men/boys are being assessed, this Gender Analysis and Action Plan has been prepared without any on-ground consultation and is based on available published and grey literature. Further a full institutional gender analysis has not been undertaken. During project implementation, stakeholder consultation will be undertaken to assess the components in relation to gender, age and other important matters.

There may be a need for the Gender Analysis and Action Plan to be modified depending on stakeholder consultation prior to and during the implementation of the project.

Gender Analysis and Action Plan for *Scaling-up of Glacial Lake Outburst Flood risk reduction in Northern Pakistan Project*

1. This document is a Gender Analysis and Action Plan for the “*Scaling-up of Glacial Lake Outburst Flood risk reduction in Northern Pakistan*” submitted to the Green Climate Fund for funding. The project will upscale ongoing initiatives on early warning systems and small, locally-sourced infrastructure to protect communities from glacial lake outburst floods risks. The scaled interventions proposed by this project will expand coverage from two districts that are currently supported to twelve districts in Khyber Pakhtunkhwa and Gilgit-Baltistan. In these two districts, engineering structures (i.e. gabion walls) have been constructed; automatic weather stations, rain gauge and discharge equipment were installed to support rural communities to avoiding human and material losses from glacial lake outburst floods events in vulnerable areas. In addition, the proposed project will strengthen the technical capacity of sub-national decision makers to integrate climate change and disaster risk management into medium- and long-term development planning.
2. The project will benefit 696,342 people on average directly (five districts in Khyber Pakhtunkhwa and seven districts in Gilgit-Baltistan). Nationally, the project will benefit approximately 29,233,000 indirect beneficiaries; about 15% of the total population of Pakistan; estimated at 185 million as at 2014.
3. The project will reduce vulnerability of communities’ land and water resources by implementing climate-resilient agricultural practices that contribute to food security, considering women’s needs and promoting gender equality, benefiting 348,171 women.

Governing Legislation

4. The Constitution of Pakistan and its amendments commits Pakistan for gender matters. Article 32 as an example states that “*the State shall encourage local Government institutions composed of elected representatives of the areas concerned and in such institution special representation will be given to peasants, workers and women.*” The Devolution of Power Plan (2000 to 2009) and *Local Government Act 2002* increased the quota proportion of seats reserved for women at all local government levels (eg, union council, subdistrict, and district) to 33%.
5. The 18th Amendment to the Constitution committed Pakistan to educate both girls and boys to the age 16 years. However, girls have had lower net enrolment rates than boys at the primary and secondary levels, although gender disparities in enrolment have been declining over time.
6. Provincial assemblies have passed legislation in the area of women’s rights, especially since passage of the 18th Amendment. Provincial legislation regarding women, some modeled on legislation passed earlier at the federal level, include with respect to the project areas, the *Khyber Pakhtunkhwa Establishment of a Commission on the Status of Women Act 2009*, and *Khyber Pakhtunkhwa Enforcement of Women (Land) Ownership Rights Act 2012*.

Overview

7. Khyber Pakhtunkhwa consists of 25 districts that include 20 settled area districts and the Provincially Administered Tribal Areas. Approximately two-thirds of Khyber Pakhtunkhwa’s estimated 21 million inhabitants are Pashtun. Approximately 1.5 million Afghan refugees of mainly Pashtun, Tajik and Hazara ethnicities also live in Khyber Pakhtunkhwa. The overall incidence of poverty is 44%, making Khyber Pakhtunkhwa the poorest province in Pakistan with the lowest human development indicators after Balochistan.
8. The Federally Administered Tribal Areas is a belt of seven semi-autonomous tribal agencies and six smaller areas (the frontier regions) including Gilgit-Baltistan that separate the tribal agencies from the rest of Pakistan. Over 90% of Gilgit-Baltistan population live in rural areas, and more than 99% are Pashtun. Gilgit-Baltistan is much poorer than Pakistan as a whole, as indicated by their performance on human development indicators.

Current Government Actions of Gender Equality

9. Pakistan has made progress toward reaching its education, gender equity, and health Millennium Development Goals, although it is unlikely to meet its 2015 targets. Overall, achievements as of 2013

were lower in rural than in urban areas, among households in lower-income quintiles, and in Balochistan.¹

10. The recent 18th Amendment devolves authority to the sub-national provincial level, and this restructuring includes the devolution of the national gender structures, particularly with respect to the Ministry of Women's Development. The National Ministry of Human Rights is responsible for national level gender functions (eg, Convention on the Elimination of Discrimination Against Women reporting) while the National Commission on the Status of Women, now an autonomous body, will take on the policy-related functions for gender equality.
11. Each province has established its own mechanism for implementing these structures. Khyber Pakhtunkhwa established the Women's Empowerment Directorate within the Ministry of Social Welfare, Special Education and Women's Empowerment. Directorate staff reports directly to the Secretary. Khyber Pakhtunkhwa was one of the first provinces to set up a Provincial Commission on the Status of Women and the province has also established the Commission on the Protection of Child Rights. District level units are also planned.
12. At the micro level, the historical and contemporary conflicts and recent natural disasters have affected the lives of ordinary women and men and their children in Khyber Pakhtunkhwa and Gilgit-Baltistan in fundamental ways, including altering community and family structures, gender relations, roles and norms, and affecting all aspects of human security. Changes include access to knowledge, beliefs, perceptions; practices and participation; time and space; legal rights and status; and power and decision-making.
13. The following sections outline the current status of gender issues in Pakistan and specifically in relation to Khyber Pakhtunkhwa and Gilgit-Baltistan.

Female Health

14. With respect to health, girls have a lower infant and child mortality rates than boys despite equal incidence rates for acute respiratory infections and diarrhea. Households are more likely to provide full immunization coverage, seek treatment and provide antibiotics for acute respiratory infections, and provide oral rehydration therapy for boys. Boys, however, were more likely to be underweight and stunted. The shortest birth intervals were estimated for children born to women ages 15–19 years or had lost a preceding child. The longest birth intervals were observed among children born to mothers in Khyber Pakhtunkhwa (32 months) and women ages 40–49 years (38 months).
15. With respect to children being underweight, children living in Gilgit-Balistan (13%) and Khyber Pakhtunkhwa (10%) are born to underweight mothers (44%) compared to mothers who are overweight or obese.
16. Women's rates of contraceptive use, use of antenatal care services, and deliveries with a skilled birth attendant and in a health facility are all increasing, and contributed to a reduction in the maternal mortality rate from 553 to 276 per 100,000 live births between 1990–1991 and 2012–2013.² Lady health visitors can be credited for some of these achievements, and so can the increase in adult literacy among women.
17. Decision making on the use of health services was lowest among women in Balochistan (24.8%), followed by Khyber Pakhtunkhwa (35.3%), Gilgit-Baltistan (41.4%), Sindh (51.7%), and Punjab (58.3%). Women were more likely to participate in decision making regarding use of health care services for themselves if they were educated and older, as well as residing in urban areas and from households in higher wealth quintiles.

Female-headed Households

18. Statistics on female-headed households were collected as part of the Pakistan Social and Living Standards Measurement surveys and periodically published by the Pakistan Bureau of Statistics. Nationally, the proportion of female-headed households increased from 7% to 11% of total households between 1996 - 1997 and 2012 - 2013. During that period, Khyber Pakhtunkhwa had the highest proportion of female-headed households (from 10% to 14%). Female-headed households in Khyber Pakhtunkhwa were more likely to be located in rural areas, whereas in other areas, female-headed

¹ *Baseline Study on the Status of Women and Men in Pakistan, 2012*

² Quota Project. Pakistan. <http://www.quotaproject.org/uid/countryview.cfm?CountryCode=PK>

households were more likely to be located in urban areas. Married women headed 4%–5% of all households, with unmarried, widowed, or divorced women making up about 3% of all households.

19. The Pakistan Demographic and Health Survey 2006 – 2007³ estimated that the proportion of female-headed households was 8.5% overall, comprising roughly equal proportions of rural (8.7%) and urban (8.2%) households. The Pakistan Demographic and Health Survey 2012 – 13⁴ estimated that the proportion of female-headed households was 10.9%, comprising 11.5% of rural and 9.7% of urban households. Outmigration among family members tended to be more prevalent in Gilgit-Baltistan (30%), Khyber Pakhtunkhwa (28%), and Punjab (20%) as compared to Balochistan (5%)

Female Education

20. Girls also had lower scores in basic reading, writing, and arithmetic tests. Disparities in early childhood; primary; and secondary education outputs and outcomes were evident by the sex of the child, rural or urban residence, and wealth quintile, reflecting interactions between factors associated with demand for and supply of education. Likewise, adult female literacy rates were widely dissimilar by province, indicating longer-term differences in demand- and supply-side factors that have influenced households' decision making regarding the education of girls.
21. Closing gender disparities in educational outputs and outcomes will require a number of measures, including increases in the share of gross national income spent on education.

Female Employment

22. The employment–population ratio for women doubled between 1995 and 2012. However, unemployment rates among young and all women were higher than those for men and persisted even when analysed by groups with different levels of educational attainment. Higher unemployment rates, along with lower average wages for women, indicate lower returns to education for girls and may affect parents' decisions regarding investment in a girl's education.

Female Access to Finance

23. Women's access to finance and assets are limited. Only 6% of women have access to either an individual or joint bank account. Although Pakistan microfinance is estimated to reach at least 2.0 million citizens ages 15 years and older, the evidence does not support claims of microfinance's positive impacts on gender equality in Pakistan. Only 13% of women reported owning any asset, compared to 69% of men.
24. Many households, particularly in the rural areas of Gilgit-Baltistan and Khyber Pakhtunkhwa do not own household appliances that are time saving for women (e.g., refrigerators, electric or gas stoves; or washing machines) and women had limited access to markets.
25. Bicycles and motorcycles were the most frequently owned household modes of transport; otherwise women relied on extended family, neighbours, or public transport to travel any significant distance from their homes for education, employment, or health services.

Female Equality and Women's Decision Making Role

26. In national, provincial, and local legislatures, women may be elected to open seats as well as to seats reserved for minorities; however, the number of women usually elected through these avenues is small. While the Constitution provides a strong legal framework for many dimensions of women's equality, implementation of many provisions is weak.
27. Since 2002, the proportion of seats in the national and provincial assemblies reserved for women has increased to about 20%, and varies at local government levels from 10% to 33%. The presence and activity of female representatives has contributed to the passage of six new laws at the national and provincial levels, respectively, that promote or increase the protection of women's rights and empowerment.

³ NIPS and Macro International (2008) *Pakistan Demographic and Health Survey 2006 – 2007*, Islamabad

⁴ *Pakistan Demographic and Health Survey 2012–13*



28. In 2008, local governments were suspended, and after passage of the 18th Amendment in 2010, each province was required to develop their own local government act. Initially, the local government acts of Punjab and Sindh retained the 33% quota for women's seats, while Khyber Pakhtunkhwa decreased the quota for women's seats to 10%. The Federally Administered Tribal Areas did not establish a quota of seats for women but permits women and other special groups to occupy up to 25% of total seats.
29. In 2013, the Governments of Punjab and Sindh passed new local government law that decreased the percent of reserved seats for women at the directly elected first tier level to 7.7% in Punjab and 11.1% in Sindh, and at higher indirectly elected higher tiers to 10.0% and 22.0%, respectively. Khyber Pakhtunkhwa intends to retain the 33% quotas of reserved seats for women as enacted in 2001.
30. Within the executive branch, the passage of the 18th Amendment eliminated the Ministry of Women Development and devolved full responsibility for women's development to provincial governments. This occurred without prior strengthening of institutional capacity of provincial women development departments. These departments are currently in the process of revising their mission statements and organizational structures, identifying women's development priorities in the provinces, and strengthening their ability to plan and effectively and efficiently manage women's development programs within the budgetary resources available at the provincial level.
31. Pakistan Demographic and Health Survey 2012 – 13 included questions about who participated in financial decision making when either the wife or husband received cash earnings. Approximately 51.7% of women receiving cash earnings were the primary decision makers on use of their earnings, whereas 35.0% decided with their husbands, and husbands or others made financial decisions in 9.7% and 3.1% of cases, respectively. Overall, married women who were older, had more children, had higher education, and/or were in higher wealth quintiles were more likely to be the primary decision makers on use of their own wages. Women residing in Khyber Pakhtunkhwa were more likely (59%) to be the primary decision makers on use of their own cash earnings.
32. The National Baseline Survey 2012 found that 93% of women and 90% of men agreed that women should exercise their right to vote. The lowest levels of agreement for both women and man were recorded in Khyber Pakhtunkhwa (women 87%, man 84%) with the highest levels of agreement recorded in Gilgit-Baltistan (women 100%, man 98%).