



Gender Assessment of District Heating Projects in Kazakhstan financed by the Clean Technology Fund (CTF)

Final Report

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LIST OF ACRONYMES

ADB	Asian Development Bank
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
ESP	Environmental and Social Policy
EU	European Union
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
IUCN	International Union for Conservation of Nature
KTZ	Kazakhstani Tenge (currency)
MAEK	Company responsible for production of heat in Aktau City
MDB	Multinational Development Banks
MDGs	Millennium Development Goals
MDH	Multi Dwelling House
MEI	Municipal and Environmental Infrastructure
MSMEs	Micro, Small and Medium-sized Enterprises
NDI	The National Democratic Institute
NGO	Non Governmental Organisation
OCE	Office of the Chief Economist
OECD	The Organisation for Economic Co-operation and Development
OSCE	Organization for Security and Co-operation in Europe
PPP	Purchasing Power Parity
SEMED	Southern and Eastern Mediterranean
SIGI	Strategic Gender Initiative
SIDA	Swedish International Development Cooperation Agency
SMEs	Small and Medium-sized Enterprises
ToR	Terms of Reference
TVS&V	State Communal Enterprise “Heating, Water Networks and Wastewater” in Aktau City
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
USAID	United States Agency for International Development
WB	World Bank
WEDO	Women’s Environment and Development Organization

1 EXECUTIVE SUMMARY

Objectives and scope of the assessment

The gender dimensions of access to services and benefits, as well as exposure to risks, are increasingly recognised as important across sectors, including within the energy sector and related to climate change. The main objective of this study is to conduct **three project-level gender assessments in Kazakhstan identifying potential gender aspects and priorities in connection with district heating (“DH”) and other sources of heating**. The objective is not to conduct an assessment of Clean Technology Fund (CTF) projects and how they have included gender aspects in the project implementation (as the title could indicate). The gender assessment was carried out in the **three cities of Kyzylorda, Aktau and Semei**. The assessment is based on both secondary and primary data, with the latter collected in the three cities through interviews with 42 key informants (26 women, 16 men), and through 11 focus group discussions (6 with women, 5 with men). The focus group discussions had in total 113 participants (68 women, 45 men).

Climate Change Fund (CTF)

The CTF aims to adopt a gender-sensitive approach in projects, with an increasing attention to this since the initial approval of investment plans under the CTF in 2008 - 2010. EBRD is currently in the process establishing a pipeline of sub-projects under CTF approved frameworks and requires screening of all projects for potential gender impacts (for mitigation purposes) and entry points (for further development of projects). The current gender assessment is part of this process.

Main findings

The main findings of the gender assessment in Kyzylorda, Aktau and Semei cities are summarised below.

While decision making on heat use appeared to be jointly made by men and women, the study revealed some gender differences with regard to the preferred source of heating. 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. Most women and men preferred district heating compared to other heating sources as it was considered reliable, comfortable and requiring less work than using coal and wood. There was, however, a gender difference when the choice was between district heating and using gas for heating. In Kyzylorda, women thus had a higher preference for district heating than men, mainly because women were more concerned about the safety risk related to the use of gas. In Aktau, there did not appear to be a gender difference in these safety concerns, with both women and men considering district heating safer than using gas.

The quality of district heating services seemed to affect women more than men, resulting in women being most active in submitting inquiries and complaints. 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. However, men were also concerned about their families’ heating situation and overall there was no significant difference in women’s 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 female staff. Apparently, there was no significant difference in the topics on which women and men submitted complaints and inquiries.

The assessment revealed relatively high interest among both women and men in consumption-based energy regulation. Both women and men indicated a high preference for having thermostats and meters installed so they could regulate the temperature, pay according to their actual consumption and thereby possibly reduce their heat bill. Some low-income households may, however, not be able to afford the installation of thermostats and meters – or could only afford this if paying in instalments. According to key informants, a significant proportion of households were headed by women and many of these reportedly found it difficult to pay their current heat bills. In Aktau, 80% of households receiving housing aid were thus reported to be one-person or single-parent households and the majority of these were headed by women. In Kyzylorda, the estimate was that 10-15% of households receiving housing aid were female-headed, i.e. a considerably lower figure than in Aktau. In the three case-study cities, 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. Male employees constituted 70-90% of all employees in the district heating companies in the three cities. The companies employed mainly technical staff, who were nearly all men, while women occupied mostly customer-relations, financial, administrative and cleaning positions. Women headed some of the non-technical departments, while men occupied nearly all top management positions. Many local residents indicated a preference for a more gender-balanced occupation of management and technical positions within district heating, as women were perceived as conscientious and hardworking. Women were also considered good at reaching consensus and to be good communicators, which was one of the reasons why the centre responsible for receiving payments for communal services in Aktau, the MAEK¹ Settlement Centre, had only employed women to do meter reading and cost estimation. Also, nearly all dispatchers in charge of the telephone hotlines were women, which was appreciated by many female pensioners and other women submitting complaints. The District Heating Company in Semei had made specific efforts to employ more women in technical positions by paying the study fees for four female and three male engineering students and later employing them. Also it had agreements with technical training institutions on student internships in the Company.

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. However, many local residents, both women and men, would like 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 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, particularly in Kyzylorda city. Women were also said to pay more attention to their local communities and to communicate more with neighbours and relatives than was the case with men. In Aktau, some women indicated it as important that men participate in meetings related to technical issues and women in meetings related to payments. These indications were clearly a reflection of the gender-based roles and responsibilities within their families.

Gender assessments were not part of the feasibility studies for the district heating projects, which was a constraint for the current gender assessment. The feasibility study reports

¹ Former Kazakh nuclear enterprise in Aktau City owned by the National Nuclear Company “Kazatomprom”. MAEK is i.a. responsible for the production of heat.

available to the study team for two of the three case study cities, i.e. for Aktau and Semei Cities, contained hardly any socio-economic information, no gender analysis and either no or very limited sex-disaggregated data. A feasibility study had not yet been conducted in Kyzylorda.

Recommendations

While the report does not find major gender gaps in the implementation of DH 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. A number of recommendations have been identified to that effect.

In order to a) increase the positive impact of district heating projects for both women and men in particular and b) assess the benefits and/or risks of climate change operations for both women and men in general (a detailed list of recommendations can be found in chapter 8 of the report), the following recommendations are made:

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 impact, 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 projects in the three case study cities, Kyzylorda, Aktau and Semei, should build their gender analysis on the assessment in this report, but expand and adjust it, as required. This should include consultations with both women and men as part of implementation of the Stakeholder Engagement Plan.
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 ESP2014 PR10 and related guidance note.
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 three case study cities, 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 in the three cities.
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 the three case study cities, 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.
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 three case study cities, there did not appear to be any significant difference in the communication and complaints channels used and preferred by women and men, but 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.

6. Promote employment of women in the provision of district heating services, for example by: i) Offering both female and male students internships/apprenticeships and other types of vocational training possibilities in District Heating Companies and possibly paying part of their study fees. Preference could be given to female interns in this connection. The District Heating Company in Semei has used such an approach and its experience should be explored in further details; ii) Providing training in gender mainstreaming related to district heating/energy for both men and women to achieve a higher degree of gender balance at managerial level within district heating. The main target groups for such training include both those taking employment decisions and potential female candidates for managerial positions; and iii) Exploring in the individual location whether the District Heating Company should employ mainly women to visit households for meter reading, cost estimation and receiving customer payment. This exploration should build on the experiences of the MAEK Settlement Centre in Aktau, which has adopted this gender-sensitive employment strategy after learning that women were not happy to open their doors for male staff. 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 the appointment and training of a staff member (female or male) as a gender focal point in the District Heating Company to assist, advice and provide examples on how to integrate gender aspects into planning, implementation and monitoring. Top 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.
8. Conduct gender-sensitive monitoring and evaluation to ensure appropriate tracking of project benefits for women and men. This should include establishment of systems to monitor progress and impact in 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.

2 INTRODUCTION

2.1 Background

The gender dimensions of access to services, access to benefits, and exposure to risks are increasingly being recognized as important elements to be considered for effective policymaking and project design, implementation, monitoring and evaluation across sectors. This is true also for the energy sector where in practice this 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 CO₂ emissions from energy production and consumption as a major cause of climate change with manifestations of climate change impacting on energy availability, supply and affordability. Women and men play different roles in energy production, distribution and utilisation in households, communities and enterprises, and are therefore differently impacted by climate change mitigation measures. Incorporating gender perspectives into energy projects, policy and planning addressing climate change mitigation or adaptation not only contributes to more gender equality, but is also critical to ensure the effectiveness and sustainability of energy and climate change programmes and policies, as well as all development activities that involve energy use. Gender differences in roles, needs and practices in relation to energy and climate change need to be exposed and understood to enable design of effective energy programmes that can address the specific needs of women and men.

The Climate Investment Funds (CTF) aims 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) is currently in the process of developing a pipeline of sub-projects under CTF approved frameworks. Although EBRD 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) policy identifying entry points for promotion of gender equality are addressed through the Strategic Gender Initiative (SGI). The SGI targets approach based on a gender gap analysis giving priority to Central Asia², among other regions.

The EBRD recognizes 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. 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 address this. It is, however, the view of EBRD that further assessment is

² The SGI prioritizes Central Asia, Turkey and the SEMED countries.

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 projects.

2.2 Purpose and Scope

The main objective of this study is to conduct three project-level gender assessments in Kazakhstan identifying potential gender aspects and priorities in connection with district heating – and other sources of heating. The intention is that this assessment will inform ongoing and future projects/programmes supported by EBRD and CTF, within the Municipal and Environmental Infrastructure (MEI) sector in Kazakhstan, and in other countries of operation where similar projects are identified.

The gender assessment will seek to promote, for both men and women, the equality of access to the benefits of these projects (such as heating services and employment) as well as to contribute to achieving long term and sustainable goals. A second objective of this study is to prepare a synthesis report analysing the project-level studies in the sector and drawing wider lessons and provide recommendations to inform EBRD's future implementation of CTF projects (including the need to develop tools, training etc.)

The gender assessment of district heating was carried out in the three cities of Kyzylorda, Aktau and Semei. See Annex 3 for a map of Kazakhstan indicating the location of the three cities.

The ToR for the assignment is included in Annex 1.

3 CONTEXT OF STUDY

3.1 EBRD's and CTF's Gender Policies

The Clean Technology Fund (CTF) is a multi-donor trust fund established in 2008 as part of the Climate Investment Fund (CIF). The objective of CTF is to finance transformational actions by providing positive incentives for demonstration of low carbon development and mitigation of GHG emissions through public and private sector investments and promoting scaled-up deployment and transfer of clean technologies that have significant potential for long-term GHG emissions savings.

Another focus of the CIF investment is on promoting realization of environmental and social benefits thus demonstrating the potential of clean technologies to contribute to sustainable development and the achievement of the Millennium Development Goals (MDG) and the post MDG agenda. A 2012 comprehensive CIF gender review (CIF/IUCN, 2013) found that the programs supported by the CTF Fund did not address gender considerations systematically although the newest CIF investment plans include information about "environmental, social and gender co-benefits" by identifying women as investment beneficiaries.

The multilateral development banks (MDBs) implementing the CIF each have 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 CIF Gender Review conducted in 2013, the CIF has developed a Gender Action Plan for the fiscal years of 2015-2016. The aim of the CIF Gender Action Plan is to mainstream gender into CIF policy and programming in support of gender equality in investments in CIF countries. In partnership with the MDBs, pilot countries and regional organisations, the CIF will promote

measures to enhance gender equality in CIF investment plans, programs and projects. The CIF Gender Action Plan seeks to ensure that gender equality goals, and interim measures, are addressed in the design, implementation, and monitoring and evaluation of CIF 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 2009, EBRD developed its first Gender Action Plan (GAP) for the period 2009-2013 to promote equality of opportunity and women's empowerment through its projects and seek to prevent gender discrimination and mitigate inequalities. Via the implementation of the GAP, progress has been made with introducing gender considerations into EBRD's operations, with the Environmental and Social Policy (ESP) and related project Performance Requirements (PRs) as the operation tool for addressing gender issues with a focus on mitigation.

In April 2013, EBRD approved the Strategic Gender Initiative (SGI). The key objective of the SGI is to initiate a more structured approach to gender considerations in the Bank's 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 addition to assessing the measures necessary to mitigate disproportionate impacts and risks to women caused by EBRD projects, the SGI proactively focuses on the broader positive impact the Bank's projects and programmes can have in promoting economic opportunities for women.³ It mandates the Bank, over the short term (three years), to work predominantly within a pre-defined group of regions and countries where the gender gaps have been identified as greatest, which includes the Central Asia region (Kazakhstan, Kyrgyz Republic, Tajikistan, Turkmenistan, Uzbekistan, Mongolia), the Southern and East Mediterranean (SEMED) countries (Jordan, Egypt, Tunisia, and Morocco), and Turkey. In this context, the SGI anticipates the development of specific studies to gain knowledge and increase the Bank's understanding of specific gender issues which might affect the Bank's investments. These studies, including the present study, are expected to i) assist in the design of projects, tools and products that address gender gaps, and ii) help inform and target policy dialogue in the Bank's areas of operations such as energy efficiency and climate change, and municipal and environmental infrastructure.

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 for 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 enormous. The heating sector has become not only a 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

³ Gender entry points in projects or programmes can be created either in the form of a component, or a focus. Projects with a gender component are those projects where addressing gender inequalities and/or gaps is not the principal objective of the project, but where by including a gender component the benefits of the project will be enhanced. In projects with a gender focus, addressing the needs of women is primary goal.

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 (Prijedor District Heating – Feasibility Study, EBRD 2014) show that district heating in CIS and comparative countries faces challenges especially with respect to low-income end-users. The challenges can be subdivided into two (2) main areas; (i) pricing and affordability, and (ii) (un)reliable supply of district heating. In many cases the supply of public services, including district heating takes up a large proportion of the household income of the low-income end user when compared to the use of, for example, e.g. 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 a household level.

In relation to climate change, district heating has the benefit of potentially being very environmentally friendly when well managed. District heating can have lower emissions than 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 many 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 (Republic of Sakha (Yakutia) Municipal Services Development Project, Russia, EBRD, 2008). 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 of the system or control at the end-user in place, e.g. thermostats. Furthermore, it appears to be common among households to use electricity or wood as a supplementary source of heating due to inadequate and/or unreliable supply of district heating as a primary source of heating in the former Soviet Union.

The status of existing district heating systems in the former Soviet Union, which has not undergone a thorough renovation and introduction of modern technology, will contribute negatively to climate change due to the relatively high energy consumption compared to modern technologies. In addition, they pose a potential impact to 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 heat 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 lack information about such options. As female-headed households more often face poverty, the assessment of gender differences with regards 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 recognized 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 for both men and women. 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 improved 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, 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), 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 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 (Sida Evaluation 05/08 – District Heating Projects in Latvia and Russia).
3. Another example is the Asian Development Banks (ADB) effort to mainstreaming gender aspects into district heating scheme investment in Heilongjiang, China – 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 through subsidising 70% of the heating tariff and waiving connection fees (Summary Poverty Reduction and Social Strategy, Heilongjiang Energy Efficiency District Heating Project; and Initial Environmental Examination, 2012).

4 CASE STUDY 1: KYZYLORDA DISTRICT HEATING

4.1 Socio-economic Context

According to the Kyzylorda City Administration (Akimat), as of January 2014 the city had a population of 260,817. Of these 49% were men and 51% women. There were no official figures on the number of female-headed households in the city, but one key informant estimated they constituted 5-8% of all households. Most female-headed households were reported to be relatively poor, while others were successful business women.

The main sources of income for residents in Kyzylorda were reported to be from employment related to oil and gas production, food processing, textile manufacturing, machinery production, trade, construction and in the suburbs also agriculture.

4% of the population were estimated to live below the poverty line, which for Kyzylorda oblast at the time of the study was KTZ 6,662 (EUR 27.96) per person per month. Households with a per capita income below the poverty line were entitled to targeted social assistance, including housing aid. The latter included subsidies for heating and other utility costs as well as subsidies for repayment of loans for modernisation / rehabilitation of multi-dwelling houses (MDHs). According to the Social Protection Department, most households receiving social aid, including housing aid, lived in the MDHs, particularly in the old ones that need rehabilitation. The Department estimated that 10-15% of households receiving housing aid were female-headed. A significant number of these households were single female pensioners. Others were younger, divorced women and/or single mothers.

4.2 District Heating in Kyzylorda City

At the time of the study, Kyzylorda had one company that provided district heating services to most areas of the city. In May 2014, the District Heating (DH) Company had approximately 25,000 DH customers. The majority of domestic customers lived in MDHs, while there were around 500 domestic customers in individual houses. Nearly all remaining households were connected to the gas distribution network and used gas for heating purposes. A few households used coal and/or wood for heating.

The DH Company provided hot water supply to apartments in 23 MDHs out of around 600 MDHs. Most remaining households appeared to use individual electric heaters for their hot water supply.

Part of the DH infrastructure was constructed in the 1960s and suffered from frequent breakdowns. At the time of the gender study, it was planned that an EBRD-financed Feasibility Study would be conducted in the near future to assess the current situation and to propose priorities and long-term improvements.

The documentation received for this potential project does not indicate whether an assessment of potential gender aspects is planned to be included in the future feasibility study. However, an Environmental and Social Due Diligence will form part of the feasibility study and the EBRD Environmental and Social Policy approved in May 2014 includes an assessment of gender aspects. In paragraph 10, it is among others stated that: "EBRD expects its clients to identify any potential gender specific and disproportionate adverse impacts and undertake to develop mitigation measures to reduce these".

4.3 Gender Differences in Heat Use, Responsibilities and Priorities

4.3.1 Differences among Women and Men with District Heating

There were two focus group discussions (FGDs) with women and men, respectively, connected to the DH network. They all lived in Multi Dwelling Houses (MDHs) and many of them came from low-income households. The majority of both female and male participants were satisfied with the DH services as it provided sufficient heat and there were no interruptions. They indicated that the district heating services had become more reliable over the previous two years. However, a few women complained that the apartments were sometimes too hot and they could only regulate the temperature by opening windows.

The female focus group participants with DH had some knowledge about the division of responsibilities between the DH Company on the one side and the condominium and the apartment owners on the other side. The DH Company was only responsible for the DH infrastructure outside the MDHs, while the condominium and the individual apartment owners were responsible for the DH piping inside the MDHs. The knowledge of the male participants in this respect was more limited.

Several stakeholders consulted believe that women made most decisions related to heating and were responsible for paying the bills. The same indications were received during the FGDs. Most male participants did not know their annual or monthly expenditure for heating, while most female participants knew this. Most female participants, most of whom came from low-income households, said they could not afford to pay more for district heating services than they did at the time of the study. Some female participants had part of their heating bill covered by their housing allowance. The same is expected to be the case with some of the men who were all unemployed. Most men stated they would be able and willing to pay more for district heating services than they did at the time of the study, but since they did not know how much they were paying, these statements should be used with much caution.

According to one key informant, around 10% of households in Kyzylorda found it difficult to pay their heat bills. Some of them received the housing aid mentioned above, but not all. Most households having difficulties paying their heat bills were said to be headed by women.

At the time of the study, households paid a flat rate for their district heating according to the size of their apartment or house. Among the male focus group participants, there was some interest in having a meter installed and in paying for their actual heat consumption. Three out of eight male participants indicated that in the future they would prefer to pay according to a meter, while two would like to continue paying according to the size of their apartment and three did not know. One female focus group participant had recently had a water meter installed and appreciated that her payment for water had reduced after the meter installation. The installation of thermostats and heat meters was, however, not discussed in the FGDs with women.

The awareness of the benefits of energy saving measures appeared to be low, particularly among the men. Some, both women and men, knew that private companies provided services for insulation of houses and windows, but they did not appear to have used these services or to have suggested that their condominium did so. Two women in one FGD mentioned specifically that it was too expensive to insulate their apartments or change their windows to better ones. FGD participants were asked what priorities they would have if they had some extra money. Several, both women and men, prioritised construction of a new house or rehabilitation of an existing apartment. None of them mentioned specifically energy conservation measures.

4.3.2 Differences among Women and Men without District Heating

Two FGDs were conducted with women and men, respectively, without connections to the DH network. All female participants lived in individual houses. Most of the male participants lived in individual houses, while a few lived in MDHs. All participants in individual houses were connected to the gas network and used gas for heating, while the few male participants living in MDHs were connected to DH. Poor households in individual houses were reported to use wood and coal for heating, as they could not afford to pay for connections to the gas network. Also a few MDHs were not connected to DH and households in these used wood, coal and/or electricity for heating.

Generally, the men were satisfied with their gas heating, though some complained of interruptions. One man complained there had been several interruptions to the gas supply the previous winter and he had therefore had to buy coal as a back-up, i.e. as an alternative source of heating. Several women also complained of interruptions to the gas supply and the additional costs they had incurred to purchase coal.

All women would like to have DH as this was more reliable than heating with gas and they considered DH safer than using gas. They considered it dangerous to heat with gas because of the smell and the risk of explosions. There had been some gas explosions, where houses had burned to the ground, and some women expressed concern for the safety of their children and relatives. The preference of the male participants varied, with men from average-income households and living in individual houses preferring gas, while men from low-income households living in MDHs preferring DH. It was clear that men from low-income households preferred DH because it was the cheapest and most stable heating solution for them. It is assumed the men in individual houses preferred gas, and not DH, because it would be more expensive to install DH than gas in individual houses.

According to focus group participants, it was also expensive to connect to the gas network so low-income households, who primarily lived in MDHs, could not afford such connections. They indicated that most low-income households could afford to pay for DH, but the poorest of them, including several female-headed households - mainly single female pensioners - could not even afford to pay for DH.

The main suggestions from male and female focus group participants reflected that women gave higher priority to DH than was the case for men. The main suggestion from women was that the DH Company should connect additional individual houses to the DH network, while men suggested conducting a survey to find out whether households in MDHs and individual houses without DH would be interested in connecting and whether they would be able and willing to pay for DH.

The awareness of the benefits of energy saving measures appeared to be low among focus group participants without DH. Some male participants mentioned, though, that many individual houses had plastic windows and therefore in their view there was no need for additional insulation. None of them mentioned investment in energy conservation measures when asked to prioritise three areas of future spending.

4.4 Access to Employment within District Heating

In May 2014, the DH Company had in total 838 staff; 79% of these were men and 21% women. The majority of the staff were in the Engineering and Technical Department, which had 732 employees; 15% of these were women and 85% men. Nearly all staff in the Customer

Department, which included 13 tariff/payment collectors, were women. All accounting and financial staff were women. The four top managers, i.e. the Director, the two Deputy Directors and the Chief Engineer, were all men.

Proportionately, female employees had a higher educational level than male staff, the main reason for this being that most workers, security staff and drivers were men. There was no significant difference in the length of time, which male and female employees had been in the Company. 92% of female staff and 82% of male staff had been in the Company for more than five years.

The focus group participants were asked for suggestions to enable and encourage more women to find employment in the DH sector. Some female participants suggested more relevant training should be organised, with women as a specific target group.

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 Akimat encouraged households and other customers to submit heating related inquiries and complaints. Only a few of these were registered by gender, but the indication was that most complaints were submitted by women, as explained below.

The DH Company reported receiving more than 400 inquiries/complaints during the previous heating season. These were received through the Company's telephone hotline, by people submitting them in person at the DH office and by letter. Most inquiries/complaints were from women. According to the DH Company, there were no significant difference in the channels which women and men used when submitting inquiries and complaints.

The City Akimat received inquiries/complaints by letter, through its website and through a telephone hotline operated by the Department of Housing and Utility Services. As shown in table 1, during the latest heating season the City Akimat received 42 written inquiries/complaints related to the city's heating services. More women than men submitted individual inquiries/complaints. The number of inquiries/complaints had reduced, compared to previous heating seasons. A substantially higher number of inquiries/complaints were received through the housing and utility telephone hotline, particularly at the start of the heating season. These calls were not registered by gender, but mainly women were said to make the calls.

Table 1: Heating Related Complaints/Inquiries, 15 Oct. 2013 – 15 April 2014

Organisation received	Number of Complaints/Inquiries			
	From Groups	From Women	From Men	In total
DH Company				Approx. 400
City Akimat (by letter, website)	23	14	5	42
City Akimat (hotline)*				1,248

* Most complaints/inquiries to the hotline were at the start of the heating season where the heat supply encountered problems.

Most complaints were on technical issues, particularly that insufficient heat was supplied and that there were fluctuations in the amount of heat supplied. Insufficient heat had mainly been a problem at the start of the 2013-2014 heating season. Other complaints were related to the calculation of household bills, based on the size of apartments/houses. There was reported to

be no significant difference 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 DH services, but most or perhaps all knew about the telephone hotlines, which was operated mainly by women.

The leading political party, Nouratan, also received inquiries and complaints related to housing, communal services including heating, road conditions etc. Mainly women submitted such inquiries and complaints.

4.5.2 Communication Activities

The DH Company had employed a Press Secretary as per April 2014. According to her, the most common communication activities of the Company were (not in any order of importance):

- TV spots on outstanding debts/non-payers, EBRD support for rehabilitation of the DH infrastructure;
- Press releases and newspaper articles on reduction of heat wastage and pilot installation of hot water supply;
- Leaflet on reduction of heat wastage and pilot installation of hot water supply;
- Mass media notices, including announcements on TV, on tariff changes;
- TV programme at the start of the heating season where people can phone in and ask questions to among others the Director of the DH Company.

In connection an installation of hot water supply pilot projects in a limited number of apartments, the Company had arranged meetings with local residents. More women than men had participated in these meetings. Furthermore, the local initiating group consisted mainly of women.

The same indications were received during the FGDs. According to both female and male participants, mainly women attended meetings organised by the DH Company. One of the male participants said: “men do not want to “fight”, so they send women” to these meetings.

The above tendency was in line with the general information received from the leading party, “Nouratan”. According to this, mainly women attended community meetings, while men were busy with their paid jobs. Furthermore, generally women were said to pay more attention to their local communities and to communicate more with neighbours and relatives than was the case with men.

In addition to receiving DH related information during meetings, several female participants had received some information through newspapers and notices at the entrances to MDHs. This was information related to repairs to the DH network. Some male participants had received information on district heating through TV announcements, while none of the female participants mentioned TV as a source of information.

The Gas Company appeared to use also mainly the mass media and notices to communicate with its customers.

5 CASE STUDY 2: AKTAU DISTRICT HEATING

5.1 Socio-economic Context

According to the Aktau City Administration (Akimat), at the beginning of 2013 the city had a total population of 183,353, with 180,705 living in urban areas and 2,648 in rural areas. Of the urban population, 52% were women and 48% men. There were no official figures on the number of female-headed households.

Aktau City is approximately 50 years old. The city was first constructed as a settlement for employees of the nuclear production plant and consisted mainly of MDHs. In recent years, some individual houses had been constructed on the outskirts of the city. The main sources of income for residents in Aktau City were from employment in the oil and gas sector, where particularly men found employment. This meant that several men were away from home during the week and some for two weeks at a time. Other sources of income were from trade and construction.

As mentioned in the case study for Kyzylorda City, most households with a per capita income below the poverty line were entitled to social assistance, including housing aid. Tenants were not entitled to such aid. It is unknown what proportion of households in Aktau were tenants, but according to key informants, it was most common that households owned their own apartments or houses. In May 2014, 564 households in Aktau City received housing aid, corresponding to 1-1.5% of the population. However, the percentage living below the poverty line may have been slightly higher than this, as tenants were not entitled to social aid and there may have been some other households below the poverty line as well who had not applied for housing aid. The Social Protection Department in Aktau reported that 80% of households receiving housing aid were one-person or single-parent households. There were some male-headed households among them, but the majority was headed by women. There were in particular many female pensioners among the one-person households. Pensioners above 70 years of age received a small annual pension.

Housing aid for communal services and for modernisation or rehabilitation of MDHs was provided, if the monthly expenditure for communal services and modernisation was higher than 7% of the monthly household income. The Social Protection Department paid the amount that was above the 7%.

5.2 District Heating in Aktau City

Aktau City had two companies that are involved in the provision of district heating services. The State Communal Enterprise "Heating, Water Networks and Wastewater" (in the following referred to as "TVS&V") provided transmission and distribution services for among other district heating. The heat energy was produced by two combined heat and power plants operated by MAEK⁴, which was the former Kazakh nuclear enterprise owned by the National Nuclear Company "Kazatomprom". The MAEK Settlement Centre was responsible for domestic customer billing for district heating and other communal services. TVS&V had contracts with its commercial and institutional customers, whereas MAEK had contracts with domestic customers. TVS&V had an agreement with MAEK and received its payment from domestic customers through MAEK.

⁴ Former Kazakh nuclear enterprise in Aktau City owned by the National Nuclear Company "Kazatomprom". MAEK is i.a. responsible for the production of heat.

The MAEK Settlement Centre was responsible for meter reading and cost estimation, issuing of bills for all communal services, receiving payment from customers, receiving inquiries and complaints and for sending reminders to non-payers and preparing court proceedings, if needed. The MAEK Settlement Centre had a head office and 11 branches.

Condominiums were responsible for the district heating installations inside the MDHs, with one condominium responsible for 20-30 buildings. For the new large MDHs, there was one condominium per building. However, according to the Oblast Department of Energy, only 25% of the condominiums in Aktau were officially registered. The registration fee was more than KZT 100,000 and households were to pay this amount. As they were hesitant to do this, the Government had recently agreed to pay 50% of the registration fee. Reportedly, many households in MDHs were not aware that they were members of a condominium, which was responsible for the common inside installations in the buildings and their maintenance.

The hot water system was “open”, which meant that the water for heating and the water for domestic hot water supply were taken from the same pipes.

In May 2014, nearly all households in Aktau City were connected to the DH network. A small number of households were connected to the gas pipe network and used gas for heating.

A large proportion of the DH network was worn out and suffered from frequent breaks. Based on a feasibility study completed in 2011, the EBRD and CTF were providing funding to TVS&V for priority investments in rehabilitation and modernisation of its district heating networks. These investments were to result in energy efficiency, reduction of losses and improvements in the environmental standards. The implementation of the project had just started when data for the gender assessment were collected. The feasibility study’s environmental and social due diligence report contains hardly any socio-economic information. The report includes staff data for the DH Company disaggregated by gender and it is mentioned that the company does not discriminate due to gender. Otherwise, the report makes no reference to gender.

5.3 Gender Differences in Heat Use, Responsibilities and Priorities

Nearly all households in Aktau City were connected to DH. All participants in the three FGDs therefore had DH. There were two FGDs with women and men with low incomes and one FGD with women with average incomes.

The majority of both female and male participants were satisfied with their DH services, as it was reliable, provided sufficient heat and they considered it more comfortable than having to use firewood. Some also considered DH safer than using gas for heating, as they had experienced a danger of explosions when using gas. However, some complained they could only regulate the temperature by opening their windows, in other words “by heating the streets” as one woman expressed it. There was no difference in the level of satisfaction expressed by female and male participants.

According to several key informants, there were areas of the city where many households were dissatisfied with the amount of heat they received. This had also come out in a recent household questionnaire survey conducted by the Consumer Protection Organisation and in one of the newspapers. Reportedly, one of the main reasons for the lack of heat was that many households had re-designed or expanded their apartment and there was insufficient heat for heating of additional rooms or additional square meters.

In Aktau, households paid for their communal services in the following ways:

- At the Head Office and in the 11 branches of the MAEK Settlement Centre;
- At the post office;
- At banks;
- On-line.

Around 60% of all customers paid their bills at the MAEK Settlement Centre and its branches and the remaining 40% mainly at the post office and the banks. In most households, women were responsible for paying the bills for heating and other communal services.

The MAEK Resettlement Centre had some problems with non-payers, particularly in connection with the sale of apartments, as it could be difficult to locate previous owners. Non-payers constituted around 10% of MAEK's domestic customers, with 27% of non-payers reported to be poor. This indicates that 2-3% of all domestic customers were too poor to pay their bills for heating and other communal services, or to pay on time. Some of these households may have received subsidies to pay their heat bills, see also section 5.1 on housing aid. The MAEK Resettlement Centre was not able to see from its registrations whether the mentioned 2-3% poor customers were predominantly single-headed households.

Most participants in FGDs, both women and men, indicated they would be able and willing to pay more for their DH services, if needed. However, they believed it would be difficult for some low-income households to pay more than they did at the time of the study. Generally, pensioners were reported to be very conscientious and to pay their bills in time, but they were often among the low-income households and a number of them would find it difficult to pay more than at the time of the study. As mentioned in section 5.1, there were many single female pensioners. Furthermore, women participating in one FGD indicated that it would be difficult for single mothers to pay more than they did at the time of the study.

Most households paid a flat rate for their DH services, according to the size of their apartment or house. Many female and male participants in FGDs would like to have thermostats and meters installed so they could regulate the temperature, and thereby their heat consumption, and pay according to their actual heat consumption. Some of the low-income participants, particularly pensioners, expressed, however, concern that they could not afford to pay for the installation of heat meters.

According to one key informant, both women and men had low awareness on the benefits of insulating their apartments/houses. They did for example not know that many of the new, cheap plastic windows were not well insulated. Furthermore, they were not aware of the impact of redesigning their apartments and that the problems some had experienced with insufficient heat most likely was due to this. In some areas of the city, it was therefore common to use electric heaters as supplement to the DH, especially among households with small children. None of the focus group participants lived in MDHs, which had problems with insufficient heat. Both female and male participants had received information about energy conservation measures and some appeared to have good knowledge about such measures. There did not appear to be any difference in the attention that women and men paid to such measures. When asked what priorities they would have if they had some extra money, none of them mentioned specifically energy conservation measures.

5.4 Access to Employment within District Heating

In May 2014, TVS&V had in total 505 employees, including 17 on maternity leave. TVS&V was responsible for district heating, water supply and wastewater services and it was not possible to get staffing data separately for district heating. 70% of the staff were men and 30% women.

Most positions in the company were technical and men occupied nearly all of these. All staff in the Personnel, the Book Keeping & Financial Departments and nearly all staff in the Marketing & Customer Department were women. Women headed all three mentioned departments. However, four out of five top managers were men, i.e. the Director, the Chief Engineer and the two Deputy Chief Engineers, while the Deputy Director was a woman.

The gender assessment team received some data on the educational level of the TVS&V employees, but it was not possible to get these disaggregated by gender. 20% of all staff had a higher education, 17% special secondary education and 63% a secondary education. According to the Director, TVS&V found it difficult to attract well-qualified staff, as there was much competition for such staff from the oil companies, which offered higher salary levels than TVS&V. He also mentioned that during Soviet time, many women were engineers and technicians, but that women now showed more interest in studies and jobs within the legal, accounting and management fields.

The MAEK Settlement Centre had 180 staff; 70% of these were women and 30% men. The Head of the Centre was a woman, while all four deputies were men. On average, each branch had four staff, who were all women. At first, the Centre had employed men in the branches to do the meter reading and cost estimation, but households (i.e. women) were not happy to open their doors for male staff. Once the Centre had learned this, it had changed its employment strategy and at the time of the study only employed women in its branches. According to the Head of the Centre, there was another advantage of employing female staff in positions with customer contact. Her experience was that often women were better at reaching consensus and avoiding conflicts than men were. Often men would start arguing or “fighting”. For its many technical positions in heat and electricity production MAEK mainly employed men. Attempts were made to get additional staff data from MAEK, but this proved too complicated and time-consuming.

Women in one FGD expressed their appreciation of having female staff in the MAEK Settlement Centre and its branches. They found female staff to be careful and to have good customer contacts and would like to have more female staff in the Settlement Centre. One woman explained it this way: “the customers trust women much more (than men) and for the many female pensioners and young mothers staying at home it is easier to communicate with women than with men”. Women in another FGD suggested employing more women with a technical background as generally women were more careful and accurate in their work than men.

5.5 Customer Engagement related to District Heating

5.5.1 Inquiries and Complaints

Customers could submit heating related inquiries and complaints to the MAEK Settlement Centre, TVS&V and the City Akimat.

Most inquiries and complaints related to insufficient heat, too much heat and other technical issues were submitted to TVS&V. In the last heating season, TVS&V had received 362 inquiries and complaints through its telephone hotline and 66 in writing. These inquiries and complaints were not reported by gender, but the far majority that came through the telephone hotline was said to be from women.

In the period January-May 2014, the MAEK Settlement Centre received in total 643 inquiries and complaints. Out of these, 25 complaints were related to heating. Most inquiries and complaints came from women. Inquiries and complaints to the MAEK Settlement Centre were submitted by letter (most common), in person at the Centre and its branches, through the MAEK website and

for minor complaints by telephone. Heating-related inquiries and complaints to the Settlement Centre were mainly related to the billing, especially to the calculation of heat consumed.

Within the time available, it was not possible to arrange a meeting with the City Akimat. It is therefore unknown how many heating-related complaints it may have received and on what main topics.

The participants in the FGDs, both women and men, appeared to be aware where and how to submit heating-related inquiries and complaints. However, very few had submitted such inquiries or complaints, as they were satisfied with the DH services.

5.5.2 Communication Activities

TVS&V's Public Relations Officer was on maternity leave at the time of the gender study. The information, which the temporary Public Relations Officer could provide, was limited as she was new to this work. According to her, TVS&V mainly provided heating-related information on repairs to the heating network. Its main information channels were newspapers, TVS&V's own website, radio announcements and a TV programme where people could phone in and ask questions. TVS&V did not appear to organise customer meetings, or at least not on a regular basis. According to TVS&V's temporary Public Relations Officer, the best source of information for many women with children was through other family members. In order to reach women more directly, she suggested using the local radio, as many women listened to the radio while doing housework.

The MAEK Resettlement Centre provided information on the following heat-related topics:

- The volume of heat used (through bills)
- The state of meters and other equipment
- Tariffs and tariff changes
- Responsibility and rights of customers and MAEK

MAEK mainly publicised this information in newspapers, its own website and notices on the walls of the MAEK Settlement Centre and its branches. The Settlement Centre arranged some customer meetings before it introduced meters in a few MDHs. Otherwise it was not common for the Centre to arrange meetings.

Focus group participants indicated that they received heating-related information mainly through newspapers, TV announcements and meetings arranged by the City Akimat and their condominiums. Some had only received very limited information. The FGDs did not indicate any gender differences as to the channels from which women and men received their information. MAEK's Settlement Centre was not aware of any gender differences in preferred communication channels, but the Centre had never investigated this. The Head of the Centre found the questions on potential gender differences interesting and indicated that the Centre would investigate and pay more attention to gender in the future.

Sometimes, the Oblast Administration arranged public hearings on heating-related topics in Aktau City and provided some information through TV programmes. It was not possible to arrange a meeting with the City Akimat and no overview is therefore included of its possible heating-related communication activities. However, some focus group participants indicated that the City Akimat arranged meetings for local residents with representatives from TVS&V and/or MAEK, the mass media and the City Council. According to some female focus group participants, it was important for men to participate in meetings related to technical issues, as they understood these issues and could discuss them more clearly with technical experts from TVS&V and the condominium. The same women found it important that women participated in

meetings when discussing payments, as almost all women were responsible for the household budget.

6 CASE STUDY 3: SEMEI DISTRICT HEATING

6.1 Socio-economic Context

According to the Semei City Administration (Akimat), as per 1 January 2014 the city had a total population of 337,633. Of these 54% were women (54%) and 46% men. According to focus group participants, in the past Shulginsk, which was around 50 km from Semei City, had had a population of around 10,000. This figure had reduced to around 3,000 at the time of the study.

There were no official figures on the number or proportion of female-headed households. Women in one FGD estimated that women headed 10-20% of households in MDHs in Semei City, while men in another FGD estimated the figure to be 20-40%. Female focus group participants in Shulginsk estimated that women headed up to 70% of households in MDHs, while this was the case for 10% of households in individual households. Generally, female-headed households were reported to be poorer than other households. Many of them were single pensioners.

Many factories and other companies in the city had closed relatively recently and many young people had moved to Almaty, Astana and some to Russia to find work. Women in one FGD estimated that due to this, pensioners occupied around 50% of all MDH apartments in Semei.

The main sources of income in Semei and Shulginsk were from employment within hydro-power, brick and cement production, transportation and within the public sector. Trade was another important source of income.

Around 60% of Semei City households lived in MDHs, while this was the case for around 70% of households in the settlement of Shurbinsk. There were reported to be many tenants in the MDHs.

It was not possible to get poverty data for Semei City, but it was the study team's impression that poverty was higher in Semei than in the two other cities visited. 0.5% of the population received social and housing aid. As mentioned in the case studies for Kyzylorda and Aktau, most households with a per capita income below the poverty line were entitled to social assistance, including housing aid. Tenants were not entitled to such aid and there may have been other reasons why some poor households had not applied for, or had not been granted, social or housing aid. For further information on housing aid, see section 4.1.

Generally, households in the settlement Shurbinsk were reported to have a lower income level than those in the city itself. The level of household debt to the DH Company was also higher in Shurbinsk than in Semei.

6.2 District Heating in Semei City

In June 2014, the State Communal Enterprise "Teplocommunenergo" (in the following referred to as the DH Company) provided district heating services to nearly all MDHs in Semei City and in Shurbinsk, while households in individual houses and in a few MDHs used coal and/or wood for heating. Some used electric heaters as a supplementary source of heat.

The Company's main activities were heat production, transmission and distribution. It also

produced electrical power for its own needs.

A large proportion of the DH network was worn out and suffered from frequent breakdowns. At the time of the study, the EBRD and the CTF were considering to provide loans for priority investments in rehabilitation and modernisation of the city's DH infrastructure. This was to result in energy efficiency, reduced losses, improved reliability of heat provision and improved environmental standards. A feasibility study was finalised a few month prior to the collection of data for the gender study. The feasibility study reports received by gender assessment team contain hardly any socio-economic information and no sex-disaggregated data.

6.3 Gender Differences in Heat Use, Responsibilities and Priorities

Attempts were made to arrange separate FGDs with households connected to the DH and households without DH. This proved, however, not to be possible. Nearly all women and men participating in the two FGDs in Semei City and in the two FGDs in Shurbinsk therefore had DH. They all lived in MDHs. In Shurbinsk, there were a few focus group participants, who lived in private houses and used coal and wood for heating. The two FGDs in Semei City were with women and men with average incomes and the two FGDs in Shurbinsk were with women and men with low incomes.

According to several key informants, the DH system had worked very poorly two years prior to the gender study; this was confirmed during the FGDs. All had suffered from this, but particularly women with small children and pensioners, as both groups spent much time in their homes. The pensioners included many single female pensioner. Households had had to spend extra money on electricity, as they had to use electric heaters to produce heat and for heating water for washing clothes and bathing children. There had also been complaints of mould inside the apartments. Reportedly, more children also were sick during the winter that year than usual due to the shortage of heating. Generally, the situation was reported worst in the MDHs, where many low-income households lived, including many single female pensioners.

The majority of both male and female participants in FGDs were satisfied with their DH service over the last two years, as it had been reliable, provided sufficient heat, and was more comfortable and cheaper than using coal or wood. One man also mentioned that using DH instead of coal or wood reduced the workload, especially for women. There was no difference in the level of satisfaction expressed by women and men. Some women in Semei City complained, though, that in the spring of 2014, the heating had been switched off too early and they had had to use electric heating. Women in Shulginsk also complained about the length of the heating season. The weather was colder in Shulginsk than in Semei City and some women therefore suggested that the heating season should be extended from six to eight months.

Although the heating situation had improved over the last two years, it was still too cold inside some MDHs. This appeared, however, mainly to be due to the type of house construction materials used and/or due to lack of proper insulation. This should, therefore, not be blamed on the DH services. One male focus group participant also complained that it was very hot in his apartment and it was only possible to regulate the temperature by opening vents and windows.

Households in Semei City and Shulginsk paid their heat bills at the DH Company's main office, at three payment branch offices in the centre of the city, at the banks, post office and some to the company's tariff/payment collectors. Not all participants in FGDs were satisfied with their current mode of payment, as they had to pay commission fees in the banks and there were often queues at the post office. One suggestion from both women and men was therefore to have payment points where it would be possible to pay for all communal services and where there

was no commission fee like in the banks.

Who paid the heat bills varied; in some households women paid, in others men or women and men shared this responsibility.

According to one key informant, the number of non-payers was very high in the MDHs, where there were many low-income households and many tenants. The tariff/payment collectors made unannounced visits to households who had not paid their bills on time, often accompanied by representatives from the mass media and staff of the City Akimat. Both female and male participants in FGDs considered non-payers a big problem and suggested that more was done to make them pay their bills. One suggestion was to disclose the names of non-payers through the mass media and to write letters to their employers.

Many focus group participants, both men and women, indicated they were able and willing to pay more for their heating, if needed, and they would be keen to have hot water supply all year round (and not only during the heating season) and they were willing to pay for this. As in Aktau City, pensioners were reported to always pay their bills for heat and other communal services on time. However, many of them had low incomes and it would be difficult for them to pay much more for heating than they did at the time of the study. As mentioned earlier, there were many single, female pensioners. Other low-income groups included single mothers and young families with many children.

Most or all households with DH paid a flat rate for this service according to the size of their apartment or house. Many focus group participants with DH, both women and men, would like to have thermostats and meters installed in their apartments, so they could regulate the temperature, and thereby their heat consumption, and pay according to their actual heat consumption. Several of them mentioned specifically that they would like to have individual meters in their apartments and not just one meter per MDH building. However, some confused heat meters for the individual apartments with heat meters at MDH building level only.

According to one key informant, households in MDHs often had low awareness of energy conservation measures such as the benefits of insulating their doors and windows. Both female and male participants in FGDs indicated, however, that they had received information about energy saving measures and some, both women and men, appeared to have good knowledge of these. However, when asked what priorities they would have if they had extra money, none of them mentioned specifically energy saving measures. The Internal Policy Department of the Akimat reported working closely with the mass media and other relevant stakeholders to raise the awareness of energy conservation measures.

6.4 Access to Employment within District Heating

The number of staff in the DH Company was reported to vary during the year. During the last heating season from 15 October 2013 – 15 April 2014, the Company employed around 1,650 staff. Out of these, 1,062 were permanent employees.

The total number of staff outside the heating season was lower. In June 2014, the DH Company had 1,156 staff; 12% of these were women and 88% men. 798 staff were technical specialists and artisans and they were all men. All laboratory staff and nearly all staff in the Customer, Accounts and Dispatcher Service Departments were women as were the staff in the other administrative departments and units of the company. All 20 tariff or payment collectors were thus women. Women headed two of the three mentioned departments and some of the other administrative departments / units. However, the five top managers, i.e. the Director, the two

Technical Directors and the two Chief Engineers, were all men. Seasonal or temporary workers employed during the heating season were mainly operators, machinists and labourers. They were all men.

Female and male employees employed in June 2014 had relatively similar educational levels, though 17% of the female staff had a higher education, while this was only the case for 10% of the male staff. The far majority of the staff employed in June 2014 had been in the company for more than 10 years, with no significant difference between male and female staff.

According to the Director, the Company was planning to reduce the number of staff and employ more staff with higher qualifications and to increase the salary level.

The Company had agreements with technical training institutions on student internships and in 2005-2007 had paid the study fees for seven engineering students, who had later been employed by the Company. They included three men and four women.

Several participants in FGDs would like more women to be employed in the DH Company, also in technical positions and as managers, as they were considered conscientious and hardworking. One suggestion was to arrange more training for women. However, two men in one of the FGDs recommended that women should not be “allowed” into management positions. The reasons they mentioned it was better for women to stay at home, take care of children and create comfort at home rather than spending a lot of time at work.

Several focus group participants appreciated that the tariff collectors were women as it was easy to communicate with them and they explained the tariff carefully.

6.5 Customer Engagement related to District Heating

6.5.1 Inquiries and Complaints

The DH Company received inquiries and complaints through its 24-hour hotline, the company website and letters. During the heating season 2013/2014, the Company had received 190 complaints and inquiries; 130 of these came from women.

The Dispatching Services Department recorded and sorted complaints and inquiries before they were sent to relevant departments for action. The department was responsible for operating the 24-hour hotline. According to the Head of Department, mainly female pensioners called this hotline. He believed it was beneficial that all staff receiving the calls were women, as they understood the situation of the mainly female complainants better than men would have done. Customers could also submit bill-related complaints and inquiries to two female cashiers at the offices of the DH Company.

In addition, households and other customers submitted inquiries and complaints in writing to the City Akimat and through the hotline of the City Akimat Department of Housing, Communal Services, Passenger Transport and Highways. During the 12 months of 2013, the City Akimat had received in total 1,088 written heat-related complaints and inquiries, while the Department of Housing, Communal Services, Passenger Transport and Highways had received 122. The mentioned complaints were registered by household or location only and not by gender. Despite this lack of gender-disaggregated data, there were clear indications that the majority of complaints came from women.

Most complaints were on technical issues, particularly that insufficient heat was supplied and

that there were fluctuations in the amount of heat supplied. Other complaints were related to the calculation of household bills, based on the size of apartments/houses. Focus group participants, both women and men, appeared to be aware where and how to submit heating-related inquiries and complaints, and some had submitted inquiries/complaints. There did not appear to be any difference in the channels, which male and female participants had used or would use.

6.5.2 Communication Activities

The DH Company's tariff collectors cooperated closely with the Mayor's (Akim's) public representatives and with the condominiums in organising community meetings and other communication activities. Before the start of the heating season, they organised meetings in 17 municipalities on how to prepare for the heating season and the need for timely payment of heat bills. There were also community meetings at the end of the heating season. There were 17 municipal districts in the city and each district had one so-called public representative of the Akim. The public representatives were volunteers. These volunteers also worked closely with the tariff collectors and the heads of the condominiums on other awareness raising activities to promote payment of bills on time.

Both male and female participants in FGDs were aware of these meetings. In Semei City, both women and men were reported to participate, while mainly women participated in Shulginsk. It was not clear if generally both women and men found the meetings useful. Female participants in the FGD in Shulginsk expressed, however, frustration that it was difficult to get clear answers and commitment from the Shurbinsk branch of the DH Company on solutions to heating problems and that they often needed the assistance of the settlement's Akimat.

The DH Company cooperated with the mass media, among others inviting them to participate in community meetings. At the end of the heating season, newspapers and the local radio and TV often interviewed local residents on their satisfaction with their DH services. During the heating season, there were live TV programmes with the directors of the City Akimat, the DH Company and other communal service providers, who answered questions from local residents.

FGD participants, both women and men, would like to receive more information from the DH Company. One suggestion was that the DH Company should inform about the real DH situation and should sign agreements with the individual customer.

Focus group participants indicated that they received heating-related information mainly through their condominiums and during community meetings at the start of the heating season. A few mentioned that they had also received some through newspapers and TV programmes. There appeared to be no difference in how women and men received information on DH and energy conservation nor any differences in preferred future information channels.

7 EXPERIENCES AND LESSONS LEARNED FROM CASE STUDIES

7.1 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. The switch from coal and wood to district heating thus reduced the workload of particularly 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, as it was reliable and comfortable as mentioned above, 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. Elders of both sexes and people living with disabilities were also very 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, as indicated during FGDs in Semei and the nearby settlement of Shurbinsk.

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 costs of heating. Both women and men suggested there should be additional and more convenient options for them to pay their district heating bills.

There were no official figures on the number or proportion 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 it difficult to pay their current heat bills, and would find it difficult to pay more than they already did. In Kyzylorda, most households having difficulties paying their district heating bills were said to be headed by women. Low-income households could apply for housing aid, which would cover part of the bills for district heating and other communal services.

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.

7.2 Access to Employment within District Heating

All companies involved in district heating in the three cities employed considerably more men than women, with male employees constituting 70-90% 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. According to several key informants, during Soviet times many women were engineers and technicians, but now women showed more interest in studies and jobs within the legal,

customer-relations, accounting and administrative fields.

The MAEK Settlement Centre in Aktau had an interesting gender-sensitive employment strategy for its branches. At first, the Centre had employed men to do the meter reading and cost estimation, but households (i.e. women) were not happy to open their doors to male staff. The Centre had therefore changed its employment strategy and at the time of the assessment only employed women in its branches. Several key informants mentioned other advantages of employing women in positions with customer contact including that women were often better at reaching consensus than men and that customers appreciated that tariff collectors were women as it was easy to communicate with them. Furthermore, female customers preferred to talk to female staff when submitting complaints and inquiries (for further details on the latter, see the next section).

Most focus group participants would like to have more women in technical and management positions in the DH companies, as they considered women conscientious and hardworking. Several, both women and men, suggested that relevant training should be organised, with women as a specific target group. The DH Company in Semei had made specific efforts in this respect by paying the study fees for four female and three male engineering students and later employing them. It also had agreements with technical training institutions on student internships in the Company.

7.3 Customer Engagement related to District Heating

7.3.1 Inquiries and Complaints

Most complaints were on 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.

Only a few of the district heating related inquiries and complaints were 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.

7.3.2 Communication Activities

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.

It was, however, more common for women than men to participate in meetings related to district heating, particularly in Kyzylorda city. 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.

7.4 Gender Analysis in Feasibility Studies

The feasibility study reports available to the study team for two of the three case study cities, i.e. for Aktau and Semei Cities, contained hardly any socio-economic information, no gender analysis and either no or very limited sex-disaggregated data.

Environmental and Social Due Diligence will form part of the coming feasibility study on district heating in Kyzylorda City and, in accordance with the EBRD Environmental and Social Policy, it will include an assessment of gender aspects.

8 RECOMMENDATIONS

The following recommendations can be drawn from the three case studies to a) increase the positive impact of district heating projects for both women and men in particular and b) assess the 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 Kazakhstan and other countries where relevant. It is anticipated that more discussion and comparison with the situation in other countries and cities will be required to apply the recommendations more generally to the district heating and infrastructure sector. The recommendations are not in any order of priority.

- 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 impact, 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 projects in the three case study cities, Kyzylorda, Aktau and Semei, should build their gender analysis on the assessment in this report, but expand and adjust it, as required. The feasibility study reports available to the study team for Aktau and Semei contained hardly any socio-economic information, no gender analysis and either no or very limited sex-disaggregated data. It is therefore considered of particular importance that the DH companies, the City Administrations, 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 the two cities. This should include consultations with both women and men as part of implementation of the Stakeholder Engagement Plan. Naturally, the future feasibility study for Kyzylorda City should build its gender analysis on the assessment in this report, but should expand and adjust it, as required. The ToR for other feasibility studies should specifically include assessment of potential gender aspects and differences. This assessment should among 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, and the potential gender dimension related to tenants, who are often disadvantaged in connection with for example housing and energy subsidies.
- 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 ESP2014 PR10 and related guidance note. The three case studies showed that most women and men preferred district heating compared to other heating sources. There was, however, a gender difference when the choice was between district heating and using gas for heating. In this situation, women had a higher preference for district heating than men, one reason being that the potential safety risk in connection with gas was a higher concern for women than for men. At the same time, 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. However, men were also concerned about their families' heating situation and overall there was no significant difference in women's and men's levels of satisfaction.
- 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 three case study cities, 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 costs of heating. It is therefore of particular importance that women are consulted in the three cities.

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 three case study cities on the number or proportion of female-headed households, but estimates ranged from 5-8% in Kyzylorda to 10-20% of all households in Semei. 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 are made.
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 three case study cities, women mainly submitted inquiries and complaints related to district heating. Particularly, the telephone hotlines appeared to be “popular”. Both women and men would like to receive more information on district heating and energy conservation measures. In the three case study cities, there did not appear to be any significant difference in the communication and complaints channels used and preferred by women and men, though it was more common for women than men to attend meetings related to district heating. 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, for example by:**
 - i) Offering both female and male students internships / apprenticeships and other types of vocational training possibilities in District Heating Companies and possibly paying part of their study fees. Preference could be given to female interns in this connection. The District Heating Company in Semei has used such an approach and its experience should be explored in further details.
 - ii) Providing training in gender mainstreaming related to district heating/energy for both men and women to achieve a higher degree of gender balance at managerial level within district heating. The main target groups for such training include both those taking employment decisions and potential female candidates for managerial positions. The District Heating Companies in the three case study cities had very few women among their top managers, though some middle-level managers were women.
 - iii) Exploring in the individual location whether the District Heating Company should employ mainly women to visit households for meter reading, cost estimation and receiving customer payment. This exploration should build on the experiences of the MAEK Settlement Centre in Aktau, which has adopted this gender-sensitive employment strategy after learning that women were not happy to open their doors for male staff. 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.** Top 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.
8. **Conduct gender-sensitive monitoring and evaluation to ensure appropriate tracking of project benefits for women and men.** This should include establishment of systems to monitor progress and impact in 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.

ANNEX 1: Terms of reference

Kazakhstan: Gender Assessment of Clean Technology Fund (“CTF”) Projects in Kazakhstan

I. BACKGROUND

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 (the “EBRD”, the “Bank”) is currently going through a pipeline of sub-projects under CTF-approved frameworks, for which no separate gender assessment is required for every project under EBRD policies, but rather a targeted approach is taken based on a gender gap analysis⁵.

The EBRD recognizes 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, 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 order to promote gender equality and to ensure that both men and women are enabled 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 three project-level gender assessments (which will then inform up to 10 as agreed with the CTF secretariat) which will help shape the actual and future projects/programmes/frameworks to be implemented by EBRD, within the Municipal and Environmental Infrastructure (“MEI”) sector in Kazakhstan (the “Assignment”).

II. OBJECTIVES

The objective of the Assignment is to inform the projects/programmes/frameworks (at least 3 for MEI district heating in Kazakhstan) in terms of promoting the equality of access to the benefits of these projects (such as heating services and employment) as well as to contribute to achieving the long term and sustainable goals. As part of this, the impact of CTF financing on ensuring that gender equality and equal opportunities are fully taken into account in the design and implementation of these projects will be assessed.

A second objective will be to prepare a synthesis report analysing the project-level studies in the two sectors 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.

⁵ The relevant EBRD policy, the Strategic Gender Initiative (SGI) is outlined here: <http://www.ebrd.com/pages/about/principles/gender/plan.shtml>

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 a more efficient and effective targeting of financing and policy actions for gender impact within operations and also to 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 new MEISS, to be further built upon in the EBRD's approved 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 Kazakhstan 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.** 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.
- **Access to Employment.** Traditionally employment within the DH sector has been male-dominated, due primarily to the fact that the nature of the work involved has historically made the sector unattractive to the female population. The introduction of more sophisticated automatic heating systems jointly with some specific training and adequate communication allow for a targeted approach towards expanding employment opportunities to ensure women will 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 and Service Delivery.** 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 are 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. Because of 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 and this will be relevant for the next generation of users.

- **Access and more efficient use of Services.** In the Bank's region a lack of awareness in the energy conservation of DH can be an issue among heat users. Ultimately the provision of training or the production of related user-friendly and family-friendly communication and marketing material, 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 and consumption. 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 structure at the local level of such committees in order to exchange information, raising awareness and multiplication effect among families.

Thus, 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 out of supply and demand factors influencing women's access to district heating services in selected municipalities in Kazakhstan. 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 women find in accessing district heating services. The study will include analysis of supply and demand factors (including affordability analysis) affecting access of women in different income groups and different social categories (e.g. rural/urban, married/FHHs, etc.). The analysis will also include a mapping out of other 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 changes to the design of the DH 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 banking teams to inform future projects.
- **Lessons learned of incorporating gender considerations into DH 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 two sectors (DH) 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 programs and projects;
- Propose concrete recommendations of three types; a) generic for the sector, b) country specific and c) project specific.
- Prepare case studies of the three projects (following the template that will be provided), and prepare a presentation for communication purposes based on these case studies.

V. DISSEMINATION

Lessons learned from the implementation of the gender assessments may inform other similar operations globally for dissemination. The preliminary results/findings of this study could be disseminated at the CIF Partnership Forum to be held in Jamaica in July 2014 and the final results will be finalized in June 2015. 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.

VI. EXPECTED OUTPUT AND TIMETABLE

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

Expected Output	Date	Notes/Contents
Gender Assessments	Throughout 2014/2015	Framework gender assessments
Preliminary findings	June 1, 2014	Overview of preliminary experience with gender assessments, lessons learnt, drawing together of preliminary results and analysis could be submitted for information to the CTF TFC in May 2014.
Final KM Report	June 30, 2014	The draft report will be sent and disseminated by EBRD.
Dissemination/Presentation	FY2014/15	The final report will be disseminated by EBRD and the CIF Administrative Unit.

The Consultant will agree in advance with the OL the specific timing of the site visit and deliverables due under this Assignment.

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, once recruited.

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 2: Key documents consulted

Agency on Statistics of the Republic of Kazakhstan (2012), Kazakhstan in figures 2011
Asian Development Bank (2006), Country Gender Assessment Republic of Kazakhstan
Asian Development Bank (2012), Country Partnership Strategy Kazakhstan 2012-2016
Asian Development Bank (2012), Gender Tool Kit: Energy
Asian Development Bank (2013), Kazakhstan Country Gender Assessment
Asian Development Bank (2013), Gender Equality and the Labor Market – Cambodia, Kazakhstan, and the Philippines
Asian Development Bank (2013), Gender-Inclusive Approaches in Urban Development
Climate Investment Funds (2010), Strategic Environment, Social and Gender Assessment of the Climate Investment Funds
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Climate Investment Funds (2013), Gender Review of the CIF
Climate Investment Funds (2014), CIF Gender Action Plan
European Bank for Reconstruction and Development (2008), Environmental and Social Policy
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ANNEX 3: Map of study area



Source: Google Earth

ANNEX 4: Kazakhstan national context

Socio-economic Context

The Asian Development Bank (ADB) has conducted Country Gender Assessments of Kazakhstan in 2006 and 2013. The assessment show that although Kazakhstan has made significant progress toward overcoming the difficult impacts of the transition to independence, gains made in gender equality in the Soviet era in areas of political and economic decision making and participation have been undermined since 1991 (ADB, 2006). After independence, women and men have faced different pressures with the economic collapse and restructuring of the economic, political and social sectors. Women suffered additional challenges, as the social safety net was rapidly crumbling or being actively dismantled. Without childcare support and protections for working mothers, some women returned home and others stopped having children. The downsizing of the public sector and the preference for hiring men in the newly developing private sector led to greater unemployment among previously working women. Women seeking alternative livelihoods struggled to finance entrepreneurship activities due to lack of assets suitable as collateral for Small and Medium-sized Enterprises (SME) loans (USAID, 2010).

According to the World Bank, the 2008 overall poverty headcount ratio (at the national poverty line) was estimated at 12 percent of the population. However, regional variation in income and poverty level is high, with poverty rates above 24 percent in the Mangystauskaya and Kyzylordinskaya oblasts, with an exceptionally high rural poverty of 56 percent in Mangystauskaya (EBRD, 2010).

Table 2: Kazakhstan Human development indicators

	General	Female	Male	Female to male ratio
Key Demographic and Economic Indicators				
Total population (millions)	16.56			
Population growth (%)	1.43			
Fertility rate (births per woman)	2.49			
Overall population sex ration (male/female)	0.92			
GDP (US\$ billions)	43.55			
GDP (PPP) per capita (constant 2005, international \$)	11,568			
GNI per capita (2005 PPP\$)	10,451			
Life expectancy at birth	67.4			
Mean years of schooling	10.4			
Key Gender Gap Indicators				
Healthy life expectancy		60	53	
Enrolment in primary education (%)		86	87	0.99
Enrolment in secondary education (%)		90	90	0.99
Enrolment in tertiary education (%)		51	35	1.45
Representation in parliament (%)		24	76	0.32
Representation in ministerial positions (%)		16	84	0.19
Labour force participation (%)		74	81	0.91
Legislators, senior officials and managers		38	62	0.62
Professional and technical workers ⁶		64	36	1.79
Adult unemployment rate (% females of total female labour force / % males of total male labour force)		6	5	
Wage equality for similar work				0.77

⁶ The terms professional and technical workers refers 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.

	General	Female	Male	Female to male ratio
Estimated earned income (PPP US\$)		10,653	17,376	0.61

Source: Gender gap Index 2013, World Economic Forum; and Human Development Report 2014, UNDP.

Because of the varied methodologies and insufficient data, it is difficult to make precise comparisons of how countries in Central Asia are faring in terms of gender equality, but it is useful to note that Kazakhstan represents a positive example of progress in the region. According to the UNDP's Human Development Report 2013, Kazakhstan's Gender Inequality Index (GII) in 2012 was 0.312⁷, which ranked the country 51 out of 148 countries. According to the World Economic Forum's Global Gender Gap Index (GGGI) in 2013 was 0.722⁸, the country ranks 32 out of 136 countries. Kazakhstan is ranked 14 out of 87 (value 0.121) in the 2012 OECD Social Institutions and Gender Index (SIGI)⁹ (as compared to 3 out of 102 in 2009, value 0.003).

The Social Watch 2012 Gender Equality Index (GEI) ranks Kazakhstan 33 out of 154 countries in terms of gaps between women and men in education, the economy and political empowerment. Kazakhstan has moved ahead of most CIS countries and eight places ahead of its ranking in 2011, which reflect increasing economic opportunities for women, increased access to educational services and the increased proportion of women holding positions in decision-making bodies. However, with an overall GEI score of 0.75, the country remains in the "low" category.

Kazakhstan and the Central Asia region have seen significant changes in gender policy priorities in the last decade from focusing on protecting general civil and social rights of women to increasingly focusing on problems of equal and dignified representation of women in business, economy and politics of the country. However, notable gaps remain between theory and practice. To date, while Kazakhstan has made commendable progress on the formal recognition of women's rights, social norms still prevent full recognition of women, and official gender policies often meet resistance on the part of those who should implement them (National Democratic Institute, 2012).

The present Kazakh Constitution and recent legal reforms state the principle of equal access to benefits of economic growth for women and men. Women are relatively well represented in the work force, have high literacy rates and the figures for maternal health care are good as indicated by the GGGI with high scores for educational attainments (i.e. measure of literacy rates, enrolment in primary, secondary and tertiary education) and for health and survival. However, a number of gender inequalities still prevail especially related to the economic participation and gender pay gap, indicated by the GGGI low scores for economic participation and opportunity (i.e. wage equality, and the number of senior officials and managers) and for political empowerment (i.e. measures of women in parliament and ministerial positions).

The extent to which women in Kazakhstan will benefit from economic growth depends greatly on how they are positioned in the labour market and their representation among decision

⁷ 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.

⁸ 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.

⁹ 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.

makers through participation in political and public life.

Participation in political and public life

Under the Soviet system, women had high levels of participation in the local and national government. Quota systems ensure 35% representation by women in the Supreme Council. Women's representation in elected offices has decreased since independence and today the involvement of women in the formal political sphere and in political party activity is not high, although there are no formal barriers to women's involvement and there are a number of prominent women in highly visible positions (USAID 2010). Women are still underrepresented in governance and political structures with only 9,6% women in Parliament and 17.1% of the members of oblast maslikhats (local government). There exist a typical gender pyramid of power, where women holds the lower and middle level positions but are virtually excluded from higher positions at decision-making level (NDI, 2012).

High-level education

Kazakhstan exhibits close to gender parity in access to primary and secondary education (ADB, 2013). The gender-based differences in enrolment rates become more apparent after basic education with higher boys attendance in technical and vocational training and girls remaining in general education¹⁰. Enrolment in post-secondary education is more balanced and in higher education, women make up the majority of university students, representing 64% of master students and 58% of doctoral students in 2010-2011. Women's high levels of academic attendance, however, are not reflected in the types of jobs and salary levels they get.

Another feature of the education system in Kazakhstan is a high degree of gender segregation in academic subjects with women concentrated in studies such as education, health care and the service sector, while men are overly represented in technical subjects.

Economic participation and gender pay gap

The formal labour market in Kazakhstan shows high degree of occupational segregation, with women representing over 70% of total employees in spheres that are considered traditional for women, such as education and health care (ADB, 2013). Women are less active than men in the formal economy, and opportunities for them still mainly lie in the informal sector. The labour market exhibits distinct gender patterns, with women overly represented in the public sector jobs, which offer the lowest salaries, and men predominating in higher-paying technical fields. Women are also underrepresented in upper managerial positions. This occupational segregation, along with the persistence of workplace discrimination, contributes directly to the gender wage gap and impedes inclusive growth.

The ADB country gender assessment (2006) shows that poverty levels are higher among women, who constitute 60% of the poor (UNDP 2005) as they have more difficulties finding employment than do men and at the same time earn less. In the State Program for Poverty Reduction, 2003-2005, the government recognizes that women are particularly vulnerable to poverty. Although enrolment rates for girls are higher than for boys, women are unable to convert their higher education into well-paid jobs and remain less competitive in the labour market. This is partly due to gender stereotypes that trap women in low-paid jobs and emphasize the wage gap between women and men. The recent ADB country gender assessment (2013) shows that the employment gap between women and men in Kazakhstan, remains stable since 2006. During 2008-2012, approximately 66%¹¹ of all women aged 15 and over were economically active,

¹⁰ Programs of education intended to develop students as personalities rather than trained specialists.

¹¹ The percentage of economic active does not translate into unemployment rates, since women in general have a high involvement in the informal sector.

compared with about 77% of all men in the same age group.

Kazakhstan is considered to have a particularly high gender pay gap suggesting the existence of gender discrimination. While the minimum wages has steadily increased since 2005, as of 2010, women's average earnings remain only 66% of what men were making (ADB 2013).

Women are minimally represented in the higher paying jobs in the mining and petroleum industries, which account for 35% of the national GDP. Not only are there legal prohibitions for women against operating heavy machinery, but few women study the subjects in university that would qualify them for these positions in engineering and industrial management (USAID 2010). In sum, women's participation in the national economy is decreasing despite their higher levels of education and they continue to be channelled into lower-paying positions in a relatively limited number of professions (USAID 2010).

Entrepreneurship and business development

Businesses in Kazakhstan is primarily made up by SMEs with 94% of the legal enterprises employing fewer than 51 workers (Agency of Statistics 2011). In 2011, women headed 41% of all SMEs (individual entrepreneurs, legal entities, or farm households). 83% of women's SMEs are individual entrepreneurs, compared to 52% of men's SMEs (ADB 2013). The predominance of women in the agricultural sector and in self-employment or informal employment explains much of the overall high levels of women's poverty (USAID 2010).

Constraints faced by women entrepreneurs in Kazakhstan include a lack of credit, business skills and informations (OSCE 2010).

The Strategy for gender Equality in the Republic of Kazakhstan for 2006-2016, includes measures to promote women's role in business. Likewise, the Action Plan for the Implementation of the Gender Equality Strategy for 2012-2016 includes specific actions to involve women in entrepreneurial activities, through provision of micro credit and training (Republic of Kazakhstan 2005)

Gender Machinery, Policies and Achievements

The national machinery for women's affairs in Kazakhstan was established shortly after independence for improving the status of women, but today has a more expansive mandate that also includes the promotion of gender equality (Country Gender Assessment, Kazakhstan, ADB 2013). Kazakhstan's gender equality policies and the primary institution responsible for implementing them was first created in 1995 as the National Council on issues of Family, Women and Demographic Policy focusing on improving the life of women and children. The Council were transformed in in to the National Commission for Women's Affairs and Family by the presidential decree in 1998 in conjunction with the development of the National Action Plan on Improving the Status of Women for further implementing the Beijing Platform for Action. The Commission is the primary institution for the realization of Kazakhstan's gender equality strategy, and it is tasked with implementing official gender equality policy in the context of Kazakhstan 2030, the national development strategy.

As a parallel structure at the regional level, all regions and the cities of Astana and Almaty have commissions for women's affairs, family and demographic policy. Other key institutions that play a role in the promotion of gender equality include the commissioner for human rights (national human rights ombudsman) and the Human Rights Commission.

The National Action Plan on Improving the Status of Women was adopted in 1999 and the Gender Policy in 2003. A new strategy on gender equality was adopted for the period 2006-2016.

The Kazakhstan Gender Strategy 2006-2016 focuses on the following areas:

1. Provision of real equality of rights and opportunities for both men and women;

2. Achieving gender equality in the public and political spheres;
3. Achieving gender equality in the economy;
4. Teaching gender – legal and gender education;
5. Improving reproductive health of both men and women;
6. Prevention of gender based violence in society;
7. Achieving gender equality in families; and
8. Development of a gender-sensitive public consciousness.

This has have been followed by three “Activity Plans” on implementation of gender policies, the latest covering 2012-2016.

ADB notice that the Government of Kazakhstan has enacted important national policies promoting gender equality, followed by action plans and national programs dedicated to specific issues affecting women in the period between the conduct of gender assessments (2006, 2013). The principles of non-discrimination and gender equality have been clearly articulated and included in the country’s development plans but, according to the ADB, the realization of gender equality goals remains a top-down process characterised by high-level declarative strategies. The country’s progress toward gender equality has not kept pace with its economic accomplishments. Kazakhstan scores consistently high in terms of equal access to education and health outcomes for women, but this is counterbalanced by limited progress in women’s political empowerment and improving women’s access to economic opportunities.

Donors Operating in Kazakhstan

The following donors have been identified as actively supporting the energy sector in Kazakhstan 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 Kazakhstan.

Asian Development Bank (ADB)

The ADB Strategy 2020 commits ADB to support growth through investments in sectors such as transport and energy in line with the Government of Kazakhstan’s priorities. ADB will support Kazakhstan’s energy sector, with the aim of modernizing the country’s energy infrastructure. ADB has assisted with an energy-efficiency diagnostics study and will support efficiency-enhancing investments that will improve competitiveness and reduce greenhouse gas emissions. The support for improving energy efficiency will help reduce carbon emissions and mitigate climate change impacts.

ADB will support application of gender mainstreaming in projects and pilot test innovative approaches to promote gender equality, and build capacity to collect sex-disaggregated economic and social data. Support for municipal services will improve the quality of life of women and men, and assistance for small enterprises will provide livelihood opportunities for women and men (ADB 2012).

European Bank for Reconstruction and Development (EBRD)

The European Bank for Reconstruction and Development (EBRD) supports Kazakhstan’s diversification strategy, financial restructuring, infrastructure modernisation, and implementation of the Sustainable Energy Action Plan (EBRD 2013). The EBRD strategic directions focus on the immediate need of economic recovery and confronting the fundamental transition challenges of Kazakhstan. This includes (a) support of the corporate sector, improving the business environment, and promote modernisation and facilitate growth of SME sector; (b) support growth of private sector enterprises through adequate access to financial services; (c) transformation of the energy sector through implementation of the Sustainable Energy Plan, promoting low-carbon growth and energy efficiency. In accordance with the SGI, EBRD aims to

integrate gender-related projects and technical assistance as appropriate. In line with the MEI Policy, EBRD will seek to design and implement projects to ensure that services and responsiveness to needs of both men and women (EBRD 2013).

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).

United Nations Development Programme (UNDP)

The UNDP supports achievement of the MDGs, energy efficiency, and environmental sustainability in Kazakhstan. The work of UNDP in Kazakhstan are based on the Country Programme Document (CPD) and the Country Programme Action Plan for the period 2010-2015, which is in line with the national priorities and in support of the long-term strategy for the development of the country (Kazakhstan-2030). The programme is focused on three areas: a) Economic and social well-being for all, with particular attention to vulnerable groups; b) Environmental sustainability, focused on the sustainable management of natural resources; mitigation and adaptation to climate change; and preparedness for natural and man-made disasters; and c) Effective governance, focused on promoting and protecting human rights and strengthening democratic institutions.

Part of the UNDP intervention is promotion of energy efficiency and protection of the environment. This includes support to the national partners in implementing the Concept of Sustainable Development of Kazakhstan til 2024, improved environment protection and dissemination of innovative practices in water and land use and biodiversity conservation. UNDP also assists the country's efforts in addressing global warming challenges through promotion of energy saving, water resources conservation and increased use of renewable energy sources including wind energy (www.kz.undp.org).

World Bank (WB) including IFC

The World Bank supports a Joint Economic Research Program, financed by the government, besides assisting governance, infrastructure, and social sector development. The Country Partnership Strategy (CPS) approved in 2012 focuses on the Kazakhstan government's key priorities of competitiveness and jobs; strengthened governance in public administration and service delivery; and the safeguarding of the environment. The World Bank is currently implementing the Justice Sector Institutional Strengthening Project with a component on support the improvement of the capacity of the Institute of Justice and selected agencies for training judges and judicial staff. This includes undertaking institutional assessments, surveys and policy research, and preparing strategies and action plans; and the design and delivery of sensitization training and workshops for judges and other justice stakeholders on social inclusion and gender issues and on other challenges affecting vulnerable groups (www.worldbank.org/projects).

In 2013, the World Bank approved an Energy Efficiency Project focussing on energy-efficient investment in public and social facilities along with technical assistance to create an enabling environment for sustainable energy financing (WB, 2014).

The International Finance Corporation (IFC) fosters private sector-led growth through advice and

investments in the financial sector, manufacturing, and agribusiness. In line with the CPS, IFC's strategy in Kazakhstan focuses on improving access to infrastructure, strengthening the financial sector, and supporting the diversification and competitiveness of the economy. The initiatives include expanding access to finance for micro, small, and medium-sized enterprises (MSMEs) focusing on key industries that form the foundation of sustainable growth and provide affordable goods and services to consumers, create jobs and stimulate the growth of local SMEs.

Other donors

Other donors active in Kazakhstan include the European Union which supports economic reforms, health, and vocational education; the Islamic Development Bank which provides project finance through its public and private sector windows; and bilateral partners including Japan and the United States providing capacity enhancement support. In the absence of a formal development partners' coordination mechanism, informal meetings at heads of agencies and technical levels are regularly held. Sector and thematic working groups of development partners also meet regularly (ADB, 2012). Several project supports have been implemented in coordination and cooperation between donors. For some of the large-scale infrastructure projects this has further required co-financing involving several IFIs operation in Kazakhstan.

Civil Society Organisations Working on Gender

Kazakhstan has an emerging civil society, which is diverse in terms of activities and geographical coverage. Most active CSOs offer services in the social sphere (education, public health, and culture), and to a less extent protect the interests of socially vulnerable groups, or focus on issues of human rights, the environment, and gender policy. Most leaders and staff of NGOs are women. Many women NGOs have been involved in key areas of providing assistance to women's well-being, including promoting women's economic development, helping to implement government programs, and supporting women victims of violence (Asian Social Science Vol. 9, No. 7, 2013).

ANNEX 5: 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 initial secondary data were used to develop a list of the main statistics and other quantitative data to be collected in each of the three cities 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's 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 each of the three cities varied somewhat, because of differences in the three cities in 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.

Local authorities were asked to arrange focus group discussions and select and invite participants based on the criteria mentioned below. It differed in the three cities who had the best contacts to arrange FGDs and the required time to do so. Some FGDs were thus organised by the DH Companies, while others were organised by the City Administration.

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;
- Focus group participants to include members of households living in both low-, 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.

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. The participants from low-cost housing areas included female-headed households. Attempts were made 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 the three cities are first analysed as separate case studies, followed by a comparison of gender-related similarities and differences and drawing of some lessons learned and recommendations coming out of this comparison. The latter are to be used in connection with the planning, implementation and monitoring of future district heating

projects and initiatives.

Further details on the methodology are included in sections 2.2 and 2.3, while limitations are summarised in section 2.4.

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. the Agency on Statistics of the Republic of Kazakhstan; and National Democratic Institute for International Affairs) and different development partners (see Annex 2 for a full list of documents consulted);
- Statistics on population and the socio-economic situation in the three cities of Kyzylorda, Aktau and Semei, 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 three cities of Kyzylorda, Aktau and Semei;
- Staffing data for district heating companies in the three cities of Kyzylorda, Aktau and Semei.

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

Primary Data

An introductory meeting was held with the EBRD office in Almaty. Other primary, qualitative data were collected through interviews and focus group discussions in the three cities of Kyzylorda, Aktau and Semei.

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 (Akimats);
- Relevant departments in the local district heating companies;
- NGOs working on gender issues and/or consumer issues.

Interviews were conducted with 42 persons, 26 women and 16 men. A list of key stakeholders met is included in App 3. This contains further details on the departments and NGOs interviewed in each city.

There were in total 11 focus group discussions (FGDs) in the three cities, six with women and five with men. The FGDs had in total 113 participants, with 68 women and 45 men. The intention was in each city to have four FGDs composed as follows:

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

In addition to gender, the intention was thus to use the heating source (with/without district heating) as the main selection criteria. This was the selection criteria used in Kyzylorda.

However, after arrival in Aktau the team found that nearly all households in the city were connected to district heating. Therefore, it was decided to use low-/average-cost housing area as the main selection criteria in this city. In Semei, attempts were made to use the heating source (with/without district heating) as the main selection criteria, but it turned out to be very difficult to organise FGDs in Semei within the time available. A mixture of the two criteria of heating source and low-/average-cost housing areas was therefore used.

Table 3 below gives characteristics of the participants in the FGDs.

Table 3: Participants in FGDs

City	Characteristics of FGD Participants	Number of Female Participants	Number of Male Participants	Total Number of Participants
Kyzylorda	2 FGDs w. women / men with district heating, from both low- and average-cost housing areas	17	8	25
	2 FGDs w. women / men without district heating, from both low- and average-cost housing areas	8	8	16
Aktau	2 FGDs w. women / men with district heating – from low-cost housing areas	9	13	22
	1 FGD w. women with district heating – from average-cost housing areas	10	-	10
Semei	2 FGDs w. women / men with and without district heating – from low-cost housing areas	16	7	23
	2 FGDs w. women/men with district heating – from average-cost housing areas	8	9	17
Total		68	45	113

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 the three cities. 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 Companies and the City Administrations (Akimats) assisted in organising interviews and FGDs in the three cities, which was much appreciated. Without their kind assistance it would not have been possible to organise all the interviews and FGDs within the 4-5 days the team spent in each city. The organisation of FGDs could only start after the team had had introductory meetings with the City Administration and DH Companies and there was therefore very little time for the City Administration/DH Company to arrange for a venue, contact potential

participants and much follow-up was required from the team. The short time available to organise FGDs meant that in Aktau it was only possible to organise three FGDs, and not four as initially planned. In Semei, it meant that the criteria to select participants had to be adjusted somewhat, as described in section 2.3. Furthermore, participants in some FGDs showed only limited interest in discussing their heating situation and potential issues in this connection. This was particularly the case with the first FGDs in Kyzylorda and these experiences were used when organising and facilitating the next FGDs. Despite detailed discussions beforehand, the DH Companies and City Administrations may also have had some bias when selecting focus group participants.

ANNEX 6: Key stakeholders met*EBRD, Almaty Office*

Bakhtiyor Faiziev, Principal Banker

Abbas Ofarinov, Principal Banker

Raushan Taigulova, Analyst

List of persons met from 20 – 24 May 2014 in Kyzyl-Ordo city in Kazakhstan

Name of person	Name of Institution	Date
Eldos Sontemirov	Advisor of Deputy Akim Kyzyl-Ordo urban Akimat	19.05.2014
Laura Bahramova	Advisor of Deputy Akim Kyzyl-Ordo urban Akimat	19.05.2014
Mamen Baldyrgan Nurtuganovna	Chief of the internal policy department of Kyzyl-Ordo urban Akimat	19.05.2014
Burhanova Roza Aiaganovna	Advisor of Akim Kyzyl-Ordo urban Akimat	19.05.2014
Bekmagametov Askar Uzakbergenovich	Director of KyzylOrdo DHC	19.05.2014
Akjigitov Ardager	Deputy director of Kyzyl-Ordo DHC	19.05.2014
Baikunakov Ruslan	Chief engineer of Kyzyl-Ordo DHC heating network	19.05.2014
Agaidarov Shanizada kamalovich	Deputy director of Kyzyl-Ordo DHC	19.05.2014
Tokmurzaev Uamin Kurmanovich	Chief of staff in Kyzyl-Ordo DHC	19.05.2014
Bekeeva Inna Nalgatovna	Press secretary of Kyzyl-Ordo DHC	19.05.2014
Izimbetov Azis	Specialist of the internal policy department of Kyzyl-Ordo urban Akimat	20.05.2014
Vladimir Tolokonnikov	National cultural Center of Kyzyl-Ordo city, leader of the Russian diaspora	20.05.2014
Altymbetova Zeinep	Board Member of Public Union women association “Batyr ane”	20.05.2014
Bayekeev Maksut Abdulaevich	Deputy Chair of city maslihat (council) and leader of urban branch of “Nurata” leading party of Kazakhstan	20.05.2014
Nasipova Gulnara	City Department of Employment and Social Programs, head of Head of the division on granting and payment of social aid	21.05.2014
Manat Tleuova	City Department of Employment and Social Programs, head of Head of the granting housing aid	21.05.2014
Focus Group Discussion	8 men living in the Multi Dwelling Houses connected to the district heating system in Kyzyl-Ordo city	22.05.2014
Focus Group Discussion with	17 women living in the Multi Dwelling Houses connected to the district heating system in Kyzyl-Ordo city	22.05.2014
Focus Group Discussion	8 women living in individual houses not connected to the district heating system in Tasbeget urbanized village of Kyzyl-Ordo city	23.05.2014
Focus Group Discussion	8 men living in individual houses not connected to the district heating system in Tasbeget	23.05.2014

	urbanized village of Kyzyl-Ordo city	
Ahmetova Rahima Kojobaevna	Advisor of Kyzyl-Ordo oblast Akim	24.05.2014

List of persons met from 26 - 30 May in Aktau city in Kazakhstan

Name of person	Name of Institution	Date
Serik Gusman Gimiranuulu	Director of "Caspiy Zhylu Su Arnasu" of the Department for Energy and Communal Sector of Mangistau Region	26.05.2014
Sinitzskaya Svetlana	Analyst of "Caspiy Zhylu Su Arnasu"	26.05.2014
Asel Sideshova	Manager for Investment Department of "Caspiy Zhylu Su Arnasu"	26.05.2014
Patrisheva Valentina Ivanovna	Head for Marketing and Sale Department of "Caspiy Zhylu Su Arnasu"	26.05.2014
Alibaeva Andyz	Specialist for Personal Department of "Caspiy Zhylu Su Arnasu"	26.05.2014
Kashimat Kuralkankyzy	Communication Specialist of "Caspiy Zhylu Su Arnasu"	27.05.2014
Nurjanova Sanim Kadyrovna	Deputy Director for Economics and Accounting of "Caspiy Zhylu Su Arnasu"	27.05.2014
Bushmina Tatiyana Viniaminovna	Head for Settlement Saving Center of "MAEK"	27.05.2014
Focus Group Discussion with	9 women group living in the old Multi Dwelling Houses in the low part of Aktau city	28.05.2014
Utegaliev Bakytzhan Esbolovich	Head of Energy Communal and Housing Department in Mangistau Oblast Akimat	29.05.2014
Shakabaeva Sholpan Rzaevna	Chief of Mangistau Oblast Statistic Committee	29.05.2014
Korchagina Ludmila Arkadiyevna	Head of division for granting the Direct Social Aid (AFC in kaz)	29.05.2014
Nauruzbaeva Mariya	Head of division for granting the Housing Aid	29.05.2014
Kamaggametova Gulnara	Chairperson of Condominium in Housing and Communal Services Office	29.05.2014
Raphikova Nikar Malikovna	Leader of Public Union for Protection Consumer Rights	29.05.2014
Focus Group Discussion	10 women group living in the Multi Dwelling Houses with an average income level in Aktau city	30.05.2014
Focus Group Discussion	13 men group living in the Multi Dwelling Houses with low income level in Aktau city	30.05.2014

List of persons met from 02 – 05 June 2014 in Semei city, Kazakhstan

Name of person	Name of Institution	Date
Orazbaev Erlan Mubarakovich	Director of State Communal Enterprise "Teplokummunenergo"	02.06.2014
Buyjuldinova Mereuert Amirtaevna	Head of personal department of State Communal Enterprise "Teplokummunenergo"	02.06.2014
Galanina Margarita	Office manager of State Communal Enterprise "Teplokummunenergo"	02.06.2014
Murashov Evgeniy Sergeevich	Head for dispatching department of State Communal Enterprise "Teplokummunenergo"	02.06.2014
Kalbagaev Dauletkhan	Head for labor protection and occupational	02.06.2014

Name of person	Name of Institution	Date
Tokenovich	safety division of State Communal Enterprise "Teplokummunenergo"	
Kolbin Victor Nikolaevich	Public representative for city Akim	02.06.2014
Djetypasbaeva Gauhar Baltabekovna	Head for customer department of State Communal Enterprise "Teplokummunenergo"	03.06.2014
Focus Group Discussion	8 women with district heating from average income HHs living in the new Semei district	04.06.2014
Hoschanov Ashat Toleugazievich	Deputy Akim of Semei City	04.06.2014
Focus Group Discussion	9 men with district heating from average income HHs living in the new Semei district	04.06.2014
Focus Group Discussion	16 women with and without district heating from low income HHs living in urbanised village Shurbinsk outside of Semei.	05.06.2014
Focus Group Discussion	7 men with and without district heating from low income HHs living in urbanised village Shurbinsk outside of Semei.	05.06.2014
Plesovskih Ada Federovna	Leader of Public Union of War and Labor Veterans	05.06.2014
Smailova Galiya Jakypovna	Head of internal policy department of Akimat	05.06.2014
Asia Tolokadyrovna	Chief Specialist of financial and budget planning department of Akimat	05.06.2014

ANNEX 7: Interview guide

Guide to Interviews and Focus Group Discussions (FGDs)

Gender Assessment District Heating Services, Kazakhstan

The gender assessment in relation to district heating (DH) covers three cities, Kyzylorda, Aktau and Semei.

1. STATISTICS AND OTHER QUANTITATIVE DATA TO BE COLLECTED

Attempts are to be made to collect the following information for each of the three 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 female-headed households, if such data are available (for example from the City Social Protection Department)
- Average monthly household income and expenditure data for 2013 (or for 2012, if data are not yet available for 2013)
- The poverty level, including sex-disaggregated data, if possible
- The poverty criteria
- The main sources of income for men and for women in the three cities (there may be no statistics; if this is the case, this question should be asked during relevant interviews)

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 Akimat/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 all cities; where relevant, it would be 1-2 interviews)
- Consultants that have conducted the DH feasibility studies, where relevant and possible (not relevant for Kyzylorda); EBRD has provided some contacts, but they may only be for Semei

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 FGDs 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

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 cities of Kyzylorda, Aktau and Semei. We are visiting all three cities here in May and June to collect information and views and will prepare and finalise a report in July.

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 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

- 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?
- 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 Kyzylorda, Aktau and Semei. We are visiting all three cities here in May and June to collect information and views and will prepare and finalise a report in July.

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 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? What is the approximate cost of a connection?
- 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?
- 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?

FOCUS GROUP DISCUSSIONS WITH WOMEN AND MEN WITH 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 Kyzylorda, Aktau and Semei. We are visiting all three cities here in May and June to collect information and views and will prepare and finalise a report in July.

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 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 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 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 WITHOUT 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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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 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 this would cost (for the connection and the monthly bill)? (get more information by mentioning the average connection cost and the 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: 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 caused by human interference.
Climate mitigation	Actions to reduce the sources or increase the sinks of greenhouse gases.
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.

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.