Gender Assessment of the Clean Technology Fund (CTF) financed District Heating Project in the City of Lutsk, Ukraine

Report

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LIST OF ACRONYMES

CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CIF	Climate Investment Fund
CIS	Commonwealth of Independent States
CPS	Country Partnership Strategy
CSO	Civil Society Organisation
CTF	Clean Technology Fund
DH	District Heating
EBRD	European Bank for Reconstruction and Development
ESDD	Environmental and Social Due Diligence
ESP	Environmental and Social Policy
EU	European Union
FG	Focus Group
FGD	Focus Group Discussions
FHH	Female Headed Households
GEF	Global Environment Facility
GEI	Gender Equality Index
GDP	Gross Domestic Product
GGGI	Global Gender Gap Index
GHG	Green House Gas
GII	Gender Inequality Index
GNI	Gross National Income
IFC	International Finance Cooperation
IHS	Individual Heating Sub-stations
MDB	Multinational Development Banks
MDGs	Millennium Development Goals
MDH	Multi Dwelling House
MEI	Municipal and Environmental Infrastructure
MSMEs	Micro, Small and Medium-sized Enterprises
NGO	Non-Governmental Organisation
OECD	The Organisation for Economic Co-operation and Development
OSCE	Organization for Security and Co-operation in Europe
PLWD	People Living With Disabilities
PPP	Purchasing Power Parity
SEMED	Southern and Eastern Mediterranean
SGI	Strategic Gender Initiative
SIDA	Swedish International Development Cooperation Agency
SMEs	Small and Medium-sized Enterprises
ToR	Terms of Reference
UAH	Ukrainian Hryvnia
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environmental Programme
USAID	United States Agency for International Development
WB	World Bank

1 EXECUTIVE SUMMARY

Objectives and scope of the assessment

The Clean Technology Fund (CTF) is a funding window of the Climate Investment Funds (CIF) which provides 72 developing and middle income countries with needed resources to manage the challenges of climate change and reduce their greenhouse gas emissions. Since 2008, the CIF has been leading efforts to empower transformations in the energy, climate resilience, transport and forestry sectors. CIF has, alongside CTF, three other programmes: Pilot Programme for Climate Resilience (PPCR), Scaling Up Renewable Energy in Low Income Countries Programme (SREP) and the Forest Investment Programme (FIP).

The Clean Technology Fund (CTF) is a multi-donor trust fund that provides incentives and invests in scaled-up deployment and transfer of clean technologies with significant potential for long-term Green House Gas (GHG) emissions reductions. The CTF has been increasingly paying attention to gender equality since the initial approval of investment plans in 2008 – 2010 and aims to adopt a gender-sensitive approach in all the projects it funds EBRD, is currently in the process of establishing a pipeline of sub-projects under CTF approved frameworks and requires screening of all projects for the identification of potential differentiated impacts on women and men end users (for social impact purposes) as well as identification of gender entry points (for further development of projects). The recent EBRD Strategy[1] for the Promotion of Gender Equality 2016-2020 further emphasises the Bank's commitment to increase women's economic empowerment and equality of opportunities in the countries where the EBRD invests. The current gender assessment is part of this process. Other studies have been conducted on district heating in Kazakhstan and energy efficiency finance in Turkey[2].

The main objective of this study was to conduct **a project-level gender assessment in the city of Lutsk in Ukraine in order to: i) better inform the design and implementation of EBRD investments; and, ii) identify gender aspects and priorities in relation to the use of district heating ("DH") services and other sources of heating, given the gender division of labour, and women's responsibilities for care work within the household.**

Due to the fragile situation in Ukraine during the elaboration of the study[3], the report has strong limitations related to the data collected, as it proved difficult to organise focus group discussions for men and women with and without district heating ("DH"). This was mainly due to the limited resources that the DH Company could make available for setting up meetings and focus groups, as they were struggling to ensure access to energy sources and stay in production. The assessment was based on both secondary and primary data, with the latter collected through interviews with 17 key informants (10 women, 7 men), and two focus group discussions (one with women and one with men). The focus group discussions had in total 13 participants (7 women, 6 men) in addition to key informants[4].

Main findings

The main findings of the gender assessment in the city of Lutsk are summarised below.

[1] Approved in December 2015 and available at http://www.ebrd.com/gender-strategy.html

[2] Gender Assessment of District Heating Projects in Kazakhstan, 2014.
Gender Assessment of the Turkish Residential Energy Efficiency Financing Facility (TuREEFF), 2015. Available at http://www.ebrd.com/gender-tools-publications.html

[3] The study was undertaken 15-19 June 2015. The heating season 2014/2015 had proven very difficult in terms of ensuring availability of energy sources for district heating, one of the consequences being the rise in tariffs.

[4] See Annex 4 for a description of the methodology.

Decision making on the use of heating services appeared to be jointly made by men and women and the study did not reveal any gender differences with regard to the preferred source of heating. Both women and men in the city of Lutsk appeared to be involved in decisions related to heating. Both women and men prefer district heating services compared to other heating sources as it was considered reliable, comfortable and requiring less work than using coal and wood. However, due to the extraordinarily difficult heating situation at the time of the study there was considerable anxiety among both women and men with regards to the reliability and tariffs of district heating and other sources of heating.

The quality of district heating services seemed to affect women more than men, resulting in women being more active in submitting inquiries and complaints to the local district heating provider. Generally insufficient access to heating services and the length of the heating season affected women more than men, as women often spent more time at home looking after children, elder people and People Living With Disabilities (PLWD), and doing housework. However, men were also concerned about their families' situation related to heating and overall there was no significant difference in women and men's levels of satisfaction with district heating. Most households with district heating were relatively satisfied with the services. There were clear indications that most heating-related inquiries and complaints were submitted by women, which can be seen as a result of women being more affected by the quality of the heating services than was the case for men. Furthermore, women appeared to appreciate that most staff receiving complaints and inquiries through the telephone hotlines were women employees. Apparently, there was no significant difference in the topics on which women and men submitted complaints and inquiries.

The gender assessment revealed relatively high interest among both women and men in consumption-based energy regulation. Both women and men interviewed indicated a high preference for having thermostats and meters installed for temperature regulation, payment according to actual consumption and possibly reduced heat bills. Some low-income households may, however, not be able to afford the installation of thermostats and meters[5] – which could perhaps be afforded if payment in instalments was made possible. This was especially the case since the energy crisis and the 2015 increase in tariffs in Ukraine. Women were often responsible for paying heat bills and in several cases had the most detailed knowledge of the costs of heating.

Employment in the district heating sector remains male dominated, particularly in technical and management positions. The percentage of women employees in the Lutsk district heating company (Lutskteplo) stood at 41 percent. The gender segregation in the company's workforce was apparent with most technical staff being men, while women occupied mostly customer-relations, financial, administrative and boiler operator positions. The highest percentage of women was found in the boiler operator positions where 82% of the workers were women. Women headed some of the non-technical departments, while men occupied four out of five top management positions. Some good practices for employing women in specific positions were identified, including women's employment for boiler house operator positions and in the sales department with responsibility for visiting households for meter reading. Also, nearly all dispatchers in charge of the telephone hotlines were women, which was appreciated by many women pensioners and other women submitting complaints.

[5] The DH Company is dealing only with heat meters and Individual Heating Sub-stations (IHS). The price of heat meters depends on the meter brand, pipe diameter and cost of installation. A typical price is UAH 75,000 equivalent to EUR 3,212.95 for a Multi Dwelling House (MDH).

The awareness of energy conservation measures was low among both women and men and environmental considerations did not appear to influence their choice of heating sources. However, many local residents, both women and men, would be in favour of access to more information on energy conservation measures and on district heating more generally. There did not appear to be any significant difference in the communication channels through which women and men received information, or in their preferred future channels.

Gender assessment was not part of the feasibility study for the district heating project in Lutsk, which was a constraint for the current gender assessment. The feasibility study reports undertaken for the city of Lutsk, contained hardly any socio-economic information, and did not include any gender analysis or sex-disaggregated data.

Recommendations

While this report does not find major gender gaps in the implementation of the DH project in Lutsk, there are opportunities to enhance project impact by better understanding the roles of men and women in household energy management during project preparation and implementation. A number of recommendations have been identified to that effect.

In order to a) increase the positive impact of district heating projects on both women and men end users in particular and b) assess the benefits and/or risks of climate change mitigation and adaptation projects for both women and men in general, the following recommendations for guided action can be taken into account:

About project design:

1. **Undertake gender assessments (gender analysis) as part of future feasibility studies of district heating projects** in a systematic and comprehensive way in order to improve project effectiveness and enhance its impact, and promote, for both women and men, equality of access to the benefits of the project (such as heating services and employment). The district heating projects in Lutsk should build its gender approach on the findings of this assessment, but expand and adjust it, as required.

2. **Conduct extensive consultations with local residents**, including ensuring equal participation of women and men, to ensure appropriate and gender-sensitive project design, in line with EBRD's Environmental and Social Policy 2014 Performance Requirement 10 and related guidance notes[6].

3. **Consult women and men end users beforehand, where a consumption based metering is to be introduced for district heating in individual apartments and houses**, both to conserve energy and to possibly reduce households' heat bill. In the case of Lutsk both men and women showed a relatively high interest of having thermostats and heat meters installed. However, women were often responsible for paying heat bills and in several cases had most knowledge of the costs of heating. It is therefore of particular importance that women are consulted.

[6] Grievance Management Guidance Note: http://www.ebrd.com/downloads/about/sustainability/grievance-mechanism.pdf
Gender Toolkit, Matrix 1 – Issues Relevant to Performance Requirements:
http://www.ebrd.com/downloads/sector/gender/Gender_Toolkit_Matrix1.pdf

4. **Consider introducing new payment modalities**, like payment in instalments, for low-income households, including female-headed households. This should be based on consultations with female-headed and other low-income households. In Lutsk, low-income households could apply for housing aid, which would cover part of the heating bill. However, this may not be sufficient to cover additional costs for example for the thermostat and heat meter installation. Payment in instalments may be one solution, but further consultations would be needed before any decisions are made.

About the implementation stage:

5. **Use a variety of communication tools in order to promote efficient energy use** so that both women and men in different income groups are reached. Similarly, mechanisms to receive inquiries and complaints should be designed so as to be convenient and appropriate for both women and men to use. Whilst, in the four case study cities Lutsk, Kyzylorda, Semei and Aktau[7], there did not appear to be any significant difference in the communication and complaints channels used and preferred by women and men, it is important that the preferred communication and complaints channels of both women and men are examined in each location, e.g. through small customer surveys targeting men and women in different socio-economic groups.

6. **Promote employment of women in the provision of district heating services**, for example by: i) Providing training in gender mainstreaming related to district heating/energy for both men and women taking employment decisions to develop human resources policies and practises that are gender sensitive: these includes policies and practises guiding recruitment, retention, remuneration and career development in order to achieve a higher degree of gender balance at managerial level within district heating. ii) Exploring additional opportunity for employing women in non-skilled jobs; this exploration should build on the experiences in successfully employing mainly women in boiler house operator positions; and employing mainly women to visit households for meter reading, cost estimation and receiving customer payment. It should also be explored whether employing women in these positions would be advantageous in ensuring that both women and men receive information on energy conservation measures. iii) Exploring the opportunity for offering both female and male students internship/apprenticeships and other types of vocational training possibilities in District Heating Companies in order to increase the talent pool for employment in technical positions.

7. **Consider the appointment and training of a staff member (woman or man) as a gender focal point in the District Heating Company** to assist, advise and provide examples on how to integrate gender aspects into planning, implementation and monitoring. Senior management would still have the overall responsibility for ensuring that gender is mainstreamed into company activities, procedures and systems. It may be an advantage that the gender focal point assists with the development of a simple gender action plan for the particular District Heating Company and monitors its implementation. The actual content of the gender action plan will depend on the gender analysis of the particular project.

About monitoring and evaluation:

[7] Lutsk (Ukraine) and Kyzylorda, Semei and Aktau (Kazakhstan)

8. **Conduct gender-sensitive monitoring and evaluation to ensure appropriate tracking of project benefits for women and men end users.** This should include establishment of systems to monitor progress and impact in terms of mainstreaming gender into activities, with the aim of ensuring that both women and men benefit from services and employment, are involved in decision-making etc. Both quantitative and qualitative indicators and monitoring methods should be used.

9. **Registration of inquiries and complaints according to the gender of the complainants.** This could provide valuable information about the differences in number and the nature of inquiries and complaints received by men and women. The registration should be used for monitoring and evaluating the grievance mechanism quality and identify potential needs for improved information dissemination and targeted communication to either men or women.

2 INTRODUCTION

2.1 Background

The gender dimensions of access to services, access to benefits, and exposure to risks are increasingly being recognised as important elements for effective policymaking and project design, implementation, monitoring and evaluation across sectors. This is also true for the energy sector where in practice it translates into integrating a gender perspective throughout the project cycle to improve gender equity in project participation, benefits and opportunities.

Energy use and climate change are closely interconnected, with increased CO_2 emissions from energy production and consumption as a major cause of climate change[8] with manifestations of climate change impacting on energy availability, supply and affordability. Women and men have different roles in energy production, distribution and utilisation in households, communities and enterprises, and are therefore differently impacted by climate change mitigation and adaptation measures. For example, shifting to renewable energy as part of a climate change mitigation effort can disproportionately impact on women in cases where resettlement and livelihood loss occurs related to construction of new energy infrastructure. Furthermore, diversification in distribution networks as the energy sectors adaptation response to hedge against climate-related disruption, more often impacts on female headed households with inadequate resources to pay tariff increase caused by the cost of diversification investments.

Incorporating gender perspectives into energy projects, policy and planning - which address climate change impacts - contributes to the achievement of gender equality and is critical for ensuring the effectiveness and sustainability of energy and climate change programmes and policies, as well as of all development activities that involve energy use. Gender differences in roles, needs and practices in relation to energy use and climate change need to be identified and understood to enable the design of effective energy programmes that can address the specific needs of both women and men.

The Climate Investment Funds (CIFs) aim to adopt a gender-sensitive approach in projects. Women's disadvantages, such as their restricted access to resources and information and their limited power in decision-making, make them most vulnerable to the impacts of climate change (WEDO, 2007).

Within the CTF's policy orientations, there has been a growing interest in assessing the co-benefits of financing climate operations, where co-benefits could arise in areas such as employment, health, poverty, and gender equality. In particular, gender concerns have risen in climate finance since the initial approval of investment plans under the CTF in 2008 - 2010. The European Bank for Reconstruction and Development (EBRD), as a CTF implementing partner, is currently in the process of developing a pipeline of sub-projects under CTF approved frameworks. Although EBRD's policies do not require individual and specific gender assessments for every project, in line with its current business model, they do require screening of all projects against potential gender impacts for both mitigation purposes as well as entry points for further development of projects. While mitigation is done through the Environmental and Social Policy (ESP), the identification of entry points for the promotion of gender equality is guided by EBRD's Strategy for the Promotion of Gender Equality[9].

[8] In 2010, the energy supply sector was responsible for approximately 35% of total anthropogenic GHG emission. Climate Change 2014, IPCC, 2014

[9] Approved in December 2015 and available at http://www.ebrd.com/gender-strategy.html

The EBRD recognises equality of economic opportunity, where economic opportunities should be made available to people regardless of their gender, as well as other conditions like social background, ethnic origin etc., as a fundamental aspect of a modern and well-functioning market economy. It has been particularly difficult to effectively involve women in household energy projects since the benefits for women have appeared self-evident and it has often been believed that no special analyses were needed and that any project seeking to be effective would have automatically benefitted women as well. It is, however, the view of EBRD that further assessment is needed to fully understand the potential of district heating projects both to promote gender equality and to ensure that both men and women are enabled to benefit from investments in the energy sector.

2.2 Purpose and Scope

The gender assessment of district heating was carried out in the city of Lutsk.[10] The outcome of this work is a list of recommendations for how gender can be mainstreamed in future district heating projects, as described in this gender assessment report. These recommendations are based on the main findings and lessons from the case studies in Lutsk, Ukraine as described in this report, along with former study of three cities in Kazakhstan[11].

The gender assessment covers the following aspects:

- Gender differences in heating services use, responsibilities and priorities;
- Access to employment within district heating; and
- Customer engagement related to district heating.

At the time of the study (15-19 June 2015) the district heating sector was very much affected by the war in eastern Ukraine. The cut off of gas from Russia had created great difficulties in ensuring the energy needed for district heating in the city of Lutsk. As a consequence of the difficulties in provision of gas a considerable increase in tariffs was deemed necessary and the district heating company was continuously struggling to ensure sufficient energy supply. Although the district heating company had been able to go through the heating season 2014/2015 in Lutsk without significant disruptions or cut-offs in heat and hot water supply in Lutsk, the situation was extraordinary. The case study of Lutsk should therefore be seen as a view into a specific time and context, when the company, the users and the whole society were in a particular difficult time.

The situation influenced the research activities for this assessment, causing difficulties and changes to the assignment, such as setting up group meetings, and also influenced the information provided by the participant, since their focus very much on economic difficulties caused by increased tariffs.

[10] The ToR for the assignment is included in Annex 5. See Annex 7 for a map of Ukraine indicating the location of the city.

[11] Gender Assessment of District Heating Projects in Kazakhstan, 2014. Available at http://www.ebrd.com/gender-tools-publications.html

3 CONTEXT OF STUDY

3.1 EBRD's and CTF's Gender Policies

The Clean Technology Fund (CTF), one of the multi-donor Trust Funds within the Climate Investment Funds (CIFs), [12] promotes scaled-up financing for demonstration, deployment and transfer of low-carbon technologies with significant potential for long-term greenhouse gas emissions savings.

Another focus of the CIF investment is on promoting realisation of environmental and social benefits thus demonstrating the potential of clean technologies to contribute to the Sustainable Development Goals (SDGs)[13]. A 2012 comprehensive CIFs Gender Review[14] found that the programs supported by the CTF did not address gender considerations systematically although the newest CIFs investment plans include information about "environmental, social and gender co-benefits" by identifying women as investment beneficiaries. According to the OECD-DAC Network on Gender Equality, almost no climate aid to the energy sectors is reported as targeting gender equality as a principal objective and more needs to be done to improve opportunities for women to participate in the green economy[15]

Each of the Multilateral Development Banks (MDBs) implementing the CIFs, has different gender policies. MDBs collaborate by sharing information such as best practices and lessons learned, and by identifying areas of potential institutional cooperation on gender on a regular basis.

Based on the CIFs Gender Review conducted in 2013, the CIFs developed a Gender Action Plan for 2015-2016. The aim of the CIFs Gender Action Plan is to mainstream gender into CIFs policy and programming in support of gender equality in investments in CIFs countries. In partnership with the MDBs, pilot countries and regional organisations, the CIFs will promote measures to enhance gender equality in CIFs investment plans, programs and projects. The CIFs Gender Action Plan seeks to ensure that gender equality goals, and interim measures, are addressed in the design, implementation, and monitoring and evaluation of CIFs investments. The action plan builds upon the current gender policies, strategies and approaches of the MDBs and will focus on five key elements: (a) policy; (b) program support; (c) analytical work; (d) monitoring and reporting; and (e) knowledge and learning.

In April 2013, EBRD approved the Strategic Gender Initiative (SGI), under which it adopted a more structured approach to gender considerations in its operations and policy initiatives to prevent gender discrimination and mitigate the negative effects of lack of equality of opportunity by taking gender into consideration, where appropriate, during project design and implementation. In December 2015 the Strategy for the Promotion of Gender Equality (2016-2020) has been approved. The Strategy mandates the Bank to promote behaviours, through its operations, which contribute to building equitable and sustainable economies. It aims to increase women's economic empowerment and equality of opportunities in the countries where the EBRD invests, as an important contributor to well-functioning market economies and inclusive societies – a core component of sustainable and equitable transition. The

[12] The Climate Investment Funds (CIF) is financing instruments designed to pilot what can be achieved to initiate transformational change towards low-carbon and climate-resilient development via scaled-up financing channelled through the Multilateral Development Banks (MDBs).
[13] The SDGs consist of 17 development goals including goals on gender equality, affordable and clean energy, and climate action (https://sustainabledevelopment.un.org/sdgs)
[14] Gender Review of CIF, Climate Investment Funds, 2012
[15] Making climate finance work for women, COP21, OECD, 2015

Strategy articulates the Bank's view that gender equality is a principal element in the promotion of sound business management and critical to the advancement of transition.

3.2 District heating and Climate Change in the Commonwealth of Independent States (CIS)

Heating is of paramount importance in the CIS countries with long, cold winters. Reliable and affordable heating in homes and at work is a fundamental need of all (including people spending more time at home, like people living with disabilities (PLWD) and elders of both sexes). The financial flows into the heating systems in the CIS are high. The provision of heating services has become not only a financial burden to end-users and to governments, but also a challenge to policies promoting privatisation and market reforms (UNDP, 2005). Improving the efficiency of heating through large centralised district heating systems and decentralised boilers on the supply side, and through more efficient building on the demand side, is important to address these challenges.

These aspects become more apparent during the process of economic transition. The district heating systems in CIS were built under an economic system where cross-subsidies were endemic and artificially low fuel prices removed any incentives for energy efficiency. This was particularly true at the level of the end-user, as many CIS consumers paid a nominal fee for heating that bore no relation to its actual cost.

Recent studies[16] show that district heating in CIS faces challenges especially with respect to servicing low-income end-users. The challenges can be subdivided into two main areas: i) pricing and affordability, and ii) (un)reliable supply of district heating services. In cases, where subsidies for low income households have not been introduced, the supply of public services, including district heating, can take up a large proportion of the household income of the low-income end user when compared to the use of, for instance, wood for heating. In addition, the tariff structure is normally based on a "fixed" price per household without individual metering and the possibility of controlling the temperature that would allow influence on the heating bill at household level.

There are certain positive aspects of district heating services provision. In relation to climate change, district heating provision has the benefit of potentially being environmentally friendly when well managed. District heating systems can have lower GHG emissions than other competing heat sources because of cogeneration that greatly raises the overall efficiency of power and heat production. Furthermore, district heating has the benefit of using energy from various sources, including industrial waste heat, heat from incinerators, geothermal energy and biomass. The use of local sources that would otherwise be wasted, like cogeneration, industrial waste heat and biomass, also helps improve energy security.

On the negative side, district heating systems in the former Soviet Union tend to have high distribution losses. Total heat loss of around 50% is not uncommon due to old ineffective boilers, poorly insulated pipes and losses of hot water from leaks[17]. In addition, the frequent lack of adequate maintenance, which is often the case, leads to further gradual deterioration in system integrity. The boilers often operate on low quality heavy fuels without flue gas cleaning systems or any management control system or control at the end-user in place, e.g. thermostats. Furthermore, it appears to be common among households to use electricity or

[16] Prijedor District Heating – Feasibility Study, EBRD, 2014; and Gender Assessment of District Heating Projects in Kazakhstan, EBRD, 2014

[17] Republic of Sakha (Yakutia) Municipal Services Development Project, Russia, EBRD, 2008

wood as a supplementary source of heating due to inadequate and/or unreliable supply of district heating as a primary source of heating.

The status of existing district heating systems in the region, which has not undergone a thorough renovation and introduction of modern technology, is expected to contribute negatively to climate change due to the relatively high energy consumption compared to modern technologies. In addition, existing district heating systems pose a potential risk to negatively impact on the external environment mainly due to emission of airborne contaminants from burning oil and wood.

For people in the CIS left most vulnerable by the economic transition, meeting the basic needs of heating has become increasingly difficult. Low-income families typically pay a higher proportion of their household income for heating services than higher income groups, and they are more likely to live in less energy-efficient dwellings because they cannot afford improvement in energy efficiency and may even lack information about such options. As female-headed households are more often faced with higher poverty levels, the assessment of gender differences with regards to access to services and employment of district heating projects has increased importance.

3.3 International Experience on District Heating (DH) and Gender

Gender mainstreaming in energy projects has recognised the roles and responsibilities of women both as beneficiaries of electric power in their communities and as users of energy for domestic, production and community use. Deployment of renewable energy technologies has had positive social impact on both women and men, including enhanced access to services and the creation of employment opportunities. Rural electrification and renewable energy projects have also resulted in a positive impact on women and girls in terms of improved access to information and education through radio and television, improved security with street lighting and increased opportunities for small and medium size enterprises. Whereas several studies exist on the links between energy access and welfare and gender implications in general - focusing more on access to wood fuels, improved cooking technologies and access to electricity[18] - little has been said on the gender implications of district heating.

In fact, only a few studies seem to be available on gender implications and district heating:

1. The *Energy Efficiency for District Heating Project in Ukraine* financed by the United Nations Development Programme (UNDP)[19], has proven to bring significant benefits to women as shown in studies conducted by the Global Environment Facility (GEF). The study highlights the impact on women and girls' health by reducing childhood sickness rates with the provision of quality hot water and heat supply to households and an improved heating system in the municipal hospital with maternity care.

2. An evaluation[20] of the Swedish International Development Cooperation Agency (SIDA) district heating projects in Latvia and Russia, which considered gender equity aspects, highlights that the tariff system associated with the services can affect how women and low-income households benefit from the system.

[18] Towards Gender-Informed Energy Subsidy Reforms, World Bank, 2015
Energy and gender in Rural Sustainable development, FAO, 2006
Sustainable energy for all: the gender dimensions, UNIDO/UNWOMEN, 2013
[19] http://erc.undp.org/evaluation/evaluations/detail/1791
[20] District Heating Projects in Latvia and Russia, SIDA, 2005

3. Another example is the Asian Development Banks (ADB) effort to mainstreaming gender aspects into district heating scheme investment in Heilonjiang, China[21] – a project under implementation in 2013-2017. The project gender action plan was prepared to maximise the project benefits for women, safeguard poor households headed by women, increase the participation of women in the district heating sector and monitor the project impact on women. The focus was on areas such as job creation opportunities for women through promotion of women bill collectors, targeting at least 50% of the heating bill collectors to be women. Furthermore, the project will ensure heating assistance to 1,300 poor female headed households by subsidising 70% of the heating tariff and waiving connection fees.

The current study along with the previous study conducted on District Heating in Kazakhstan therefor provide valuable insights into the gender aspects and implications of district heating projects, and recommendations for improving gender mainstreaming in district heating projects.

[21] Summary Poverty Reduction and Social Strategy, Heilonjiang Energy Efficiency District Heating Project; and Initial Environmental Examination, ADB, 2012

4 CASE STUDY: LUTSK DISTRICT HEATING

4.1 Socio-economic Context

According to the Lutsk City Administration, as of January 2014 the city had a population of 213,000, living in 78,000 households. 45% of the population were men and 55% women. There were no official figures on the number of female-headed households in the city. The most recent national percentage of female-headed households is 49%[22]. This is to a large extent due to the higher life expectancy rate of women with high percentage of elderly single women, and the high divorce rate with a high percentage of single mothers. Another aspect is the high migration rate, leaving married women as head of households during the period of their husbands' migrant work.

The main sources of income for residents in Lutsk were reported to be primarily from employment in small and medium-sized enterprises in the service and retail sector. Additionally, Lutsk hosts several large-scale industrial enterprises related to automobile production, ball-bearing production and an aircraft engine repair plant, which gives employment to approximately 3,000 people. The female employment rate was not available at the city level, however, the larger industries were said to be male dominated technical and non-skilled jobs, whereas women were mainly employed in the agriculture and service sector.

The average income per adult was approximately UAH 2800[23] (equivalent to EUR119.95) per month. It was not possible to get poverty data[24] for Lutsk; however, the state minimum income line was UAH 1218 (equivalent EUR 52.18) per adult per month.

Households with a per capita income below the state minimum were entitled to targeted social assistance, including housing aid. Of the overall population of 213,000 in Lutsk, 52,000 received various kinds of benefits. The high number also covered internally displaced people (IDPs) who had relocated to Lutsk because of the war in south-eastern Ukraine. The IDPs were primarily women with children, who received benefits from both national and local programmes. Approximately 20,000 families received state social assistance most of which was a one-time payment related to, for instance, the birth of a child. Moreover, 19,000 families received housing subsidies, which were based on family income and expenses for communal services. The number of people receiving these subsidies has increased as a consequence of the higher tariffs for district heating that had occurred during the latest heating season.

According to the Social Policy Department of the city of Lutsk, most households receiving social aid, including housing aid, lived in Multi Dwelling Houses (MDHs)[25], particularly in older ones in need of rehabilitation.

4.2 District Heating in the city of Lutsk

The Lutskteplo is a municipal district heating utility, wholly owned by the city of Lutsk. The company operates by generating capacity and networks in the City and is the sole distributor of district heating services, heat and hot water supplier to approximately 150,000 residential

[22] Ukraine Country Implementation Profile, ICPD 2012. The number is from 2007.
[23] http://ec.europa.eu/budget/contracts_grants/info_contracts/inforeuro/inforeuro_en.cfm, as of June 2015
[24] The poverty rate is the ratio of the number of people (in a given age group) whose income falls below the poverty line; taken as half the median household income of the total population (OECD definition).
[25] A Multi Dwelling House is a classification of housing where multiple separate housing units for residential inhabitants are contained within one building or several buildings within one complex, most commonly an apartment building.

customers or 70% of the City population. As is the case with other municipal district heating companies in Ukraine, the City is the legal owner of the district heating assets that the Company operates. At the time of the study, Lutskteplo was the largest heat producer and supplier in the city. In May 2013, the District Heating (DH) Company serviced approximately 54,000 households with heating, of which 41,400 households are also supplied with tap hot water. Remaining households were connected to the gas distribution network and used gas for heating purposes. Some households had individual gas boilers for heating, not connected to the gas distribution network managed by Naftogas.

The DH infrastructure was outdated and suffered from poor systems design within the MDHs causing uneven temperatures without possibility of regulation.

At the time of this study, the EBRD-financed Feasibility Study had already been conducted to assess the current situation of the district heating in Lutsk and to propose priorities and long-term improvements for infrastructure improvements.

The documentation received for this project included the Environmental and Social Due Diligence report and the Stakeholder Engagement Plan prepared in 2013.

The EBRD Environmental and Social Policy approved in May 2014, includes an assessment of gender aspects. In paragraph 10 it is stated, among others that: “EBRD expects its clients to identify any potential gender specific and disproportionate adverse impacts and undertake to develop mitigation measures to reduce these”.

The feasibility study reports for the city of Lutsk, including the Environmental and Social Appraisal, and the Stakeholder Engagement Plan, hardly contained any socio-economic information, no gender analysis and no sex-disaggregated data. Gender equality was mentioned in general terms under inclusiveness, as part of the Principles of Engagement and Disclosure in the SEP; and addressed in a separate paragraph in the Environmental and Social Due Diligence (ESDD) stating that no negative impacts are anticipated with regards to gender.

At the time of the study the DH Company was in a difficult financial situation. Due to unpaid gas bills the hot water had been disconnected and the population in general were very dissatisfied with the situation, which had considerably increased the complaints.

4.3 Gender Differences in Heat Use, Responsibilities and Priorities

4.3.1 Differences among Women and Men with District Heating

Two focus group discussions (FGDs) were carried out (women-only and men-only) with women and men connected to the DH network. They all live in Multi Dwelling Houses (MDHs) and most of them come from middle-income households. The majority of both women and men were satisfied with the DH services, which provide sufficient heat without interruptions. However, the majority of women complained that the apartments were sometimes too hot and they could only regulate the temperature by opening windows.

Several stakeholders consulted believe that women made most decisions related to heating and were responsible for paying the bills. This was confirmed during the FGDs. Male participants mentioned that women were very careful about municipal payments, and gave these payments high priority as part of the household expenditures. Six out of seven women confirmed that they were responsible for paying bills for municipal services including district heating. People were generally very concerned about the increase in tariffs. Most female

participants, most of whom came from middle-income households, said they could not afford to pay more for district heating services than what they already do. The amount spent had recently increased dramatically because of political crises especially for services related to energy. However, tariffs on cold water had also increased. All men stated they would not be able and willing to pay more for district heating services than they did at the time of the study, even if DH services would be of higher quality. *"Our salaries are reduced considerably due to inflation and we cannot afford anything, neither to improve living conditions nor to pay for better services".*

According to the Feasibility Study the average monthly payment for communal services is estimated to account for 10.52% - 12.63% of the total household income[26]. The focus group participants estimated that their expenses related to municipal services where significantly higher, which might be due to the inflation rate and the related felt decrease in disposable income.

At the time of the study, households paid a flat rate for their district heating according to the size of their apartment or house. The FGDs did not show any gender difference in the interest level of installing meters. Among male focus group participants, there was some interest in having a meter installed and in paying for their actual heat consumption. For the female focus group participants this was also the case and all women expressed interest in the installation of thermostats and heat meters.

Condominiums in the city of Lutsk were said to be more active than municipal housing companies with regard to energy saving measures. The condominiums informed owners of houses about heat saving measures, including insulation of facades and roofs, replacement of windows in places of common use, replacement of elevators to avoid draughts and installation of heating substations. The condominiums expected that these measures could bring savings of 50-80%.

The condominium had attracted loans and initiated a local program aiming at energy savings. The loan had been used for installation of heat meters and implementation of energy saving measures. 40% of the loan was covered by funds from a national program. Interest related to the loans is covered by funds of the local budget managed by the municipality. Principal amount of both loans (60% of the first loan and total amount of the second loan) is paid back by condominium itself.

Both men and women participating in the FGDs were sceptical about the condominium organisation and the effect of their activities. Several, both women and men, mentioned that it is difficult to organise residents, especially since households cannot afford additional expenditures on energy saving measures, such as insulation.

The awareness of the benefits of energy saving measures appeared to be high, particularly among the men. Several, both women and men, mentioned that they had insulated windows and doors. There was general agreement in both groups that information regarding energy saving measures was made available by the DH Company through TV spots and the local newspaper Lutskiye Zamok. However, the incentive for individuals to invest in, for instance, insulation was considered low, since it was not possible to install individual meters in the

[26] According to the feasibility study 2013-2014 in Lutsk "heating and hot water bills together account for 5.95%-7.77% of the average official disposable household income" and "the share of space heating and hot water bills in the disposable income of households that belong to the first (lowest) quintile is 12.3% provided that they consume hot water economically, i.e. 2m^3 per month.

apartments. One man participating in a FGD specifically mentioned that it made no sense to save energy in an apartment building: "*I will save, will spend money for energy saving measures and insulation, and my neighbour will not save anything. After all I have to pay his consumption too*". In other words, the restrictions in installing meters in the individual departments, made people in general, consider energy saving efforts as not particularly beneficial.

The payment methods for communal services in the city of Lutsk are the following: via the post office, commercial banks and on-line.

The FGDs showed no gender differences in the preferred channel of payment and both men and women used the bank and on-line payments, while none via the post office. Women seemed to more often be responsible for the payment of municipal services and were said to be more careful than men to pay on time and saved on other expenses so as to ensure that the payment was made.

The female FGDs participants agreed that in general women are more active in ensuring heating services are accessed, as they feel responsible for ensuring comfortable conditions in their houses. They emphasised that women valued quality of services and were more insistent in getting better conditions, as they spend more time at home and pay much attention to the conditions in which their children live. All participants agreed that women complained more about the heating situation, since men were less sensitive to lower temperatures.

4.3.2 Differences among Women and Men without District Heating

Attempts were made to arrange separate FGDs with households without access to DH. However, due time constraints and the constraints of the DH Company it was not possible to gather people enough for a focus groups discussion. Instead, interviews were conducted with one woman and two men, without connections to the DH network. However, as only three interviews were conducted it is not possible to conclude on general trends based on such a small sample. Therefore the information received should be seen as reflecting three individual household's situation related to heating and their preferences regarding heating sources.

The men both lived in individual houses, whereas the woman lived in a MDH, which had been disconnected from district heating services in 2007. All participants said that, if they had modern DH with an opportunity to access regulated heat in the individual household, they would like to connect to DH. With the current energy situation in Ukraine, they all agreed that it would not be of interest for them to connect.

Generally, the participants were satisfied with their gas heating. The main concerns were the increasing gas prices and the risk of interruption or disconnection, as a result of the political situation. As the participants did not have any form of alternative heating this was a considerable concern for them.

The awareness of the benefits of energy saving measures appeared to be low among the interviewees without DH. One male participant mentioned, though, that his individual house had insulated walls, new windows and maximum thermos modernisation. However, he still faced difficulties in affording to heat the house during the cold winter. Participating households did not have alternative heating modes and no savings. Investing in energy conservation measures was therefore not a prioritisation for these households, as they had more urgent needs. When asked to prioritise three areas of future spending none of the

interviewees mentioned investment in energy conservation measures.

4.4 Access to Employment within the District Heating Company

In May 2015[27], the DH Company had in total 857 staff; 59% of these were men and 41% women. The majority of staff was in the Engineering and Technical area. This included 179 engineers (41% of these were women and 59% men[28]) and 678 workers (40% women and 60% men). The highest percentage of women was found in the "Operation of Boilers" Department, where 82% of the 188 workers were women and 18% men. There were 76 Operators of Individual Heating Sub-stations of which 46% were men and 54% women. The majority of administrative staff are women, including all staff in the Accounting and Control Department, the Sales Department and the Personnel Department. The Sales Department was responsible for meter reading and all employees visiting households for this purpose were women.

The senior management consisted of the Director, the two Deputy Directors, the Chief Engineer and the Deputy Chief Engineer. Of these five senior managers, one Deputy Director was a woman. Lutskteplo had 30 Heads of Departments of which 77% were men and 23% women.

The gender assessment team received some data on the educational level of the Lutskteplo employees, but it was not possible to get these data disaggregated by sex. According to the Human Resources Department, female employees proportionately had as high an educational level as male staff, which was reflected in that most workers, security staff and drivers were men whereas a high percentage of women staff were operators in boiler houses, which also had no education requirements.

According to the Deputy Director of Finance and Economics, the employee turnover of Lutskteplo was very limited. The salaries were the highest among city municipal companies. There was no significant difference in the length of time, in which male and female employees had been in the Company.

The gender assessment team had the opportunity to interview two of the women working as operators of boilers in one of the boiler houses. They had been working in the company for 15 and 19 years, respectively. The boiler house operator position requires basic education to enter into the position in addition to specific training. The workers receive special training before employment, offered by the City Employment Centre. Many of the workers are employed seasonally during the heating season from 1 October to 30 April. The women find these alternatives attractive as many of them have seasonal employment during the summer in the agricultural sector. The DH Company prefers to hire women for the boiler operator positions, as they find that women are careful and dutiful in the performance of tasks in the boiler house. The women are better able to manage their time in the boiler house e.g. spare time between the tasks in the boiler house, and occupy themselves with activities that do not take their focus away from their work.

The focus group participants were asked for suggestions on how to enable and encourage more women to find employment in the DH sector, but no suggestions were put forward.

[27] Due to the situation with lack of gas the hot water supply was stopped on May 21, 2015. As a consequence, the company had to reduce the salaries of 143 workers in the boiler houses, 107 women and 36 men, in order to avoid layoffs. The company expects soon to be back to normal production.

[28] According to the International Network of Women Engineers and Scientists (INWES), in 2004, 26% of the engineers in Ukraine were women.

According to the Director of the Volynsk Oblast Gender Centre in Lutsk, women in general face higher unemployment than men, more women are employed in part-time positions and their salary level generally stands at 80% of men's salaries in the region. Apart from the employment opportunities, other reasons mentioned, for women in part-time positions were the non-flexible working hours in most work places and the current division of domestic work with women being the main responsible for most household tasks and care-giving. Additionally, the high number of female headed households, and single parents many of whom are women, emphasis the difficulties for women in taking up full-time positions.

The employment opportunities for women at the DH Company, however, mainly provide full time employment, with the exception of the boiler house operators, with the highest salary level compared to other municipal companies.

4.5 Customer Engagement related to District Heating

4.5.1 Inquiries and Complaints

As part of its customer relations activities, both the DH Company and the City Administration encouraged households and other customers to submit heating related inquiries and complaints. There were no requirements for registration by gender but the indication was that most complaints were submitted by women, as explained below. Since only a few of the complaints were registered by sex, the division between women and men complainants is not known.

The DH Company reported receiving more than 1749 inquiries/complaints during the previous heating season. The City received inquiries/complaints by letter, through its website and through a telephone hotline operated by the Deputy Mayor's Office. The vast majority of these were received through the Company's telephone hotline. Most inquiries/complaints were said to be from women, especially female pensioners.

A dedicated female official within the city administration - a Deputy Mayor - is responsible for handling complaints related to communal services. Hotline calls are handled exclusively by women. Most of the complaints made to the City Administration are also made by women.

During the latest heating season, the City received approximately 70 enquiries/complains per two weeks amounting to 840 written inquiries/complaints related to the city's heating services. More women than men submitted individual inquiries/complaints, although no numbers were available due to the lack of registration by sex. The number of inquiries/complaints had increased dramatically compared to previous heating seasons, due to the lack of access to gas and disconnection to hot water. Complaints are most frequently made via the hot-line. The second most popular channel for filing complaints is by mail.

Most complaints were on technical issues, particularly lack of hot water due to disconnection. Complaints were also received regarding the quality of hot and cold water, insufficient heat supplied and fluctuations in the amount of heat supplied. Insufficient heat was mainly an issue within the old buildings where old pipes caused substantial differences in the heat supplied to individual apartments. Other complaints were related to the calculation of household bills, based on the size of apartments/houses and illegal connection to the heating system due to building or reconstruction. No significant gender difference was reported in the topics of the complaints submitted by men and by women.

None of the focus group participants had submitted complaints or inquiries concerning their access to DH services, but most or perhaps all knew about the telephone hotlines, mainly operated by women. None of the participants expressed concerns about the accessibility of the complaints system or the appropriateness of complaints entry points for both men and women; on the contrary the general perception was that the operation of the hotline by women, made the telephone hotlines the preferred option for women in need of raising complaints or inquiries.

4.5.2 Communication Activities

At the time of the study, most attention was given to the situation of increased tariffs on heating and hot water. Public hearings were held on this matter jointly by the city executive committee and the DH Company. Only after the hearings did the city executive committee approve new tariffs, although heating tariffs were established by the government at the national level with limited opportunity for diverging from these at the regional/local level.

Information on how tariffs might rise in the future was provided to the public by the Department of Economic Policy and Department of Economic Development.

The city administration uses various means of communication including mail, e-correspondence, the official website, a hot-line, as well as consultation with individual citizens and groups. The DH Company uses the following communication channels (not in any order of importance): (a) announcements are published in a local city newspaper Lutskyi Zamok, issued by the city administration; (b) announcements are delivered at the doors of houses; (c) by post; (d) via the website and social media (such as Facebook page).

Additionally, initiatives for information dissemination were taken by the heads of Condominiums by organising community meetings. For these meetings the condominiums would invite the DH Company to participate and provide relevant information regarding the district heating, tariff increase and energy conservation measures.

5 COMPARISON OF UKRAINE CASE STUDY WITH CASE STUDIES FROM KAZAKHSTAN

The current gender assessment in the city of Lutsk is one of a series of gender assessments/case studies carried out in a number of cities where DH projects financed by the CTF are being implemented, namely Kyzylorda, Aktau and Semei in Kazakhstan[29]. The studies of the four district heating projects provide valuable insights in gender aspects common for all four case studies, as well as different practices with successful gender equality outcome that can be drawn upon as good practises for future projects. The following provide a comparison of findings from these four case studies.

5.1 Gender Differences in Heat Use, Responsibilities and Priorities

Generally, both women and men appeared to be involved in decisions related to heating in the city of Lutsk in Ukraine and the cities of Kyzylorda, Aktau and Semei, in Kazakhstan, though in the case of Kyzylorda several key stakeholders believed women made most decisions in this respect.

[29] Gender Assessment of District Heating Projects in Kazakhstan financed by the Clean Technology Fund, 2014

In Kazakhstan the preferred type of heating varied somewhat among residents in the three cities. However, both women and men preferred to access district heating services instead of using coal and wood, as district heating was considered reliable, comfortable and required less work. The switch from coal and wood to district heating thus reduced the workload of women in particular, as mentioned during FGDs. The situation in Ukraine was quite different due to the political and energy situation at the time of the study, which had significant negative impacts on the energy prices in general as well as on the interest to change type of heating.

Most households with access to district heating were relatively satisfied with the services, as it was reliable and comfortable as mentioned above, though there were complaints of insufficient heat in some areas of all four cities. There were no significant differences among women and men's satisfaction levels, though insufficient heat was said to affect women more than it affected men. This is because in general women spent more time at home, as they had the main responsibility for looking after children and doing housework, in both Ukraine and Kazakhstan. Elders of both sexes and people living with disabilities were also much affected by heating problems as they spent a lot of time at home. The length of the heating season also appeared more important to women than to men. In Ukraine, the uncertainty regarding the provision of heating services and the increased tariffs overshadowed any discussion on district heating.

There was a relatively high interest among both women and men in all four cities in having thermostats and meters installed in their apartments / houses so they could regulate the temperature pay according to their actual consumption and thereby possibly reducing their heat bills. In Kazakhstan some low-income households expressed, however, concern whether they would be able to afford the installation of thermostats and meters. In Ukraine this was also a major concern among middle-income households. In the four cities in Kazakhstan and Ukraine, women were often responsible for paying bills for heating services and in several cases had the most detailed knowledge of the heating costs. In the case of Kazakhstan both women and men suggested there should be additional and more convenient options for them to pay their district heating bills. Whereas, in Ukraine bills were mainly paid on-line or through the bank and people were satisfied with these options.

There were no official figures on the number or proportion of female-headed households in the four cities visited in Ukraine and Kazakhstan. According to key informants interviewed, a significant proportion of households were, however, headed by women, with estimates ranging from 5-8% in Kyzylorda to 10-20% in Semei in Kazakhstan. In Lutsk in Ukraine the local authorities did not have any estimates regarding the number or proportions of female-headed households. The female-headed households included many single female pensioners and some single mothers. Most of these households belonged to the low-income group and many were reported to find it difficult to pay their current heat bills, and would find it difficult to pay more than they already did. In the case of Lutsk these also included internally displaced people (IDPs), mainly women with children that had settled in Lutsk as a consequence of the war in South-East Ukraine. In both Kazakhstan and Ukraine, low-income households could apply for housing aid, which would cover part of the bills for district heating and other communal services.

In all four cities, the awareness of the benefits of energy saving measures appeared to be relatively low, among both men and women, with none of the focus group participants prioritising additional spending on energy conservation measures.

5.2 Access to Employment within District Heating

All companies involved in district heating in the four cities in Ukraine and Kazakhstan employed considerably more men than women, with male employees constituting 70-90% of all employees in Kyzylorda, Aktau and Semei, Kazakhstan and 59% in Lutsk, Ukraine. The district heating company in Ukraine had a significantly higher employment rate of women than the three companies in Kazakhstan. Although the education levels of women in Kazakhstan and Ukraine are similar, as are the employment rates of women, the higher female employment rate in the DH company in Lutsk, is due to both a more successful employment of women in engineering and technical positions and at the same time the preference of women in boiler operator positions, which brings employment opportunities for unskilled female workers.

The companies mainly employed technical staff, who nearly were all men, while women occupied most customer-relations, financial, administrative and cleaning positions (more detailed information are available in Annex 8). Women headed some of the non-technical departments, while men occupied nearly all senior management positions. According to several key informants (e.g. head of Human Resources Departments in the DH companies), during Soviet times many women became engineers and technicians, but now women showed more interest in studies and jobs within the legal, customer-relations, accounting and administrative fields[30].

5.3 Customer Engagement related to District Heating

5.3.1 Inquiries and Complaints

Most complaints in both Ukraine and Kazakhstan reported insufficient heat, fluctuations in the heat supplied and other technical issues. There were also complaints on financial issues, i.e. the calculation of payments based on the size of apartments/houses. There did not appear to be any significant difference in the topics on which women and men submitted complaints.

Generally, the complaints systems in all four cities had been set up without any stringent registration of complaints and without consideration for sex-disaggregated complaints registration. Only a few of the district heating related inquiries and complaints were therefore registered by gender, but the clear indication was that most were submitted by women. Most inquiries and complaints were received through telephone hotlines, which appeared well known among both women and men using district heating. Nearly all dispatchers in charge of these hotlines were women and this appeared much appreciated by the many female pensioners and other women using the hotlines.

There did not appear to be any difference in the channels which women and men used, or preferred to use, to submit inquiries and complaints.

5.3.2 Communication Activities

All companies involved in district heating provided some information to their end users using different communication channels. However, focus group participants in all four cities would like more information on district heating and energy conservation measures than they received at the time of the assessment. Both women and men expressed this view.

[30] The Paris Tech Review 2010: *Why aren't more women engineers?* is describing the tendency for Russia. In the 1980s 58% of Russian engineers were women. In 1998 only 43.3% and in 2002 40.9% were women. The numbers is continuously declining, the reason being the shift to market logic, lack of flexibility and the conflict between family and professional life.

There did not appear to be any significant difference in the communication channels through which women and men received their information, or in their preferred future channels.

It was, however, more common for women than men to participate in meetings related to district heating. Whether mainly men or mainly women participated in such meetings may also depend on the main topics of the meetings. Female focus group participants in Aktau indicated that it was important for men to participate in meetings where mainly technical issues were discussed, whereas it was important for women to participate in meetings where tariffs and payments were discussed. Participants in Lutsk mentioned that women more often than men were actively participating in the condominiums meetings.

5.4 Gender Analysis in the Feasibility Study

The feasibility study reports including the Environmental and Social Appraisal, and the Stakeholder Engagement Plan available to the study team for the case studies, contained hardly any socio-economic information, no gender analysis and no sex-disaggregated data. For the city of Lutsk related documents, gender was mentioned in general terms under inclusiveness, as part of the Principles of Engagement and Disclosure in the SEP and was addressed in a separate paragraph in the Environmental and Social Due Diligence (ESDD)[31] stating that no negative impacts are anticipated with regard to gender.

[31] *"The process through which enterprises can identify, prevent, mitigate and account for how they address their actual and potential adverse impacts as an integral part of business decision-making and risk management systems."* Environmental and Social Risk Due Diligence in the Financial Sector, OECD, 2013.

6 RECOMMENDATIONS

The following recommendations can be drawn from the case study of the city of Lutsk to (a) increase the positive impacts of district heating projects on both women and men end users in particular and (b) assess the role, specific needs, practises and responsibilities, benefits and/or risks of climate change operations for both women and men in general. The recommendations are provided to inform ongoing and future district heating and other EBRD energy infrastructure projects in Ukraine and other countries where relevant. However, it should be emphasised that as the recommendations are based on only one case the need for more discussion and comparison with the situation in other countries and cities will be required before applying the recommendations more generally to the district heating and infrastructure sector. The recommendations drawn from the Ukraine experience are, however, similar to the findings from the study in Kazakhstan. The recommendations are not in any order of priority, other than by project phases.

About project design:

1. **Include gender assessments (gender analysis) in future feasibility studies of district heating projects in a systematic and comprehensive way in order to improve project effectiveness and enhance impacts, and promote, for both women and men, the equality of access to the benefits of these projects (such as heating services and employment).** The district heating project in the city of Lutsk, should build their gender analysis on the assessment in this report, but expand and adjust it, as required. The feasibility study E&S report available to the study team for Lutsk contained hardly any socio-economic information, no gender analysis and either no sex-disaggregated data. It is therefore considered of particular importance that the DH company, the City Administration, the project consultants and EBRD / CTF use the gender assessment in this report for their more detailed planning and implementation of district heating improvements in Lutsk. This should include consultations with both women and men as part of implementation of the Stakeholder Engagement Plan. The ToR for other feasibility studies should specifically include assessment of potential gender aspects and differences. This assessment should, amongst others, include the potential gender difference in heat use, priorities, decision-making, employment and stakeholder engagement. Potential differences among different groups of women and men should also be assessed, including the proportion of female-headed households and their living conditions compared to those of other households.

2. **Conduct extensive consultations with local residents, including ensuring equal participation of women and men, to ensure appropriate and gender-sensitive project design**, in line with EBRD's Environmental and Social Policy - PR10[32] and related guidance note. The case study showed that most women and men preferred district heating compared to other heating sources, although participants without district heating did not express interest in changing heating system in the current situation. Generally insufficient heat and the length of the heating season affected women more than men as women often spent more time at home looking after children and doing housework. There was a general concern among both men and women about their families' situation related to heating. Overall there was no significant difference in

[32] EBRD's Environmental and Social Policy 2014, including Performance Requirement nr. 10 on Information Disclosure and Stakeholder Engagement.
http://www.ebrd.com/news/publications/policies/environmental-and-social-policy-esp.html

women and men's levels of satisfaction with district heating and dissatisfaction were mainly related to frustration of increased tariffs of DH during the last heating season.

3. **Where a consumption based metering is to be introduced for district heating in individual apartments and houses, both to conserve energy and to possibly reduce households' heat bill, it is important that both women and men are consulted beforehand.** In the case study of Lutsk, both women and men showed a relatively high interest in having thermostats and heat meters installed. However, women were often responsible for paying heat bills and in several cases had most knowledge of the heating costs.

4. **Consider introducing new payment modalities, like payment in instalments, for low-income households, including female-headed households. This should be based on consultations with female-headed and other low-income households.** There were no official statistics in the city of Lutsk on the number or proportion of female-headed households. However, the majority of female-headed households were reported to be among the low-income households. These households could apply for housing aid, which would cover part of the heating bill, but this may not be sufficient to cover additional costs for example for the thermostat and heat meter installation. Payment in instalments may be one solution, but further consultations would be needed before any decisions would be made.

About the implementation stage:

5. **Use a variety of communication tools in order to promote efficient energy use so that both women and men in different income groups are reached (some approaches may better reach women than men and vice-versa).** Similarly, mechanisms to receive inquiries and complaints should be designed so they are convenient and appropriate for both women and men to use (women and men may prefer different complaints mechanisms/channels). In the city of Lutsk, it was mainly women who submitted inquiries and complaints related to district heating and other municipal services. Particularly, the telephone hotlines appeared to be a useful channel of submitting inquiries and complaints, especially for women. Both women and men would like to receive more information on district heating and energy conservation measures. There did not appear to be any significant difference in the communication and complaints channels used and preferred by women and men. It is important that the preferred communication and complaints channels are examined in each location, e.g. through small customer surveys.

6. **Promote employment of women in the provision of district heating services**. This can be achieved by providing training in gender mainstreaming related to district heating/energy for both men and women taking employment decisions alongside developing human resources policies and practises that are gender sensitive. These include policies and practises guiding recruitment, retention, remuneration and career development in order to achieve a higher degree of gender balance at managerial level within district heating company. The District Heating Company in the city of Lutsk only had one woman among their senior managers, though more middle-level managers were women. The District Heating Company should continue the practice of employing women as boiler house operators and employing mainly women to visit households for meter reading, cost estimation and receiving customer payment. It should also be explored whether employing women in these positions would be advantageous in ensuring that both women and men receive information on energy conservation

measures.

7. **Consider appointing and training a staff member (female or male) as the gender focal point in the District Heating Company to assist, advise and provide examples on how to integrate gender aspects into planning, implementation and monitoring.** Senior management would still have the overall responsibility for ensuring that gender is mainstreamed into company activities, procedures and systems. It may be an advantage that the gender focal point assists with the development of a simple gender action plan for the particular District Heating Company and monitors its implementation.

About monitoring and evaluation:

8. **Define gender sensitive indicators and conduct gender-sensitive monitoring and evaluation to ensure appropriate tracking of project benefits for women and men end users.** This should include establishment of systems to monitor progress and impact of gender mainstreaming into projects, with the aim of ensuring that both women and men benefit from services and employment and are involved in decision-making. Both quantitative and qualitative gender indicators and gender-sensitive monitoring methods should be used.

9. **Registration of inquiries ad complaints according to the gender of the complainants.** This could provide valuable information about the differences in number and the nature of inquiries and complaints received by men and women. The registration should be used for monitoring and evaluating the grievance mechanism quality and identify potential needs for improved information dissemination and targeted communication to either men or women.

ANNEX 1: Key documents consulted

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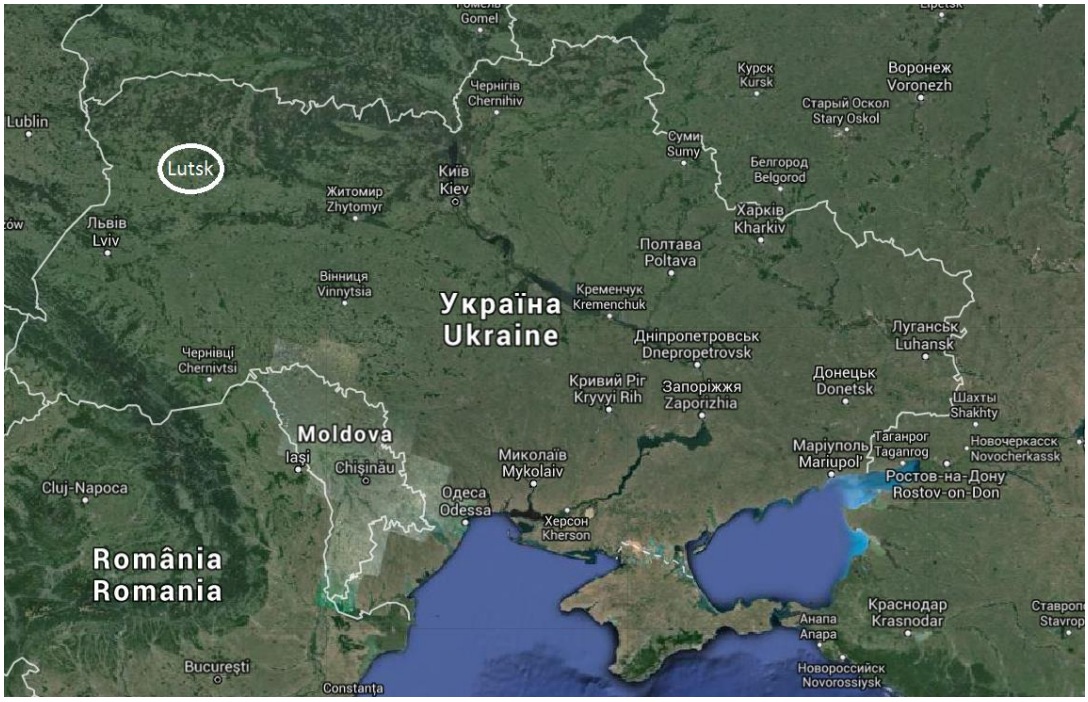
United Nations Industrial Development Organization (2013), Sustainable energy for all: the gender dimensions

United Nations Economic Commission for Europe (2014), Ukraine National Review

United Nations Environment Programme (2011), Mainstreaming Climate Change Adaptation into Development Planning
United Nations Industrial Development Organisation (2013), Sustainable energy for all: the gender dimensions
United Nations Industrial Development Organisation (2014), Guide on Gender Mainstreaming – Energy and Climate Change Projects
USAID (2010), Gender Equality and Female Empowerment Policy
Women's Environment and Development Organisation (2007), Changing the Climate: Why Women's Perspectives Matter
World Bank (2011), Partnership 2012-2016
World Bank (2013), Gender at Work
World Bank (2015), Towards Gender-Informed Energy Subsidy Reforms
World Economic Forum (2014), The Global Gender Gap Report

ANNEX 2: Map of study area



Source: Google Map

ANNEX 3: Ukraine national context

Socio-economic Context

Ukraine is a middle-income country which since attaining independence in 1991 has made progress in reforming its overall economic and social systems. In recent years Ukraine has managed to achieve certain progress in the promotion of gender equality and empowerment of women. Despite these achievements, the main problems in the realm of ensuring gender equality remain persistent. During the governmental cuts in late 2010, the Ministry of Family, Youth and Sports – central executive authority responsible for gender policy – was merged with another Ministry. It led to the slowdown of the gender policy implementation? and suspended the activities of the most significant elements of the national gender mechanism. At the same time, women are rarely regarded as the target group of social and economic development programmes, including the programme to eliminate poverty (UNECE, 2014).

According to the World Bank, the 2013 overall poverty headcount ratio (at the national poverty line) was estimated at 8.4 percent of the population. The relative poverty rate in Ukraine is estimated at 24.3 percent and even though the absolute and relative poverty have decreased over the years, poverty levels in rural areas are almost twice as high as in urban areas (UNDP).

Table 2: Ukraine Human development indicators

	General	Female	Male	Female to male ratio
Key Demographic and Economic Indicators				
Total population (millions)	45.49			
Population growth (%)	-0.23			
Fertility rate (births per woman)	1.5			
Overall population sex ration (male/female)	0.85			
GDP (US$ billions)	97.27			
GDP (PPP) per capita (constant 2005, international $)	8,332			
GNI per capita (2011 PPP$)	8,215			
Life expectancy at birth	68.5			
Mean years of schooling	11.3			
Key Gender Gap Indicators				
Healthy life expectancy		67	59	1.14
Enrolment in primary education (%)		99	97	1.02
Enrolment in secondary education (%)		86	85	1.00
Enrolment in tertiary education (%)		85	74	1.15
Representation in parliament (%)		10	90	0.11
Representation in ministerial positions (%)		14	86	0.17
Labour force participation (%)		63	73	0.85
Legislators, senior officials and managers		40	60	0.66
Professional and technical workers[33]		63	37	1.74
Adult unemployment rate (% females of total female labour force / % males of total male labour force)		6.4	8.5	
Wage equality for similar work				0.69
Estimated earned income (PPP US$)		6,783	10,460	0.65

Source: The Global Gender Gap Report 2014; Gender gap Index 2014, World Economic Forum; and Human Development Report 2014, UNDP.

[33] The terms professional and technical workers refer to the International Standard Classification of Occupation (ILO, 2012) Groups 2 and 3. These includes a broad range of jobs in science and engineering, health, teaching, business and administration, information and communication as well as legal, social and cultural professionals. The high score of women in this category are linked to the fact that women represents over 70% of total employees in education and health care.

According to the UNDP's Human Development Report 2015, Ukraine's Gender Inequality Index (GII) in 2014 was 0.286[34], which ranked the country 57 out of 149 countries (compared to 0.326 with a ranking as 61 in 2014)According to the World Economic Forum's Global Gender Gap Index (GGGI) in 2014 was 0.706[35], the country ranks 56 out of 142 countries. Ukraine is ranked 30 out of 108 (value 0.075) in the 2014 OECD Social Institutions and Gender Index (SIGI)[36] (as compared to 10 out of 102 in 2009, value 0.00969).

The Social Watch 2012 Gender Equality Index (GEI) ranks Ukraine 64 out of 154 countries (0,69) in terms of gaps between women and men in education, the economy and political empowerment. This is mainly due to the very low score on women's empowerment, which has decreased from 0.56 to 0.41 since 2008. Compared to Kazakhstan (ranked 33 (0,75) in 2012) Ukraine is still behind on the Gender Equality Index mostly due to Kazakhstan's increasing economic opportunities for women, increased access to education and the increased proportion of women holding positions in decision-making bodies. With an overall GEI score of 0.69, Ukraine remains in the "low" category.

Participation in political and public life

The legislation of Ukraine ensures the right of women and men to equal access to power and decision-making and in addition one of the Sustainable Development Goals for Ukraine is to ensure the gender balance in representative bodies and among top executive officials. This means that gender division must be 30/70 or a more equal division between men and women, which has not yet been met in Ukraine (UNECE, 2014). Women are still underrepresented in governance and political structures even though the share of women in parliament rose from 8 % in 2010 to 12 % in 2015[37]. Despite the small fluctuations the gender ratio of the members of parliament and council has not become much more balanced. The reason for this is that the Government has not yet created effective mechanisms of improving women's access to power and decision-making (UNECE, 2014).

High-level education

As of 2013, 99.6% of all children in Ukraine are covered with secondary education. According to UNESCO Ukraine is ranked high by literary rate. Women's education rate is equal to men's and thereforee no gender limitations are observed in the access to all levels of education, except for Roma women. At the beginning of 2013/2014 academic year around 52% of students of higher educational institutions were girls and in vocational training schools the rate of girls is 60%. (UNECE, 2014). Notwithstanding, the training system is featured by professional gender segregation. In particular, boys dominate in the Higher Education Institutions (HEI) of industrial sectors and girls make up the majority of students in HEI of non-industrial sectors (UNECE, 2014).

[34] Under the GII, countries are scored on a scale in which the highest score is zero, which indicates no losses due to inequality while the lowest score is 1.00, which indicates losses due to inequality. The GII is based on five indicators: maternal mortality ratio, adolescent fertility rate, seats in national parliament, population with at least secondary education, and labour force participation.

[35] Under the GGGI, countries are scored on a scale in which the highest score is 1.00, which indicates full equality, while the lowest score is zero, which indicates the lowest equality. The GGGI takes into consideration four basic categories: economic participation and opportunity, educational attainment, health and survival, and political empowerment.

[36] The SIGI captures the underlying drivers of gender inequality through discriminatory social institutions, such as discriminatory inheritance practices, violence against women, son preference, restricted access to public space and restricted access to land and credit.

[37] National Report of Millennium Development Goals, 2015

Economic participation and gender pay gap

The formal labour market in Ukraine shows a high degree of occupational segregation. The legislation prohibits women to occupy certain positions and at the same time establishes some over-protection of women, thus influencing their competitiveness at the labour market.

According to the 2015 National Report on the Millennium Development Goals, gender only has a minor impact on poverty indicators and no substantial gender-based differences in poverty rates can be observed. However, there are notable exceptions concerning single mothers, women in rural areas and ageing women due to their lower pensions. Gender differences are noticeable in the age groups 25-30 years old and above 75 years old. 28.9% of women and only 23.5% of men are poor in the first group and 28.1% of women are poor in the second group, while the share of poor men is 20.3%. In the former case the high risks of poverty among women are the result of being on childcare leave, when the amount of monthly welfare for mother and child does not exceed the minimum wage. The high figures of poverty among women who are more than 75 years old have three reasons: first, the smaller size of pensions in older age groups compared to the so called "young" pensioners, second, the difference in pay of men and women (the wage equality ratio between women and men is 0.69 for similar work) that later transforms into difference in pension size, and finally, the loss of residual ability to work and earn money in addition to the pension (UNECE, 2014).

Cutting the income gap between women and men in half by 2015 has been laid down as a specific target for securing gender equality within the framework of Ukraine's Millennium Development Goals. Analysis confirms that the target is not being achieved: The proportion was 75.2 per cent in 2008 and in 2012 it was 77.6 (UNECE, 2014). The National Report on the MDGs 2015 state that the average wage gap between men and women in 2015 are 23%. Segregation and discrimination in employment is the main reason behind the gender pay gap in Ukraine.

Entrepreneurship and business development

Small and Medium Sized Enterprises (SMEs) constitute 99.8% of Ukrainian enterprises[38] but Ukraine is a country with challenging business environment for SMEs and only around 10% of GDP is produced by SMEs, whereas in developed market economies this figure exceeds 50%[39]. 22% of businesses are owned by women and only 6 % big businesses are run by women. Therefore, it is more difficult for women to take loans, as they have fewer resources they can use for collaterals (UNECE, 2014).

Ukraine does not have a comprehensive programme to support female entrepreneurs and the support for women networks is provided mainly due to the effort of women's organizations (UNECE, 2014).

Gender Machinery, Policies and Achievements

Ukraine has made considerable legislative progress with regard to gender equality. Since becoming independent in 1991, Ukraine has established the core elements of a legal and institutional framework for promoting gender equality and addressing gender-based discrimination. Ukraine has been elaborating and implementing its gender policies since the adaptation of the Beijing Platform for Action in 1995.

[38] http://www.international.gc.ca/development-developpement/partners-partenaires/calls-appels/ukraine-sme-pme-bg.aspx?lang=eng

[39] http://www.ua.undp.org/content/ukraine/en/home/presscenter/articles/2014/10/10/new-project-to-promote-entrepreneurship-and-smes-development-in-chernobyl-affected-territories.html

The administrative reform launched by the President in 2010 brought significant changes in the structure of the executive agencies responsible for the gender agenda.

The mechanism for monitoring and coordinating actions for implementing gender reforms is the Ministry for Family, Children, and Youth of Ukraine, in the structure of which an administration body for gender policy has been created.

A state programme for ensuring gender equality in Ukraine for 2012-2016 was submitted to the Cabinet of Ministers and approved on 21 November 2012.

The concept of the State Programme determines 12 directions (UNDP, 2012):

- Improvement of legislation on ensuring equal rights and opportunities of women and men;
- Fulfilment of the provisions of the UN Millennium Declaration in the sphere of ensuring gender equality;
- Awareness-rising work among the employers on implementation of the European labour equality standards;
- Reduction of gender gap in the salaries scale;
- Holding information campaigns to rise issues of equal distribution of home work and responsibility for children bringing-up between women and men;
- Development of women's leadership and entrepreneur skills;
- Capacity building of the gender specialists;
- Gender mainstreaming into education system;
- Holding awareness-raising campaigns with attraction of media, culture and educational institutions to combat stereotypes on the role of woman and man;
- Development of the mechanism of realization of the right of protection against discrimination based on sex;
- Fulfilment of treaty and other international obligations in the sphere of ensuring equal rights and opportunities of women and men;
- Ensuring support of the civil society and international organizations in implementing the State Programme.

Donors Operating in Ukraine

The following donors have been identified as actively supporting the energy sector in Ukraine and/or supporting gender equality in different sectors. The list is not exhaustive and is purely based on donor reports and strategies as no meetings were held with donors in Ukraine.

European Bank for Reconstruction and Development (EBRD)

EBRD supports the immediate need of post-crisis economic recovery especially addressing the key transition challenges in line with the government's reform programme, in close coordination with other International Financial Institutions (IFIs) and bilateral donors.

The strategy includes strengthening energy efficiency and energy security, unlocking its agricultural and industrial potential, providing quality infrastructure and strengthening the financial sector. The strategy on the energy sector contains supporting safety upgrades in the nuclear sector, electricity transmission networks, operations that would integrate Ukraine into the European energy market and operations that will increase the overall energy efficiency and decrease the carbon intensity of the sector. The Bank will also support the modernisation of Ukraine's gas transportation and distribution system, provided the authorities pursue a comprehensive support.

The Sustainable Energy Action Plan (SEAP) from 2009 signed by the Bank and the Government of Ukraine provides the scope to further expand the EBRD activity and impact in the area of sustainable energy. The development of municipal infrastructure projects will continue with significant energy efficiency scope in respect of district heating, water supply and waste water, solid waste, public transport, and energy efficiency improvement of residential and administrative buildings. The Bank will continue supporting the Ukrainian Government in the development of commercial, 63 organisational and financial structures for financing energy efficiency in public and residential buildings through its dedicated TA programmes.
EBRD's Gender Action Plan is dealing with women's entrepreneurship through Financial Institutions projects. In the municipal and environmental infrastructure sector, the Bank will seek to promote equitable distribution of project benefits amongst men and women and to enhance the role of women as agents of behavioural change. Gender advisory services to municipal companies will be considered as appropriate, with a view to mainstreaming gender into human resources and/ or service provision (EBRD Strategy for Ukraine 2011-2014).

KfW Development Bank (KFW)
KfW Development Bank supports Europe's second-largest country in the promotion of small and medium-sized enterprises, in municipal development and in the field of energy. From 2002 to 2014 KfW Development Bank pledged around EUR 270 million for projects in the following areas: financial sector development, electricity supply, municipal drinking water supply and waste water disposal, social infrastructure in municipalities and nature conservation. The KfW Development Bank has focus on enabling the country to modernise its energy sector. This includes loans on favourable conditions to companies for energy efficiency measures and modernisation of five electric power substations that distribute the electricity among the local grids.

In first quarter of 2015 KfW Development Bank has signed a framework agreement for loans totalling EUR 500 million on behalf of the German federal government. The loans are primarily earmarked for modernisations in the transport sector, energy sector, heating supply, energy efficiency, water supply and waste water disposal, social infrastructure and housing construction/reconstruction.

European Investment Bank (EIB)
The promotion of sustainable, competitive and secure sources of energy is a key EU policy objective. EIB has partnership in climate investment funds such as the Global Energy Efficiency and Renewable Energy Fund and European Energy Efficiency Fund.

EIB has carried out a project which focused on extending the life of critical urban infrastructure in the energy, water and sanitation sectors, reducing losses, improving energy efficiency, reducing the intensity of greenhouse gas emissions, and contributing to the security of energy and water supply. The funding supported the country's transition as well as encourages economic and sector reforms and sustainable development.

EIB's Statement of Environmental and Social Principles and Standards sets out to avoid or minimise potential harmful effects of EIB operations to vulnerable individuals and groups whilst seeking that these populations duly benefit from such operations.

Swedish International Development Cooperation Agency (SIDA)
SIDA has since 1997 implemented a number of projects with the overall development objective to create the necessary conditions for reducing poverty and preventing conflict primarily by means of initiatives aimed at promoting sustainable development and improving living standards for the population, and by contributing to the development of democratic

public structures, efficient government bodies and respect for human rights. Gender equality focusing on women's ability to partake and influence at all levels of civil society and politics, has been an objective of all projects (SIDA Evaluation 05/09).

SIDA, together with the EU and the UNDP, is supporting an initiative, through the government and NGOs, in order to strengthen the understanding of gender equality and women's empowerment. Together with EBRD SIDA has carried out the project Ivano-Frankivsk District Heating. The objective was to finance the priority capital expenditure programme of the Ivano-Frankivsk District Heating Company aimed at reducing energy losses, reduce gas and electricity consumption and improving the quality of the service of the heat and hot water supply system in certain areas of the city.[40]

United Nations Organisations
UNDP's environmental programme is addressing the issues through national and sub regional activities, advocating the limitation of greenhouse gas emission through energy efficiency initiatives in district heating systems and promotion of renewable energy.

In 2013 the Government of Ukraine adopted a measure to boost women's employment, through the State Programme on Ensuring Equal Rights and Opportunities for Women and Men for 2013-2016. UN Women played a key role in the lead-up to the adoption of the State programme. UN Women provided technical and expert support in formulating specific actions and indicators for the Programme, taking into account recommendations from civil society, gender advocates and international organizations.

The programme focuses on reducing the wage gap by: combating gender stereotypes about female and male professionals; building the capacity of State employees and promoting qualified women to higher-paid sectors; raising employers' awareness about equal pay for equal work to reduce the wage gap; and increasing women's capacities, leadership and business skills. The programme will also feature awareness-raising campaigns on equal distribution of family responsibilities, in particular, promoting the rights of men to parental leave; building capacity of employers and trade unions to provide flexible working conditions for women and men who take care of children under three years of age; and developing a model of parents' reintegration in the workplace after childcare leave.

World Bank (WB)
Ukraine and World Bank have signed The Country Partnership Strategy (CPS) 2012-16 agreement. The agreement aims to assist Ukraine in overcoming implementation bottlenecks identified in the Presidential Program and thus help to make progress in the declared ambitious reform and EU integration agenda. It will support efforts of the authorities to improve relations with civil society and business; to turn social distrust into support for reform and make government both more accountable and more effective. The willingness and determination of the authorities at all levels will be critical to success in the ambitious reform agenda. The World Bank Group will adjust its policy dialogue, lending, investment, and technical assistance respectively to respond to the government demonstrated commitment. Support of donors in building the capacity of CSOs will continue to be very important.[41]

The Bank's support is organized around two pillars, both emphasizing the importance of improved governance for sustained socio-economic progress in Ukraine. Pillar I supports

[40] http://www.ebrd.com/work-with-us/procurement/p-pn-150225a.htm

[41] Partnership 2012-2016, WB, 2011

deepened relations between government and citizens, focused on improving public services, sustainability and efficiency of public finances, and a more transparent and accountable use of public resources. Pillar II supports more productive cooperation between government and business by focusing on growth, competitiveness and job creation, improvements in the business climate, the promotion of domestic investment and foreign direct investments (FDI) to achieve productivity improvements, and channelling public investment into critical public infrastructure.[42]

The World Bank is running a project in District Heating Energy Efficiency Project in Ukraine. The project proposes changes in order to waive the effectiveness conditions related to the Public Commercial Utility "Donetskmiskteplomerezha. The change is requested because it is not feasible for the Bank to sign PAs with Donetskmiskteplomerezha[43]

The World Bank Group works to advance gender equality globally, highlighting inequality and discrimination. The World Bank and its partners are committed to incorporate considerations of gender equality in the analysis, content, and monitoring of all programs and Country Assistance Strategies. IFC provides investment and advisory services to promote business opportunities for women in the private sector. IFC aims to increase women's access to finance and markets, help clients improve work opportunities and conditions for female employees, support training for women entrepreneurs, and improve corporate governance—including the appointment of women to clients' boards.[44]

U.S. Agency for International Development (USAID)
USAID focus on the support to democratic institutions, and developing free market economics to be integrated with global markets. To achieve this goal in Ukraine, USAID is partnering with Ukrainians for more participatory, transparent and accountable governance processes, broad-based, resilient economic development and improved health and health systems. USAID places a special focus on efforts to counter-trafficking in persons, and provides support for the Chornobyl Shelter Fund as part of the international effort to clean up the Chornobyl nuclear facility.[45]

From 2009 until 2013, the U.S. Government has provided financial and technical assistance to Ukraine through the U.S. Agency for International Development (USAID) Municipal Heating Reform Project. The objective of the project was to help Ukraine improve its heating sector to deliver quality services to private citizens, public institutions and industry.
In September 2013 USAID launched a new reform: Municipal Energy Reform Project (MERP), 2013-2017. The goal of the reform is to to reduce and mitigate greenhouse gas emissions in Ukraine resulting from the poor use of energy resources, which will lead to strengthened energy security and economic growth.[46]

[42] Partnership 2012-2016, World Bank, 2011
[43] http://www.worldbank.org/projects/P132741/district-heating-energy-efficiency?lang=en
[44] http://www.worldbank.org/en/topic/gender/overview#2
[45] http://www.usaid.gov/where-we-work/europe-and-eurasia/ukraine/our-work
[46] http://www.usaid.gov/where-we-work/europe-and-eurasia/ukraine/environment-and-climate-change

ANNEX 4: Methodology

Overall Approach and Profile of Interview/Focus Group Participants

Different sources of information were used to cover as many aspects as possible and to identify potential gender-related patterns and, tendencies related to district heating, including differences and similarities in the heating-related situation, challenges and preferences of women and men. This included using both secondary and primary data as well as collecting and using a combination of qualitative and quantitative data.

The experience from similar gender assessments in Kazakhstan and initial secondary data collection in Ukraine were used to develop a list of the main statistics and other quantitative data to be collected in the city of Lutsk and to develop a guide for interviews with key stakeholders and for focus group discussions (FGDs). The guide's checklists of questions were structured around four themes: i) gender differences in heat use, including access to district heating, ii) women and men's stated ability and willingness to pay for district heating, iii) access to employment of women and men in relation to district heating, and iv) customer engagement in connection with district heating services. Participants were also asked for suggestions related to the mentioned themes.

The key stakeholders interviewed in the city of Lutsk were determined by the institutional arrangements related to district heating (DH) and the availability of stakeholders to participate in interviews with relatively short notice. Both women and men were interviewed as key stakeholders.

Due to the difficulties in the energy situation Lutskteplo were asked to arrange focus group discussions and select and invite participants based on the criteria mentioned below. However, this proved difficult and the focus groups were organised based on what could be accomplished within the limited timeframe in the given situation.

The overall criteria for the participants in the FGDs were:

- Separate FGDs with groups of women and groups of men;
- Some FGDs with women/men with access to DH and some without access to DH;
- FGD participants to include members of households living in both low-, and average-cost housing areas.

Separate FGDs were held with groups of women and groups of men to make it possible and easier to compare the situation and views of women and men and thereby identify potential gender differences.

Especially the people without district heating proved difficult to organise and as only three people participated these were conducted more as individual interviews than FGD.

Local authorities made their own assessment of what areas were of low-cost and what were average-cost housing areas in their cities. No housing cost ranges were used to determine what constituted a low-cost and an average-cost housing area, respectively. Most low-cost housing areas consisted of multi-dwelling houses (MDHs), particularly those in need of rehabilitation, while average-cost housing areas consisted of individual houses and new MDHs. Most of the participants were found to come from average housing areas, hence it was not possible to identify potential gender differences according to socio-economic group, i.e. between women and men living in low-cost housing areas and women and men living in average-cost housing areas.

The information and views collected in Lutsk are first analysed as a separate case study, followed by a comparison of gender-related similarities and differences and drawing of some lessons learned and recommendations coming out of this comparison between this study and the previous Kazakhstan case studies carried out in 2014. The latter are to be used in connection with the planning, implementation and monitoring of future district heating projects and initiatives.

Secondary Data
The following provides an overview of the main secondary data obtained:

- Background documents provided by the EBRD;
- National-level statistics on population and the socio-economic situation from the National Statistical Committee;
- Gender profiles and other gender related documents prepared by national institutions (e.g. Ukrainian Women's Fund); and different development partners (see Annex 2 for a full list of documents consulted);
- Statistics on population and the socio-economic situation in the two cities of Lutsk and Poltava, provided by the City Administrations;
- Statistics on the number of heating-related complaints and inquiries received by the District Heating Companies and the City Administrations in the two cities of Lutsk and Poltava;
- Staffing data for district heating companies in the two cities of Lutsk and Poltava.

A list of key documents consulted is included in Annex 2.

Primary Data
An introductory meeting was held with the EBRD office in Kiev. Other primary, qualitative data were collected through interviews and focus group discussions in the city of Lutsk.

There were interviews with the following key stakeholders in each of the three cities:
- Relevant departments and advisors in the City and/or Oblast Administrations;
- Relevant departments in the local district heating companies;
- NGOs working on gender issues and/or consumer issues.

Interviews were conducted with 17 persons, 10 women and 7 men. A list of key stakeholders met is included in Annex 6 This contains further details on the departments and NGOs interviewed in each city.

There were 2 focus group discussions (FGDs) in Lutsk, one with women and one with men. The FGDs had in total 13 participants, with 7 women and 6 men. The intention was to have four FGDs composed as follows:

- 1 FGD with women, with district heating, from average-cost housing areas
- 1 FGD with men, with district heating, from average-cost housing areas
- 1 FGD/interviews with women and men, without district heating, from average-housing areas

The guide for interviews and FGDs is included in Annex 7.

Limitations
Some sex-disaggregated data were collected for the national level. Attempts were also made

to collect sex-disaggregated population and socio-economic data for Lutsk. However, the amount of sex-disaggregated data available was very limited. There was for example neither statistics on the proportion of female-headed compared to male-headed households nor were there statistical data indicating whether single-headed or female-headed households were generally poorer than other households. Another example is that most heating related inquiries and complaints were only registered at household level and it was not possible to quantify how many inquiries/complaints were from men and women, respectively, and whether women and men focused on the same or different heating issues. However, some estimates and indications were received during interviews.

The DH Company and the City Administration assisted in organising interviews and FGDs, which was much appreciated. Without their kind assistance it would not have been possible to organise all the interviews and FDGs within the 4 days the team spent in Lutsk. The organisation of FGDs could only start after the team had had an introductory meeting with the DH Company and there was therefore very little time for the DH Company to contact potential participants. The short time available to organise FGDs meant that it was only possible to organise two FDGs, and not four as initially planned. Despite detailed discussions beforehand, the DH Company may also have had some bias when selecting focus group participants.

ANNEX 5: Terms of reference

Ukraine: Gender Assessment of Clean Technology Fund ("CTF") Projects in Ukraine

Deliverables:

1. At least 1 framework-level Gender Assessment in CTF sub-projects:
    a. Lutsk District Heating Project Ukraine (Op ID 40858)
2. Report on gender district heating (DH), including executive summary of main findings and key recommendations, including comparing experiences and lessons learned from Ukraine and Kazakhstan.
3. Comprehensive toolkit (max 8-10 pages) on gender in energy efficiency with focus on district heating.

I. BACKGROUND

Within the policy orientations of the Clean Technology Fund (the "CTF"), there has been a growing interest in assessing the co-benefits of financing climate operations, where co-benefits could arise in areas such as employment, health, poverty, and gender equality. In particular, gender concerns have arisen in climate finance since the initial approval of investment plans under the CTF in 2008-2010. The European Bank for Reconstruction and Development (the "EBRD", the "Bank") is currently in the process of progressing through a pipeline of sub-projects under CTF-approved frameworks for which under the EBRD policies no separate gender assessment is required for every project, but rather a targeted approach is taken based on a gender gap analysis[47].

The EBRD recognizes equality of economic opportunity - where economic opportunities should be made available to people regardless of their gender, or other conditions such as social background, ethnic origin etc., - as a fundamental aspect of a modern, well-functioning market economy to be promoted in its countries of operation. A particular difficulty with involving women effectively in household energy projects has been that, since the benefits for women have appeared self-evident, it has often been believed that no special analyses were needed and that any project seeking to be effective would automatically take the necessary measures. The EBRD believes that further assessment is needed to fully understand the potential for district heating projects in terms of both promoting gender equality and to ensuring that both men and women are able to benefit from the opportunities and impact of projects, and that the specific needs and constraints of women will be taken into account.

The Bank now wishes to engage a consultant (the "Consultant") to carry out at least 2 project-level gender assessments (which will then inform up to 10 as agreed with the CTF secretariat) which will help shape current and future projects/programmes (frameworks) to be implemented by EBRD, within the Municipal and Environmental Infrastructure ("MEI") sector in Ukraine (the "Assignment").

[47] The relevant EBRD policy, the Strategic Gender Initiative (SGI) is outlined here: http://www.ebrd.com/pages/about/principles/gender/plan.shtml

II. OBJECTIVES

The main objective of the DH Ukraine assignment is to design a toolkit to support the development of gender components of both current and future projects in the municipal and environmental infrastructure sector. The gender components developed through the toolkit will support the promotion of equality of access to the benefits of these projects, such as heating services and employment. A second objective will be to prepare a synthesis report analysing the project-level studies in the sector and drawing wider lessons and provide tailored recommendations to inform EBRD's future implementation of CTF projects. This report will then be disseminated to a wide audience including EBRD staff, recipient and donor countries of the CTF and other stakeholders.

In addition, a gender assessment will be carried out in Lutsk. The outcome of this work will be described in the gender assessment report, including comparing experiences and lessons learned from Ukraine and Kazakhstan. The gender assessment shall assess the following aspects:

- Gender differences in heat use, responsibilities and priorities;
- Access to employment within district heating; and
- Customer engagement related to district heating.

III. AUDIENCE

The target audience will be wide-ranging. It includes the recipient and donor countries of the CTF; wider climate related financing and CSO community; and other member states that have submitted the investment plan, as well as other stakeholders, research and development partners and the wider public. The assessment will be used to contribute to provide guidance on how to efficiently and effectively target financing and policy actions to ensure gender impact within operations and will also provide lessons for other countries.

IV. SCOPE OF WORK

Based on the requirements of the Bank's Strategic Gender Initiative ("SGI") and MEI Sector Strategy ("MEISS") and the CTF policy orientation and priorities, the Consultant will carry out the following tasks:

1) Gender Assessments Project Design

MEI District Heating ("DH") sector

As part of the implementation of the Bank's MEISS, which is further built upon the SGI, the Bank will seek to address gender inequalities as regards access to certain services, including provision of district heating. In this context, the Bank is looking to develop a pilot project approved under CTF frameworks in Ukraine with a gender component in the DH sector. Issues that could be addressed through the EBRD's engagement with its clients might include:

- **Gender Differences in Heat Use, Responsibilities and Priorities**. Assessment of the different use by women and men, within the household, of heating, as well as the differentiated practical and strategic needs, constraints, attitudes and opinions about the sustainable use of heating, energy conservation and cost efficiency, in order to better identify access to services and employment related to district heating. In the

Banks region. In the Bank's region a lack of awareness with regards the energy conservation of district heating can be an issue amongst heat users. Ultimately the provision of training or the production of related user-friendly and family-friendly communication and marketing materials on energy conservation and sustainable use of energy to women - the primary users of heat - could lead to quantifiable benefits both in terms of conservation and cost efficiency. A better understanding of energy conservation and cost efficiency by women can be linked with more empowerment and more voice and agency at the household level, as women will have more access to the information (including technology) and will be able to make informed decisions related to energy use. The assessment will facilitate recommendations in terms of how to enhance the voice of women related to energy conservation and cost efficiency, participation of women in local energy existing committees or associations or creation of structures at the local level of such committees in order to exchange information, thereby raising awareness and having a multiplication effect among families.

- **Access to Employment within District Heating**. Traditionally employment within the district heating sector has been male-dominated, much of which has arisen from the fact that historically the sector has not been attractive to the female population given the nature of the work involved. The introduction of more sophisticated automatic heating systems jointly with specific training and adequate communication allow for there to be a targeted approach towards expanding employment opportunities to ensure women access and benefit equally from job opportunities in the sector. As such, for those projects where the EBRD is engaged in financing such systems the Bank will seek to work with its clients to assess their Human Resources approach and to more effectively market employment opportunities so as to ensure equality of opportunity by implementing adequate measures or revising their policies.
- **Customer Engagement related to District Heating**. In addition to this, the Bank will seek to work with its clients with regard to the customer orientation of their service delivery so as to identify any differentiated stakeholder engagement practices. There is data to show that weak customer orientation by heating companies can lead to lower tariff collection rates. Bill collection is the primary interface between service providers and customers. Given that, generally, in much of the EBRD's region women are responsible for settling the heating bills, the promotion of adequately trained female bill collectors could enhance customer engagement and provide for tangible improvements in service delivery and collection rates. Given the role of women in the family, any information dissemination and/or awareness raising campaign will also have a multiplier effect at the household level which will be particularly relevant for the next generation of users.

Therefore, in order to better understand how to best ensure equal access to district heating services for both women and men, energy efficient use of such services, and other opportunities offered by the sector such as employment, the following will be undertaken:

- **Gender Analysis**. The gender analysis will include a mapping of supply and demand factors influencing women's access to district heating services in selected municipalities in Ukraine (via the projects listed above). Through an analysis of relevant secondary data and reports, as well as through interviews, and focus groups with female and male clients and municipal district heating provision companies the consultants will identify the main challenges that men and women find in accessing district heating services. The study will include analysis of supply and demand factors (including affordability analysis) affecting access of men and women in different income groups and different social categories (e.g. married/FHH[48]s, etc.). The analysis will also include a mapping of other

[48] Female led Households

economic opportunities offered by the sector, such as employment.

- **Operational recommendations**. Provide operational recommendations to enhance women's access to district heating and to improve energy efficient use of such services. The report will provide operationally relevant recommendations to inform the EBRD's dialogue with its clients in order to adapt its own practices and/or develop its own products. Recommendations should build upon successful models of companies that offer district heating services at the municipal level, and that incorporate gender considerations into their services as well as the company level (equal opportunities). Specific recommended changes to the design of the district heating services are expected to be included in the report. Recommendations are expected to lead to the production of guidance notes (e.g. guidelines, checklists, case studies or any other tools that will facilitate operational mainstreaming of gender into district heating projects), which will be shared with respective EBRD Banking teams to inform future projects.
- **Lessons learned of incorporating gender considerations into district heating projects**. The report shall assess potential co-benefits of financing climate operations such as improved employment, health, poverty, and gender equality outcomes. The report will present evidence of the value added of integrating gender analysis in the design of energy efficiency operations in the MEI sector, particularly in the district heating sector. The study shall include lessons learned and recommendations on strategies and methodologies to assess gender impact of similar projects in the future. The report shall include recommendations on the design of specific district heating services to improve women's access to those services, and also on how other economic opportunities (such as employment) can be created for women within the sector.

2) Preparation of a report

This will capture knowledge emerging from the individual project-level gender assessments in the sector (district heating) which will include lessons learned and best practice. This will be made accessible to a wide audience including, but not limited to, donors, policy makers, the private sector, research, civil society and international financial institutions. The report will:

- Describe the experiences and lessons learned emerging from the implementation of CTF programmes and projects;
- Propose concrete recommendations of two types; country specific and project specific.
- Prepare case studies Lutsk DH;
- Prepare a guideline document (brief) to be used by operational leaders and/or bankers on how to mainstream gender into these type of projects in MEI, providing tips, guidance and examples (case studies from Ukraine and Kazakhstan).

3) Preparation of a toolkit

The toolkit will emphasis tools for operational use, with the overall aim of increased focus and attention on mainstreaming gender into the energy efficiency or other MEI projects. The knowledge product aims at identifying entry points throughout the preparation, implementation and management of projects. Focusing on energy access through District Heating, the toolkit will address key issues such as communication, access to services, and employment opportunities. The toolkit can be used externally, targeting stakeholders and donors, as well as internally at the Bank, targeting Bank staff who are responsible for the implementation of the CTF projects.

V. DISSEMINATION

Lessons learned from the gender assessments of the projects' implementation may inform other similar operations globally for dissemination. The preliminary results/findings of this study could be disseminated at the CIF Partnership Forum or relevant CIF meeting. The report would also be published in digital format on EBRD's website to reach out other relevant stakeholders globally, including the MDB working groups on gender and environment. The toolkit will be presented at the HQ of EBRD and disseminated at the relevant EBRD departments as well as other stakeholders, it will also be posted on EBRD's website.

VI. EXPECTED OUTPUT AND TIMETABLE

The work is expected to progress according to the below schedule:

Expected Output	**Date**	**Notes/Contents**
Gender Assessments	Throughout 2014/2015	Framework gender assessments
Report	November 2015	Overview of preliminary experience with gender assessments, lessons learnt, drawing together of preliminary results and analysis will be submitted for information to the CTF TFC.
Toolkit	February 2016	The draft report will be sent and disseminated by EBRD.
Dissemination/Presentation	FY2016	The final report will be disseminated by EBRD and the CIF Administrative Unit.

VII. IMPLEMENTATION ARRANGEMENTS

The gender assessment grant will be managed by the EBRD, in collaboration with CTF Focal Points as the counterparts on the Government side. The consultants' selection, grant accounting and disbursements will be made under EBRD procedures. All institutions will provide inputs at all stages of the assignment; provide access to information to the consultants as required; and will be given the opportunity to review the draft documents and provide feedback as necessary. This includes consultation with the CIF Gender Specialist.

The Consultant will report on all aspects of the Assignment to the Bank's Operation Leader and Gender Specialist, **Elena Ferreras Carreras** (ferrerae@ebrd.com, + 44 20 7338 7695), and liaise with the CTF Focal Point, and Senior Manager in the Bank's Energy Efficiency and Climate Change Team, **Andreas Biermann** (biermana@ebrd.com, + 44 20 7338 7358).

ANNEX 6: Key stakeholders met

EBRD, Kiev Office 15.06.2015
Jane Karanda, Principal Advisor
Ihor Knyazev, Programme Monitor

List of persons met from 16 – 19 June 2015 in Lutsk city in Ukraine

Name of person	Name of Institution	Date
Alexander Alferov	Investment Manager, EBRD liaison, Lutskteplo	16.06.2015
Valentina Maliutina	Deputy Director of Finance and Economy, Lutskteplo	16.06.2015
Iryna Lupikova	Head of Sales Department, Lutskteplo	16.06.2015
Khrystyna Ischuk	Inspector of Human Resource Department, Lutskteplo	19.06.2015
Taras Volodymyrovych Yakovlyev	Deputy Mayer, Lutsk City	19.06.2015
Oleksiy Volodymyrovych Veremiychuk	Director of the Department of Family and Youth Affairs	19.06.2015
Serhiy Omelchuk	Deputy Head of the Department of Economic Policy	19.06.2015
Oksana Karpuk	Director of the Department of Economic Development	19.06.2015
Larysa Boyaryn	Department of Social Policy, Lutsk City Administration	19.06.2015
Oksana Iarosh	Director of Volynsk Oblast Gender Centre	17.06.2015
Roman Bondaruk	Head of the Committee of Condominium Chairman	17.06.2015
Julia Sobatiuk	Chair of the Board of Condominiums Association	17.06.2015
Interviews	Boiler operators	17.06.2015
Interviews	2 men and 1 woman living without District Heating	18.06.2015
Focus Group Discussion	6 men living in Multi Dwelling Houses with District Heating	18.06.2015
Focus Group Discussion	7 women living in Multi Dwelling Houses with District Heating	18.06.2015

ANNEX 7: Interview guide

Guide to Interviews and Focus Group Discussions (FGDs)

Gender Assessment
District Heating Services, Ukraine

The gender assessment in relation to district heating (DH) covers two cities, Lutsk and Poltava.

1. STATISTICS AND OTHER QUANTITATIVE DATA TO BE COLLECTED

Attempts are to be made to collect the following information for each of the two cities and for national level. This can be from the internet and/or from different organisations.

- The total city population, including the number of women and men
- The number of households
- The number of single-headed households and/or female-headed households, if such data are available (for example from the City Social Protection Department); information should be collected during interviews and FGDs, irrespective of whether statistics are available;
- Average monthly household income and expenditure data for the last 3-5 years
- Poverty data for the last 3-5 years, including sex-disaggregated data, if possible
- The poverty criteria used in the individual years
- The main sources of income for men and for women in the two cities (there may be no statistics; if this is the case, this question should be asked during relevant interviews)
- Structure of City Administration
- Number of DH complaints in the last DH season
- Structure and staffing of DH Company, with staffing data disaggregated by sex with indications of educational level (special form to be used)

2. NUMBER OF INTERVIEWS AND FOCUS GROUP DISCUSSIONS

In each city, there will be interviews with the following stakeholders (8-10):

- The district heating company
- City Administration, probably the Deputy Mayor(s) responsible for infrastructure like district heating and social issues, the Social Protection Department and the Commission for Women and Family (perhaps some of these could be in the same interview/meeting)
- Local authorities (probably two)
- NGOs which have worked with gender issues, especially related to infrastructure like district heating, water supply (we may not find these in both cities; where relevant, it would be 1-2 interviews)

In each city, there will be four focus group discussions (FGDs), as follows:

Two FDGs with women

- 1 FGD with women, with district heating; they should be from both low- and average-cost housing areas, including from female-headed households
- 1 FGD with women, without district heating; they should be from both low- and average-

cost housing areas, including from female-headed households

Two FDGs with men

- 1 FGD with men with district heating, they should be from both low- and average-cost housing areas
- 1 FGD with men without district heating; they should be from low- and average-cost housing areas

If nearly all households in a city have district heating, then there should be a) two FGDs with women/men from low-cost housing areas and b) two FGDs with women/men from average-cost housing areas.

The participants in the FGDs with men will be from the same areas, as the participants in the FGDs with women. Most likely local leaders will be able to assist in identifying women and men to participate in the FGDs.

3. TESTING OF INTERVIEW AND FGD QUESTIONS

The interview and FGD questions listed below will be tested during the first interview/FGD. Subsequently, some questions may be adjusted, deleted and/or new ones added.

INTERVIEWS WITH DISTRICT HEATING (DH) COMPANY

Introduction to Meeting

Introduce names of participants.

The European Bank for Reconstruction and Development may provide some funding to improve the district heating in your city. As part of the preparations for this funding, the EBRD has initiated a study of potential gender differences and issues in connection with district heating and alternative sources of heating. Our small team of consultants is carrying out the study in the the two cities of Lutsk and Poltava. We are visiting both cities in the period from June to September to collect information and views and will prepare and finalise a report in September.

Gender differences in heat use

- What areas of your city does the DH network cover? Do you know how many households live in these areas? How many households are connected to the DH network?
- What sources of heating do most households in your areas use (DH heating connected to the apartment/house, electricity using individual heaters or centralised heaters, stoves using wood, other)?
- Do all households have good and reliable heating? If no, what are their main problems?
- Generally, is there any difference in how women and men use heating? And/or is there any difference in their dependence on good heating? Is there any difference in how they view and prioritise having access to (good) district heating services? Why/why not?
- Do you think, generally, there is any difference in the sources of heating (gas, wood, coal, district heating) which women and men prefer?
- Are there any differences in the heating source, women and men from different socio-economic groups (poor, average-income and higher-income) have?
- Generally, do both women and men try to conserve energy (insulation of houses, good windows, using thermostats etc.)? Do you think, generally, women and men are equally

aware of benefits of energy conservation and of how to conserve energy?

Ability and willingness to pay

- Are all households, including poor households, able and willing to pay for district heating services? What is the approximate cost of a connection? What is the approximately monthly DH bill for an average-cost apartment or house? What is the approximate cost of alternative sources of heating (like wood)?
- Do you know if some, or many, households are headed by women in the city/your areas? If yes, are they poorer than other households? Can they afford to have DH?
- Do households normally pay their DH bills on time? If no, why not?
- Today many or all households connected to the DH network pay a flat rate for their heating according to the size of the apartment/house. Do you think some households would be interested in paying for their household's actual heat consumption according to a meter?
- How / where do households normally pay their bills? Do you think they are satisfied with this method of payment?
- Who normally pays the DH bill? Women or men?

Access to employment (also use a special table to collect staff figures)

- How many women and how many men work in the district heating company? And what type of positions are they in?
- If there are only a few women in the DH Company, what are the main reasons for this?
- How many women are in management positions? If there is none or only a few, what are the main reasons for this?
- What type of training, if any, have DH staff participated in over the last three years? Have both male and female employees participated in this training? Is there any difference in the amount and type of training in which female and male employees have participated?
- Has the DH Company done anything to attract more women to apply for different types of positions?

Customer engagement and service delivery

- Does the DH Company, the City Administration and/or other organisations sometimes provide information to domestic DH customers and potential future domestic customers?
- If yes, on what topics? What are the means of communication you use?
- Do you think this information reaches both women and men? Why/why not? What means of communication are best in relation to women? What means of communication are best in relation to men?
- Do you think that both women and men find the information useful?
- Are there sometimes meetings where heating issues are discussed? Do both women and men participate in these meetings? Do both women and men talk during such meetings?
- Do you receive inquiries and complaints from both women and men? Can you estimate the percentage received from women out of the total number?
- What are the main topics of the inquiries/complaints? Is there any difference in what women and men inquire/complain about?
- How do women most commonly submit inquiries/complaints (to the telephone hotline, in writing i.e. by letter or e-mail, through a website, etc.)? How do men most commonly submit inquiries/complaints?
- Could the DH Company/City Administration/others do anything more to ensure that both women and men receive relevant information?
- Could the DH Company/City Administration/others do anything more to ensure that both women and men voice their views, submit complaints, and make inquiries?

- Who normally answers the telephone hotline? Is it a man or a woman? Do you think more women would use the telephone hotline if a woman answered the telephone? Do you think more men would use the telephone hotline if a man answered the telephone?
- Does the DH Company have bill collectors? If yes, how many are men and how many are women? Are female and male bill collectors equally effective in their work?
- Are male bill collectors able to communicate well with both women and men? Why/why not?
- Are female bill collectors able to communicate well with both women and men? Why/why not?
- Are there any local associations, organisations or committees focusing on sustainable energy use, energy conservation/savings? If yes, what are their main activities? Do they have much influence?
- Do both women and men participate in meetings and other activities? If yes, what is the approximate proportion of women/men? Why do you think the proportion is not relatively equal?

Suggestions

- Do you have any suggestions for the future in relation to women and heating? Or do you have any suggestions related to gender and heating?

INTERVIEWS WITH OTHER STAKEHOLDERS

Introduction to Meeting

Introduce names of participants.

The European Bank for Reconstruction and Development may provide some funding to improve the district heating in your city. As part of the preparations for this funding, the EBRD has initiated a study of potential gender differences and issues in connection with district heating and alternative sources of heating. Our small team of consultants is carrying out the study in the cities of Lutsk and Poltava. We are visiting both cities the period from June to September to collect information and views and will prepare and finalise a report in September.

Gender differences in heat use

- What areas of your city does the DH network cover? Do you know how many households live in these areas? How many households are connected to the DH network? (this question may not be relevant for all stakeholders)
- What sources of heating do most households in your areas use DH heating connected to the apartment/house, electricity using individual heaters or centralised heaters, stoves using wood, other)?
- Do all households have good and reliable heating? If no, what are their main problems?
- Generally, is there any difference in how women and men use heating? And/or is there any difference in their dependence on good heating? Is there any difference in how they view and prioritise having access to (good) district heating services? Why/why not?
- Do you think, generally, there is any difference in the sources of heating (gas, wood, coal, district heating) which women and men prefer?
- Are there any differences in the heating source, women and men from different socio-economic groups (poor, average-income and higher-income) have?
- Generally, do both women and men try to conserve energy (insulation of houses, good windows, using thermostats etc.)? Do you think, generally, women and men are equally

aware of benefits of energy conservation and of how to conserve energy?

Ability and willingness to pay

- What are the main sources of income for women and men in the city?
- Are all households, including poor households, able and willing to pay for district heating services?
- Do you know if some, or many, households are headed by women in the city/your areas? If yes, are they poorer than other households? Can they afford to have DH?
- Today many or all households connected to the DH network pay a flat rate for their heating according to the size of the apartment/house. Do you think some households would be interested in paying for their household's actual heat consumption according to a meter?
- How / where do households normally pay their bills? Do you think they are satisfied with this method of payment?
- Who normally pays the DH bill? Women or men?

Access to employment

- If there are only a few women in the DH Company, what do you think are the main reasons for this?
- If there is none or only a few women in management positions in the DH Company (and in other infrastructure companies), what do you think are the main reasons for this?
- Has the DH Company done anything to attract more women to apply for different types of positions?

Customer engagement and service delivery

- Does the DH Company, the City Administration and/or other organisations sometimes provide information to domestic DH customers and potential future domestic customers?
- If yes, on what topics? What are the means of communication you use?
- Do you think this information reaches both women and men? Why/why not? What means of communication are best in relation to women? What means of communication are best in relation to men?
- Do you think that both women and men find the information useful?
- Are there sometimes meetings where heating issues are discussed? Do both women and men participate in these meetings? Do both women and men talk during such meetings?
- Do you receive inquiries and complaints from both women and men? Can you estimate the percentage received from women out of the total number? (could be relevant for the City Administration but probably not for others)
- What are the main topics of the inquiries/complaints? Is there any difference in what women and men inquire/complain about?
- How do women most commonly submit inquiries/complaints (to the telephone hotline, in writing i.e. by letter or e-mail, through a website, etc.)? How do men most commonly submit inquiries/complaints? (could be relevant for the City Administration but probably not for others)
- Could the DH Company/City Administration/others do anything more to ensure that both women and men receive relevant information?
- Could the DH Company/City Administration/others do anything more to ensure that both women and men voice their views, submit complaints, and make inquiries?
- Who normally answers the telephone hotline of the DH company? Is it a man or a woman? Do you think more women would use the telephone hotline if a woman answered the telephone? Do you think more men would use the telephone hotline if a man answered the telephone?

- Does the DH Company have bill collectors? Are female and male bill collectors equally effective in their work?
- Are male bill collectors able to communicate well with both women and men? Why/why not?
- Are female bill collectors able to communicate well with both women and men? Why/why not?
- Are there any local associations, organisations or committees focusing on sustainable energy use, energy conservation/savings? If yes, what are their main activities? Do they have much influence?
- Do both women and men participate in meetings and other activities? If yes, what is the approximate proportion of women/men? Why do you think the proportion is not relatively equal?

Suggestions

- Do you have any suggestions for the future in relation to women and heating? Or do you have any suggestions related to gender and heating?

FOCUS GROUP DISCUSSIONS WITH WOMEN AND MEN <u>WITH</u> DISTRICT HEATING

The facilitator should try to avoid that one or two persons dominate the group discussions. All participants should be encouraged to give information and views. It may be necessary to ask some of the participants directly about their situation and views. The meeting is expected to take around 1½-2 hours, depending on the amount of information and views the participants have to share. The following questions are only a guide for the type of questions/issues that it will be relevant to discuss during the FGDs. Questions should be adjusted according to the specific situation. **The meeting notes should be very detailed and include some direct quotations of what people say.**

Introduction to Meeting

Introduce facilitator/note taker. Ask participants to introduce themselves.
The European Bank for Reconstruction and Development may provide some funding to improve the district heating in your city. As part of the preparations for this funding, the EBRD has initiated a study of potential differences between women and men, in connection with district heating and alternative sources of heating. Our small team of consultants is carrying out the study in the cities of Lutsk and Poltava. We are visiting both cities in the period from June to September to collect information and views and will prepare and finalise a report in September.
All information and views collected will be used confidentially.
Encourage participants to freely share their information, views and ideas
Thank participants in advance for taking time to participate in the meeting.

Gender differences in heat use

- What is your main source of heating (district heating connected to the apartment/house, electricity using individual heaters or centralised heaters, stoves using wood, other)? Do you have any supplementary source of heating?
- Is your heating good and reliable? If no, what are the main problems?
- Generally, do you think there is any difference in how women and men use heating? And/or is there any difference in their dependence on good heating? Is there any difference in how they view and prioritise having access to (good) district heating services? Why/why not?

- What sources of heating (gas, wood, coal, district heating) do you prefer to have? Why? Do you think men/women have the same preference?
- Are there any differences in the heating source, which women and men with different levels of income (poor, average-income and higher-income) have/use/prefer?
- Do you try to conserve energy (insulation of houses, good windows, using thermostats etc.)? Do you know how to conserve energy? Do you know the benefits of conserving energy?
- Have you received any information on how to conserve energy? What type of information did you receive? How/from whom did you receive this information? Did you find the information useful?

Ability and willingness to pay

- What are your households' main sources of income?
- What are your main types of expenditure during a month or a year? (Could for example be food, clothes, education)
- If you had some extra money, what would you use it for? What would be your first three priorities?
- How much do you pay monthly for heating during the winter? How many months per year do you need heating?
- What do you think about your monthly payment for heating? Is the amount okay, compared to amounts you pay for electricity, water supply etc.?
- If the heating was improved, would you be able and willing to pay more for it than you do today?
- How much would you be able / willing to pay?
- Would you be able / willing to pay double as much as you do today? If no, why not?
- Are all households, including poor households, able and willing to pay for district heating services?
- In your areas, are there any households headed by women? If yes, are they poorer than other households? Can they afford to have district heating?
- Do you normally pay your district heating bills on time? If no, why not?
- Today you pay a flat rate for your heating according to the size of the apartment/house. Would you be interested in paying for your household's actual heat consumption according to a meter?
- How / where do you normally pay your bills? Are you satisfied with this method of payment?
- Who normally pays the DH bill in your households? Women or men?

Access to employment

- There are only a few women working in district heating company and those who are there work with …. (add information received from the district heating company)? Why do you think the situation is like that?
- Are there any positions within the district heating company where you would like to have more women? Why?
- Do you have any suggestions of how to attract more women to apply for different types of positions within district heating?

Customer engagement and service delivery

- Does the DH Company, the City Administration and/or other organisations sometimes provide information to you on the district heating services and/or on other heating issues?
- If yes, on what topics? What are the means of communication they use?

- Do you think this information is useful?
- Are there sometimes meetings where heating issues are discussed? Do both women and men participate in these meetings? Do both women and men talk during such meetings?
- Have you ever made an inquiry or a complaint to the DH Company or to the City Administration concerning the district heating services? If yes, how many have you made within the last one year (1, 5, 10 or even more)? What were the inquiries/complaints about?
- If yes, how did you submit your inquiries/complaints (to the telephone hotline, in writing i.e. by letter or e-mail, through a website, etc.)?
- Could the DH Company/City Administration/others do anything more to ensure that you receive relevant information about district heating and other heating issues?
- Have you ever used the DH Company's telephone hotline? Do you remember if it was answered by a man or by a woman? Would you use the telephone hotline (more) if a woman/man answered the telephone?
- If you sometimes or always pay your district heating bill to a bill collector, is this a man or a woman? Do you talk much to this person? What do you talk about? Are you able to communicate well with this person? Would you be able to communicate better if the bill collector was a woman/man?
- Do you know any local associations, organisations or committees focusing on sustainable energy use, energy conservation/savings? If yes, do you sometimes participate in their activities? What are their main activities? What do you think about the associations/organisations/committees? Do they have much influence?

Suggestions

- Do you have any suggestions for the future in relation district heating and heating more generally?
- Is there anything you suggest to change so that the situation, views, and priorities of both women and men are considered?

Thank you very much for your time and assistance.

FOCUS GROUP DISCUSSIONS WITH WOMEN AND MEN <u>WITHOUT</u> DISTRICT HEATING

The facilitator should try to avoid that one or two persons dominate the group discussions. All participants should be encouraged to give information and views. It may be necessary to ask some of the participants directly about their situation and views. The meeting is expected to take around 1½-2 hours, depending on the amount of information and views the participants have to share. The following questions are only a guide for the type of questions/issues that it will be relevant to discuss during the FGDs. Questions should be adjusted according to the specific situation. The meeting notes should be very detailed and include some direct quotations of what people say.

Introduction to Meeting

Introduce facilitator/note taker. Ask participants to introduce themselves.

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June to September to collect information and views and will prepare and finalise a report in September.
All information and views collected will be used confidentially.
Encourage participants to freely share their information, views and ideas
Thank participants in advance for taking time to participate in the meeting.

Gender differences in heat use

- What is your main source of heating (district heating connected to the apartment/house, electricity using individual heaters or centralised heaters, stoves using wood, other)? Do you have any supplementary source of heating?
- Is your heating good and reliable? If no, what are the main problems?
- Generally, do you think there is any difference in how women and men use heating? And/or is there any difference in their dependence on good heating? Is there any difference in how they view and prioritise having access to (good) district heating services? Why/why not?
- What sources of heating (gas, wood, coal, district heating) do you prefer to have? Why? Do you think men/women have the same preference?
- Are there any differences in the heating source, which women and men with different levels of income (poor, average-income and higher-income) have/use/prefer?
- Do you try to conserve energy (insulation of houses, good windows, using thermostats etc.)? Do you know how to conserve energy? Do you know the benefits of conserving energy?
- Have you received any information on how to conserve energy? What type of information did you receive? How/from whom did you receive this information? Did you find the information useful?

Ability and willingness to pay

- What are your households' main sources of income?
- What are your main types of expenditure during a month or a year? (Could for example be food, clothes, education)
- If you had some extra money, what would you use it for? What would be your first three priorities?
- How much do you pay monthly for heating during the winter? How many months per year do you need heating?
- What do you think about your monthly payment for heating? Is the amount okay, compared to amounts you pay for electricity, water supply etc.?
- If the heating was improved, would you be able and willing to pay more for it than you do today?
- Would you be able and willing to pay for district heating services, if the pipe network was constructed in your area? Do you know approximately how much this would cost (for the connection and the monthly bill)? (Could try to get more information by mentioning the average connection cost and the average monthly heat bill)
- In your areas, are there any households headed by women? If yes, are they poorer than other households? Do you think they would be able to afford to have district heating, if pipe network was constructed in your area?

Access to employment

- There are only a few women working in district heating company and those that are there work with …. (add information received from the district heating company)? Why do you think the situation is like that?
- Are there any positions within the district heating company where you would like to have

more women? Why?
- Do you have any suggestions of how to attract more women to apply for different types of positions within district heating?

Customer engagement and service delivery
- Does the DH Company, the City Administration and/or other organisations sometimes provide information to you on the district heating services and/or on other heating issues?
- If yes, on what topics? What are the means of communication they use?
- Do you think this information is useful?
- Are there sometimes meetings where heating issues are discussed? Do both women and men participate in these meetings? Do both women and men talk during such meetings?
- Have you ever made an inquiry to the DH Company or to the City Administration concerning the district heating services? If yes, how many have you made within the last one year (1, 5, 10 or even more)? What were the inquiries about?
- If yes, how did you submit your inquiries (to the telephone hotline, in writing i.e. by letter or e-mail, through a website, etc.)?
- Could the DH Company/City Administration/others do anything more to ensure that you receive relevant information about district heating and other heating issues?
- Have you ever used the DH Company's telephone hotline? Do you remember if it was answered by a man or by a woman? Would you use the telephone hotline (more) if a woman/man answered the telephone?
- Do you know any local associations, organisations or committees focusing on sustainable energy use, energy conservation/savings? If yes, do you sometimes participate in their activities? What are their main activities? What do you think about the associations/organisations/committees? Do they have much influence?

Suggestions
- Do you have any suggestions for the future in relation district heating and heating more generally?
- Is there anything you suggest to change so that the situation, views, and priorities of both women and men are considered?

Thank you very much for your time and assistance.

ANNEX 8: Kazakhstan case study

In 2014 three project-level gender assessment were conducted in Kazakhstan by the EBRD in collaboration with a consultancy firm and with funding from the Clean Technology Fund (CTF). The assessment identified potential gender aspects and priorities in connection with district heating and other sources of heating in the cities of Kyzylorda, Aktau and Semei.

The gender assessment found that:

- While decision making on heat use appeared to be jointly made by men and women, there are gender differences with regard to the preferred source of heating;
- The quality of district heating services seemed to affect women more than men, resulting in women being most active in submitting inquiries and complaints;
- The assessment revealed relatively high interest among both women and men in consumption-based energy regulation;
- Employment in the district heating sector remains male dominated, particularly in technical and management positions; and
- The awareness of energy conservation measures was low among both women and men and environmental considerations did not appear to influence their choice of heat source.

While the study does not find major gender gaps in the implementation of district heating projects, there are opportunities to improve project impact by better understanding the roles of men and women in household energy management during project preparation and implementation.

Gender Differences in Heat Use, Responsibilities and Priorities

Generally, both women and men appeared to be involved in decisions related to heating, though in Kyzylorda several key stakeholders believed women made most decisions in this respect.

The preferred type of heating varied somewhat among residents in the three cities. Both women and men preferred to have district heating instead of using coal and wood, as district heating was considered reliable, comfortable and required less work, especially for women. In Kyzylorda, a significant proportion of households used gas for heating. There was some gender difference in this regard. Generally, women preferred to have district heating as they found this more reliable than heating with gas and safer due to the smell and the risk of gas explosions. Men appeared less concerned about the potential risks involved in using gas and especially average-income men in individual houses appeared to prefer gas, because apparently it was expensive for individual houses to install district heating. In all three cities, district heating was reported to be cheaper than using coal and wood for heating and in MDHs also cheaper than using gas.

Most households with district heating were relatively satisfied with the services, though there were complaints of insufficient heat in some areas of the three cities. There were no significant differences among women and men as to their satisfaction levels, though insufficient heat was said to affect women more than it affected men, as generally women spent more time at home, as they had the main responsibility for looking after small children and for housework.

There was a relatively high interest among both women and men in having thermostats and meters installed in their apartments / houses so they could regulate the temperature, pay according to their actual consumption and thereby possibly reduce their heat bill. Some low-income households expressed, however, concern whether they would be able to afford the installation of thermostats and meters. In the three cities, women were often responsible for

paying bills for heating and in several cases had the most detailed knowledge of the cost of heating. Both women and men suggested there should be additional and more convenient options for them t pay their district heating bills.

There were no official figures on the number of female-headed households in the three cities visited. According to key informants, a significant proportion of households were, however, headed by women, with estimates ranging from 5-8% in Kyzylorda to 10-20% in Semei. The female-headed households included many single female pensioners and some single mothers. Most of these households belonged to the low-income group and many were reported to find difficulties to pay their current heat bills, and would find it difficult to pay more than they already did.

The awareness of the benefits of energy saving measures appeared to be relatively low, among both men and women, with none of the focus group participants prioritising spending potential extra money on energy conservation measures.

Access to Employment within District Heating

All companies involved in district heating in the three cities employed considerable more men than women, with male employees constituting 70-88% of all employees. The companies employed mainly technical staff, who were nearly all men, while women occupied most customer-relations, financial, administrative and cleaning positions. Women headed some of the non-technical departments, while men occupied nearly all top management positions.

The employment in the three cities was as follows:

In Kyzylorda - out of the total staff of 838, there were 79% men and 21% women. 15% of the engineering and technical staff were women. Nearly all staff in the customer department, accounting and financial staff were women. The four top managers were all men.

In Aktau - out of the total staff of 505, there were 70% men and 30% women. Most positions were technical and men occupied nearly all of these. All staff in Personnel, Financial and nearly all in customer department were women. Four out of five top mangers were men.

In Semei - out of the total staff of 1156, there were 88% men and 12% women. All technical staff were men. All laboratory staff and payment collectors were women. Nearly all staff in customer department and administrative positions were women. The five top managers were all men.

Customer Engagement related to District Heating

Most complaints were on insufficient heat, fluctuations in the heat supplied and other technical issues. There did not appear to be any significant difference in the topics on which women and men submitted complaints. Only a few of the district hearing related inquiries and complaints were registered by gender, but the clear indication was that most were submitted by women.

All companies involved in district heating provided some information to their customers using different communication channels. However, focus group participants in all three cities would like more information on district heating and energy conservation measures than they received at the time of the assessment. Both women and men expressed this view. There did not appear to be any significant difference in the communication channels through which women and men received their information, or in their preferred future channels.

ANNEX 9: Glossary

Climate adaptation	An adjustment in natural or human systems in response to actual or expected climatic stimuli or their effects, which moderates harm or exploits beneficial opportunities.
Climate change	Change in mean and extremes and variability in climate caused by human interference.
Climate mitigation	Actions to reduce the sources or increase the sinks of greenhouse gases.
Energy efficiency	Energy efficiency is a way of managing and restraining the growth in energy consumption. Something is more energy efficient if it delivers more services for the same energy input, or the same services for less energy input.
Equal rights	Equal rights of men and women guaranteed by the State and enshrined in the Constitution of the Republic of Kazakhstan and other laws, providing civil, political, economic, social, cultural and other rights.
Gender	The concept of gender refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/time-specific and changeable. Gender determines what is expected, allowed and valued in a women or a man in a given context. In most societies, there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age.
Gender analysis	The systematic gathering and examination of information on gender differences and social relations in order to identify, understand and redress potential inequalities based on gender.
Gender assessment	A review of current programming to ensure that it aligns with the goal of promoting gender equality in order to achieve effective and sustainable development.
Gender discrimination	The systematic, unfavourable treatment of individuals based on their gender, which denies them rights, opportunities or resources.
Gender division of labour	The socially determined ideas and practices, which define what roles and activities, are deemed appropriate for women and men.
Gender equality	Gender equality denotes women and men have equal conditions for realizing their full human rights and for contributing to, and benefiting from economic, social, cultural and political development.

Gender equity	Gender equity denotes the equivalence in life outcomes for women and men, recognising their different needs and interests, and requiring a redistribution of power and resources.
Gender mainstreaming	Process of ensuring that women and men have equal access and control over resources, development benefits and decision-making, at all stages of the development process, projects, programmes and policy.
Gender needs	Shared and prioritized needs identified by women that arise from their common experience as a gender. **Practical Gender Needs (PGNs)** are the immediate needs identified by women to assist their survival in their socially accepted roles, within existing power structures. Policies to meet PGN tend to focus on ensuring that women and their families have adequate living conditions, such as health care and food provision, access to safe water and sanitation, but also seek to ensure access to income-earning opportunities. PGNs do not directly challenge gender inequalities, even though these may be a direct result of women's subordinate position in society. **Strategic Gender Needs (SGNs)** are those needs identified by women that require strategies for challenging male dominance and privilege. These needs may relate to inequalities in the gender division of labour, in ownership and control of resources, in participation in decision-making, or to experiences of domestic and other sexual violence. These needs are often seen as feminist in nature as they seek to change women's status and position in society in relation to men. As such, they are more likely to be resisted than PGNs.
Gender sensitivity	Understanding and taking into account the socio-related factors underlying gender discrimination.
Sex-disaggregated data	Collecting sex-disaggregated data means to collect and analyse data separately on females and males. This means that you must count both males and females when gathering information for planning, implementation, monitoring and evaluating activities. Disaggregating information by sex is a basic good practice requirement for gender-sensitive programming. Without disaggregated information, it is difficult or impossible to assess the different impacts of development activities on males and females. There are many ways in which you can gather sex-disaggregated information. Your choice of methods will among others depend on the sector and type of development, the scale of activity, the resources and time available, and the institutional context.
Women's empowerment	Beijing Declaration: "Women's empowerment and their full participation on the basis of equality in all sphere of society, including participation in the decision-making process and access to power, are fundamental for the achievement of equality, development and peace" A 'bottom-up' process of transforming gender power relations, through individuals or groups developing awareness of women's subordination and building their capacity to challenge it.