
Gender Assessment

FP010: De-Risking and Scaling-up Investment in Energy Efficient Building Retrofits

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Annex VIc

Armenia: De-Risking and Scaling-up of Investment in Energy Efficient Building Retrofits Brief Gender Assessment

I. Introduction

This assessment aims to provide an overview of the gender situation in Armenia, identify gender issues that may be relevant to the project, and to examine potential gender mainstreaming opportunities. The assessment was based on available data from studies conducted by the Government of Armenia, donor agencies, and multilateral development banks.

II. Energy Efficiency in the Building Sector

Armenia is highly dependent on energy imports mostly from Iran and the Russian Federation to sustain its energy needs as they have no proven reserves of oil or natural gas.¹ Its dependency on energy imports is aggravated by the poor use of energy resources, and aging power generation plants. To address the core of this energy challenge, the government approved in 2007 the National Program on Energy Saving and Renewable Energy (NPESRE) which highlights the critical importance of renewable energy and identifies a broad range of energy-saving measures to be undertaken by various economic sectors including the building sector.²

The unsustainable energy use in buildings intensifies development, security and climate-related challenges:³

- About 30% of households in Armenia are energy-poor, where energy poverty (often called 'fuel poverty') is defined as households spending more than 10% of their budgets on energy.
- 45% of apartments in multi-family buildings have indoor temperatures in winter below 19°C (i.e. below established international standards for human occupancy).⁴
- 50% of energy use in buildings depends on imported fossil fuels.
- 24% of CO₂ emissions come from energy use in buildings.
- Over 50% of energy can be saved via energy efficient retrofits.

According to the NPESRE, with proper thermal insulation of residential and municipal buildings, a reduction in energy consumption of up to 30% can be achieved or an annual energy saving potential of about 4.02 million Gcal.

II. Existing Gender Inequality

In 2014, the population in Armenia reached 3 million and women accounts for more than half of the total population (52.78%). Female-headed households represent 37.1% in 2010.⁵ Literacy

¹ Asian Development Bank. Country Partnership Strategy, Armenia 2014-2018. December 2014. <http://www.adb.org/sites/default/files/institutional-document/153661/cps-arm-2014-2018.pdf>.

² USAID. National Program on Energy Saving and Renewable Energy of Republic of Armenia. 2007. http://www.ase.org/sites/ase.org/files/national_program_english.pdf

³ GCF Funding Proposal, 15 September 2015.

⁴ US Department of Labor. https://www.osha.gov/pls/oshaweb/owadisp.show_document?p_table=FAQ&p_id=118

⁵ World Bank. Gender Equality Data and Statistics. Armenia. <http://datatopics.worldbank.org/gender/country/armenia>.

rate of women ages 15 years old and higher is the same as men (about 99.7% in 2011). More girls attend secondary school than boys (100:119).⁶

Even with high literacy rate, Armenia is still strongly influenced by traditional gender roles and norms that designate women responsible for maintaining the home and childcare. Studies on usage of time reveal that women spent five times more time on housework or other unpaid work than men. Women are not regarded as decision-makers in the public sphere that such traditional views lead women to accept discrimination as a “normal” part of life.⁷ The notion that men are usually breadwinners seems to influence decisions around hiring and promotion, but it is not reflective of the fact that women head almost a third of Armenian households.

The seats held by women in national parliaments represent only 10.7% (2014). Out of the 18 ministries in 2013, only seven ministries have women minister/deputy minister and in the Ministry of Energy and Natural Resources, there was no woman as head since 2010.⁸ In the Constitutional Court, there is only one woman member since 2010.

Women borrow more compared to men for reasons such as home construction, health, emergencies, school fees, weddings, and funerals. Women borrow more for health and medical purposes (18%) than men (9%). Sources of borrowing are financial institutions, private informal lender, family or friends. There is no gender inequality on access to these sources but men are more likely to come up with emergency funds (25%) compared to women (17.5%).

Employment is male-dominated in industry (73.8%), construction (96.4%), transportation, information and communication (82.8%); and financial, real estate, professional, scientific, technical, administrative and support activity (56.5%). This suggests that women may not have equal benefits with men from job creation and employment opportunities in these sectors. Women employment is in public administration, education, human health, and social work (62%), agriculture (58%); and trade, repair, accommodation and food services activities.⁹ Given this distribution in employment opportunities, female share of graduates are in education (83%), health (77%), humanities and art (66%); and social science, business and law (57%). Female unemployment rate as percentage of labour force is higher (21%) compared to male unemployment rate (17%).

Violence against women, mostly referring to domestic violence, is considered a serious problem in Armenia.¹⁰ This is a form of gender-based violence (GBV) and there is no legislation that specifically addresses this issue. In 2013, crimes on serious physical injuries are committed by men and there were no convictions.¹¹ Armenia has not signed or ratified the Council of Europe Convention on preventing and combating violence against women and domestic violence which came into force on 1 August 2014.¹²

⁶ UNESCAP. Statistical Yearbook for Asia and the Pacific 2014. p.10.

http://www.unescap.org/sites/default/files/ESCAP-SYB2014_0.pdf, Statistical Yearbook for Asia.

⁷ USAID. Gender Assessment USAID/Armenia. 2010. http://pdf.usaid.gov/pdf_docs/Pdacr978.pdf

⁸ National Statistical Service of Republic of Armenia. Women and Men in Armenia 2014.

http://www.armstat.am/file/article/gender_09.10.2014.pdf.

⁹ Ibid., p.118.

¹⁰ USAID. Gender Assessment USAID/Armenia. 2010. http://pdf.usaid.gov/pdf_docs/Pdacr978.pdf.

¹¹ National Statistical Service of Republic of Armenia. Women and Men in Armenia 2014.

http://www.armstat.am/file/article/gender_09.10.2014.pdf.

¹² Council of Europe. Chart of signatures and ratifications of Treaty 210. http://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/210/signatures?p_auth=XNywEMSD

Through the years, there were several indices developed to quantify the concept of gender inequality. The United Nations Development Programme (UNDP) uses Gender Inequality Index (GII) and Gender Development Index (GDI).¹³ GII is a composite measure that shows inequality in achievement between women and men in reproductive health, empowerment and the labour market while GDI measures achievement in human development in three areas: health, education, and command over economic resources. The GDI considers the gender gaps on human development between men and women.

Armenia has a GII of 0.325 (2013) and ranks 60th out of 148 countries suggesting that about 32.5% was the combined loss due to gender inequalities on achievement to reproductive health, empowerment and labour market participation. The GDI value (2013) is 0.994 indicating that the gender gap in human development in areas of health, education, and command over economic resources (represented by estimated earned income) is very minimal (less than 1%). The world average GDI value is 0.92.

The Global Gender Gap Index (GGGI) of the World Economic Forum examines the gap between men and women in four categories: economic participation and opportunity, educational attainment, health and survival; and political empowerment.¹⁴ Out of 142 countries, Armenia's rank based on GGGI in 2014 is given below:

Description	Score	Rank
Economic participation and opportunity	0.648	82
Educational attainment	1.0	31
Health and survival	0.933	142
Political empowerment	0.068	123
GGGI	0.662	103
Source: The Global Gender Gap Report 2014	Inequality = 0.00 Equality = 1.00	

Results indicate high gender inequality in political empowerment. The overall GGGI trend in Armenia from 2006 to 2014 shows minimal improvement.

The Organization for Economic Cooperation and Development (OECD) developed the Social Institutions and Gender Index (SIGI), a composite index that scores countries (i.e., 0 to 1) on 14 indicators grouped into five sub-indices: discriminatory family code, restricted physical integrity, son bias, restricted resources and assets, and restricted civil liberties to measure the discrimination against women in social institutions across 160 countries. The 2014 SIGI value for Armenia is 0.236 suggesting that discrimination against women is high.¹⁵

III. Legal and Administrative Framework Protecting Women and Promoting Gender Equality

Article 14.1 of the Constitution (1995) provides for the equality of men and women before the law and prohibits discrimination on the basis of sex.¹⁶ The 2003 Criminal Code (Article 143) also

¹³ United Nations Development Programme. Human Development Reports. <http://hdr.undp.org/en/content/table-4-gender-inequality-index>.

¹⁴ World Economic Forum. The Global Gender Gap Report 2014. Country Profiles. http://www3.weforum.org/docs/GGGR14/GGGR_CountryProfiles.pdf.

¹⁵ OECD. Social Institutions and Gender Index 2014. Country Profiles. <http://genderindex.org/country/armenia>.

¹⁶ National Assembly of the Republic of Armenia. The Constitution of the Republic of Armenia (with amendments). 1995. <http://www.parliament.am/parliament.php?id=constitution&lang=eng>.

prohibits gender discrimination.¹⁷ The Labour Code, adopted on 9 November 2004 sets forth gender equality on remuneration (equal pay for equal work) and considers gender discrimination and sexual harassment in the workplace as gross violation of labour discipline.¹⁸ The Labour Code allows pregnant women full wages while on maternity leave from 140 days and up to 180 days in the event of twins. Pregnant women and women caring for children below one year old are guaranteed workplace protection from dismissal, placement in equivalent position upon return from maternity leave, and rights to a flexible schedule. It is prohibited to employ or put these types of women in hazardous conditions.

On 13 September 1993, Armenia ratified the 1981 UN Convention on the Elimination of All forms of Discrimination against Women (CEDAW) and the 2000 Optional Protocol on violence against women on 14 September 2006.¹⁹ Armenia is a member of the Council of Europe and has signed the 1950 European Convention on Human Rights on 25 January 2001 and ratified the same on 26 April 2002.²⁰

In June 2013, the Law on Equal Rights and Equal Opportunities for Men and Women went into force. This law defines the concepts and terms related to gender equality, sexual harassment, concrete forms of direct and indirect discrimination; development and implementation of national gender equality policy and programmes, and its evaluation and monitoring through the collection of statistics. The adoption of the law was met with oppositions specifically on the use of “gender” defined by the law as an “acquired, socially fixed behavior of persons of different sexes.”²¹ Protests from the opponents of the law were launched demanding to remove the definition of gender but no amendments were made and in November 2013, the Council on Women’s Affairs (CWA) under the Office of the Prime Minister, called for its full implementation and condemned harassment of women’s NGOs right after the law was adopted.

CWA is an interagency consultative body created in 2000 and re-organized in 2009 to enhance the status of women and to provide equal opportunities for men and women. CWA coordinates the implementation of strategic and short-term programs on gender equality, sex-based discrimination and issues on GBV. On 19 November 2014, Council on Men and Women Equality Affairs was established under Prime Minister’s Decree N 1152-A as a national mechanism for coordinating and ensuring equal rights and opportunities for men and women in all aspects of public life.²²

The Gender Policy Concept Paper approved on 18 February 2010 describes the directions and strategies of a national policy on gender equality. On 20 May 2011, the Gender Policy Strategic Action Plan for 2011-2015 was approved outlining the implementation strategies in six critical

¹⁷ Criminal Code of the Republic of Armenia.

<http://www.parliament.am/legislation.php?sel=show&ID=1349&lang=eng#7>.

¹⁸ ILO. National Labour Law Profile: Republic of Armenia. http://www.ilo.org/ifpdial/information-resources/national-labour-law-profiles/WCMS_158891/lang-en/index.htm.

¹⁹ UN Treaty Collection. https://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-8&chapter=4&lang=en and UN Women. <http://www.un.org/womenwatch/daw/cedaw/states.htm>.

²⁰ Council of Europe. Chart of signatures and ratifications of Treaty 005. http://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/005/signatures?p_auth=s9uNDfa4.

²¹ ADB. Armenia Country Gender Assessment. 2014. <http://www.adb.org/documents/armenia-country-gender-assessment>.

²² The Government of the Republic of Armenia. Councils. <http://www.gov.am/en/councils/>.

areas identified in the Gender Policy: power and decision-making, socioeconomics, education, health, culture and public information, GBV and human trafficking prevention.²³

In 2011, gender has been considered in the government planning at the levels of province (*marz*) and within the city planning in Yerevan by creating standing committees on gender issues.²⁴ The standing committees develop annual action plans on gender equality and GBV identifying the activities for implementation and introducing local gender policy.

Despite these efforts to embrace gender equality, it does not appear adequate to bring about the fundamental and vital change in the mindsets and practices as shown in the gender statistics collected by research and international organizations including women NGOs.

In the Global Leaders' Meeting on Gender Equality and Women's Empowerment on 27 September 2015, Armenia committed to ensure the effective implementation of the law on equal rights and opportunities of women and men, and to ratify the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence.²⁵

IV. Gender Issues in Energy Efficiency

Due to Armenia's high dependence on energy imports, users become vulnerable to fluctuating energy prices, reliability of supply, and potential supply gaps. In 2013, more than half of the population (64.2%) live in the urban areas and 32.3% of the urban population are below the national poverty line.^{26,27} Provision of space heating in residential and public buildings will be a challenge in terms of affordability and reliability. According to the World Bank, about 15% of the disposable income of poor households accounts for energy use.²⁸ Electricity costs were particularly high for education buildings and many schools close down during winter since they cannot provide adequate space heating.²⁹ Given the demographics in Armenia, women suffer more from these impacts than men.

One of the major reasons for unemployment is family circumstances (82.3%) and most of the unemployed women represents widowed, divorced, single and married.³⁰ Given the role of women in Armenia and the higher female unemployment rate, this suggests that most women spend more time at home. Literacy rate is high and thus, women can play a key role in household energy use and energy efficiency projects that if given the opportunity can make and influence decisions to improve the situation. With appropriate information and awareness, they can also educate and shape their children's future energy consumption habits. Many women

²³ Republic of Armenia Gender Policy Strategic Action Plan for 2011-2015.

http://www.un.am/res/Gender%20TG%20docs/national/2011-2015_Gender%20Policy_NAP-Eng.pdf.

²⁴ ADB. Armenia Country Gender Assessment. 2014. <http://www.adb.org/documents/armenia-country-gender-assessment>.

²⁵ Commitment Statement at the Global Leader's Meeting on Gender Equality and Women's Empowerment. New York, 27 September 2015.

<http://www.unwomen.org/~media/headquarters/attachments/initiatives/stepitup/commitments-speeches/armenia-stepitup-commitmentstatement-201509-en.pdf?v=1&d=20151005T172650>.

²⁶ UN Data. Country Profiles. Armenia. <http://data.un.org/CountryProfile.aspx?crName=ARMENIA>.

²⁷ UN Data. Statistics. Population below national poverty line.

http://data.un.org/Data.aspx?d=MDG&f=seriesRowID%3A582#_10

²⁸ World Bank Group-Armenia Partnership April 2015. Country Program Snapshot.

<http://www.worldbank.org/content/dam/Worldbank/document/Armenia-Snapshot.pdf>.

²⁹ GCF Funding Proposal, 15 September 2015.

³⁰ National Statistical Service of Republic of Armenia. Women and Men in Armenia 2014. pp. 126-127. http://www.armstat.am/file/article/gender_09.10.2014.pdf.

are interested in energy-efficiency projects but the limited or lack of awareness prevent them from adopting new energy saving technology and efficiency options.³¹

While there have been projects to improve energy supply and energy efficiency as well as gender assessments that have been conducted for Armenia, there has not been any comprehensive assessments on how gender is implicated in these projects or measurements of benefits that women received.³² In addition, energy efficiency projects have been assumed that men and women benefit in the same way.

In 2006, the Government of Armenia (GoA) established the Renewable Resources and Energy Efficiency Fund which aims to facilitate investments in energy efficiency and renewable energy based on the provisions set forth in the 2004 Law on Energy Efficiency and Renewable Energy.³³ There have been studies to monitor the social benefits of the energy efficiency projects they funded but there were no sex-disaggregated data to reflect gender balance on social benefits.³⁴

The World Bank granted \$10.66M to Armenia in 2012 mainly on energy efficiency investments in public facilities. This support allowed for the implementation of energy-efficiency retrofits in 44 facilities that reduced energy consumption by 216 million kilowatt-hour during the economic life of the investments made, and showed an average energy savings of up to 50% during the 2013-2015 winter season.³⁵ There were no published sex-disaggregated data on the implications of these energy efficiency projects.

To demonstrate that there is no gender inequality in benefits from energy efficiency projects, it is important to recognize the value of establishing the baseline data. Collection of sex-disaggregated data can show if there is gender equality on access to credit, extension, and training. It will be an opportunity for this project to collect baseline sex-disaggregated data from past and ongoing energy efficiency projects in Armenia not only on benefits but also on access to social and financial capital to initiate small-scale changes in energy efficiency.

Ministry of Nature Protection (MoNP) is the Executing Entity of this project and will be accountable to UNDP for managing the project, including the monitoring and evaluation of project interventions, achieving project outcomes and for the effective use of UNDP resources. Also, collaboration memoranda will be signed between the GoA, the Municipality of Yerevan, European Investment Bank, and UNDP. No assessment was done for MoNP on their institutional capacity to manage or deal with gender issues relevant to energy efficiency projects.

In 2011, standing committees on gender-related issues were created at the levels of regional administration (*Marzpetaran*) and in the 12 districts of Yerevan to assist in introducing gender policy in communities and in developing annual gender policy action plan.³⁶ With this initiative,

³¹ ADB. Armenia Country Gender Assessment. 2014. <http://www.adb.org/documents/armenia-country-gender-assessment>.

³² Ibid, p.73.

³³ Armenia Renewable Resources and Energy Efficiency Fund. <http://r2e2.am/en/about-us/>.

³⁴ <http://r2e2.am/en/2011/06/studies/>

³⁵ World Bank Group-Armenia Partnership April 2015. Country Program Snapshot. p.16. <http://www.worldbank.org/content/dam/Worldbank/document/Armenia-Snapshot.pdf>.

³⁶ UN Women. National Review of Armenia. http://www.unwomen.org/~media/headquarters/attachments/sections/csw/59/national_reviews/armenia_review_bei_jing20.ashx?v=1&d=20140917T100717.

the Municipality of Yerevan must have built the capacity in managing gender issues. The project will be an opportunity to recognize that collection of sex-aggregated baseline data is critical in monitoring the development impacts of energy efficiency projects.

V. Recommendations

Prior to implementation of building retrofit works, MoNP will collect available secondary data from past and ongoing energy efficiency projects in Armenia that can be used to establish baseline and in setting targets to address gender equality particularly on access to finance, training, and other benefits.

During project implementation, qualitative assessments can be conducted on the gender-specific benefits that can be directly associated to the project. This can be incorporated in the annual Project Implementation Report, Mid-Term Report, and Terminal Evaluation. Indicators to quantify the achievement of project objectives in relation to gender equality may include men and women who had access to affordable capital for energy efficiency retrofits, number of men and women employed from the jobs created by the project, training opportunities, knowledge management and information dissemination.