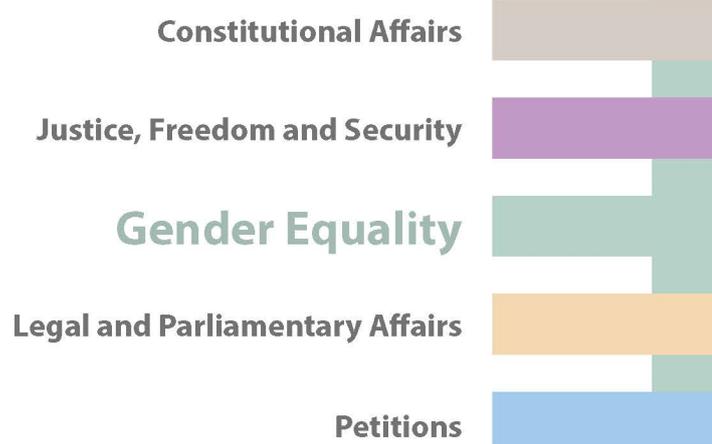


DIRECTORATE-GENERAL FOR INTERNAL POLICIES

POLICY DEPARTMENT **C**
CITIZENS' RIGHTS AND CONSTITUTIONAL AFFAIRS



The Gender Dimension of Climate Justice

In-depth Analysis for the FEMM Committee



DIRECTORATE GENERAL FOR INTERNAL POLICIES
POLICY DEPARTMENT C: CITIZENS' RIGHTS AND
CONSTITUTIONAL AFFAIRS

WOMEN'S RIGHTS & GENDER EQUALITY

The Gender Dimension
of Climate Justice

IN-DEPTH ANALYSIS

Abstract

Upon request by the FEMM Committee, the European Parliament's Policy Department for Citizens' Rights and Constitutional Affairs examined the concept of Climate Justice. The analysis explains how climate justice could help to address the issues faced by women as a result of climate change in international and European climate policy. The research showed that both the UN and the EU should step up their commitments and actions to improve the participation of women in decision-making on climate change mitigation and adaptation policies and should do more to make their climate policies gender-sensitive.

This study was commissioned by the Policy Department for Citizen's Rights and Constitutional Affairs at the request of the FEMM Committee

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LIST OF ABBREVIATIONS

- BPfA** Beijing Platform for Action
- COP** Conference of Parties
- DEVE** Committee on Development
- DG CLIMA** Directorate General Climate Action
- EIGE** European Institute for Gender Equality
- ENVI** Environment, Public Health and Food Safety Committee
- EU** European Union
- NGO** Non-governmental organisation
- SDG** Sustainable Development Goal
- TEU** Treaty on European Union
- TFEU** Treaty on the Functioning of the European Union
- UN** United Nations
- UNFCCC** United Nations Framework Convention on Climate Change

EXECUTIVE SUMMARY

- From 30 November to 11 December 2015, the 21st Conference of Parties (COP) to the United Nations Framework Convention on Climate Change (UNFCCC) will be held in Paris. The goal of COP21 is to adopt a new international agreement on climate change which binds all states to keep global warming below 2°C. The European Parliament is participating in COP21. A delegation of ENVI Committee members will represent the Parliament during the conference.
- Since 2007, there has been more attention at international level to the human aspects of climate change. During international negotiations, climate change has primarily been addressed as an economic and technical problem. However, civil society has started to raise awareness that it is also a socio-economic issue, which affects people's lives. The concept of Climate Justice has been used to draw policymakers' attention to the lack of consideration for the human aspects. Attention has also been drawn to the under-recognised gender aspects of climate change and the policies introduced to address it. Although climate change is often assumed to be gender neutral, there is evidence that women and men are affected differently. Existing gender inequality created by cultural roles and more limited access to education, resources and ownership make women, especially in developing countries, particularly vulnerable. This can be explained by the dependency of these women on natural resources and their traditional household roles and caring responsibilities. Besides being victims, women have a key role to play in finding solutions, yet are underrepresented in (inter)national negotiations and policy making on climate change.
- At the UN level, the issue of gender equality has been taken up in some of the documents addressing climate change. The attention to and inclusion of the gender dimension in UN documents only started in 2009. In some of the preparatory documents for COP21, references to gender equality are included. However, the inclusion of the gender perspective in UN documents is not consistent and therefore needs to be improved.
- The EU has also adopted some documents addressing climate change with a gender perspective. In certain Council Conclusions and resolutions from the Parliament, the gender dimension has been included as a relevant aspect for EU climate change policy. With the objective of sustainable development in mind, the Commission has combined climate change policy and development cooperation. However, although climate change policies have sometimes been related to the objectives of gender equality or sustainable development in documents from the institutions, references to gender equality have so far not been incorporated in the EU position for COP21, which reduces the effectiveness of the other documents.
- In order to create a gender-sensitive climate policy, changes have to be made at UN, EU and national level. Civil society and policy makers play an important role in raising awareness and drawing public attention to the gender aspects of climate change. In addition, women's participation in negotiations and decision-making needs to increase on all levels, both through representation in government delegations and through women's rights organisations. The gender aspects of climate change need to be firmly included in climate change policy on all levels because of their decisive effect on the success of sustainable development and the mitigation of climate change. Their implementation can be enhanced by including local women in the implementation and execution of these policies.

1. INTRODUCTION: WOMEN AND CLIMATE CHANGE

KEY FINDINGS

- Due to their weaker, more vulnerable social-economic position, women are **differently and sometimes more seriously affected** by climate change than men. On the other hand, women tend to have a smaller ecological footprint and propose different solutions to climate change than men.
- The concept of **climate justice** aims not only at drawing attention to these differences. It also raises awareness that climate change is not just a technical or economic problem but influences people's lives. Consequently, among those advocating for climate justice, there are also groups that focus on the **gender aspects of climate change**. These groups want to convince policy makers to create a gender-sensitive climate change policy.
- Women are **underrepresented in official decision-making** with regard to measures addressing climate change and in international climate change negotiations. Besides, women's rights organisations have not always had the **chance to participate** during international negotiations on climate change.

1.1. How women are affected by climate change

In the last few years, the academic literature has shown that men and women are differently affected by climate change. This is mainly the case in poor and developing countries. Women are the worst affected by climate change because they are over-represented amongst the **world's poorest people**, which reduces their possibilities to protect themselves and their families against the negative consequences of climate change. Women are even more vulnerable, especially in developing countries, because they do not have the same access to resources, education, job opportunities and land as men. Furthermore, women are still responsible for the majority of caring and household tasks and the production of food for the family.¹ Social and cultural norms also influence women's vulnerability to climate change due to the gendered division of labour, mobility, roles in the household and participation in political and economic decision making.² Consequently, existing **gender inequality** makes women more vulnerable than men in relation to the consequences of global warming. If these differences between men and women are not taken into account in climate policies, there is a risk that there will even be an **increase in gender inequality** because climate change will make the position of women yet more difficult.

There are a number of problems women encounter due to climate change:

- **Water:** In many countries, women are responsible for collecting water for the family. If there is less water due to drought, women have to travel longer distances in order to find water. This will influence the workload of women and the time they have for

¹ Gill Allwood, 'Gender mainstreaming and EU climate change policy', in: Weiner, Elaine and Heather MacRae (eds): 'The persistent invisibility of gender in EU policy', European Integration online Papers (EIoP), Special Issue no. 18 (2014), p.2.

² Geraldine Terry, 'no climate justice without gender justice: an overview of the issues', Gender and Development, no.1 (2009), p.7.

other tasks or work. There is also a risk that young girls have to quit school in order to help their mothers to collect water.³

- **Agriculture:** climate change can influence agriculture, for example via a temperature raise, more extreme weather, drought etc. Crops and livestock can be very sensitive to changes in the climate.⁴ This can have the effect that it is no longer possible to produce a certain crop in a certain geographical area. In developing countries, many women work in agriculture or are responsible for producing food for the family. With this local agriculture women usually depend on natural resources. Due to a **lack of economic resources**, these women cannot invest in an irrigation system which makes them dependent on the rain. The accessibility of natural resources is influenced by climate change. If the harvest fails or diminishes due to climate change, these women will earn **less money** and will also have **less food** for their families. This will also influence the health of women and their families.
- **Diseases and health:** the rise in temperature, but also floods, can have the effect that more diseases will occur. This will affect women because they still have the main caring responsibilities and will therefore devote more of their time to these caring tasks. For instance, there can be an increase in malaria mosquitos due to the rise in temperature and/or more rain. Pregnant women are more vulnerable to diseases such as malaria⁵ and bad hygienic conditions can badly influence menstrual periods and maternal health. Climate change can also cause an increase in heat related deaths, more respiratory allergies, mental health problems and additional stress.⁶ Furthermore, polluting practices like forest fires and the dumping of toxic chemicals in the sea or rivers contributes to climate change but also influences the health of the (local) population. Due to climate change, there can be a lack of (clean) water which can have an influence on hygiene for women. When there is a lack of water, water will be first used as drinking water and for cooking. There will be less water or only old water available for cleaning and sanitation, which influence the hygienic living conditions of people.⁷ This can increase the risk of disease. Moreover, in the aftermath of natural disasters, there is also a higher risk of an increase in disease because the hygiene has decreased due to bad living conditions.
- **Disasters:** Climate change can result in more extreme weather and natural disasters. In general, disasters have more female than male victims. There are a number of reasons for this. One of the reasons is the lower socio-economic status of women.⁸ Poor women can, for example, **not afford protective measures** against natural disasters. Moreover, the traditional role of women as caretakers makes it more difficult for women to flee because they also have to **protect children or the elderly**. Furthermore, their chances of survival are also influenced by the **traditional roles** of women in society, such as the fact that not all women learn how to swim, that women wait for their husbands or families before they leave the house, or that traditional clothing restricts the mobility and speed of women.⁹ Due to the lack of financial resources of (poor) women, they also have **more difficulty to recover and**

³ http://www.atria.nl/eazines/IAV_606069/IAV_606069_2010_24.pdf.

⁴ <http://gendercc.net/gender-climate/agriculture.html>.

⁵ Irene Dankelman, Presentation Public Hearing Women and Climate Change, <http://www.europarl.europa.eu/document/activities/cont/201110/20111019ATT29752/20111019ATT29752EN.pdf>.

⁶ <http://static1.squarespace.com/static/559d276fe4b0a65ec3938057/t/55f6fe81e4b02545cc71df30/1442250369603/wen-briefing-net2.pdf>.

⁷ <http://www.undp.org/content/dam/aplaws/publication/en/publications/environment-energy/www-ee-library/water-governance/resource-guide-mainstreaming-gender-in-water-management/IWRMGenderResourceGuide-English-200610.pdf>.

⁸ Geraldine Terry, 'no climate justice without gender justice: an overview of the issues', Gender and Development, no.1 (2009), p. 8.

⁹ <http://static1.squarespace.com/static/559d276fe4b0a65ec3938057/t/55f6fe81e4b02545cc71df30/1442250369603/wen-briefing-net2.pdf>.

rebuild their lives after a disaster. In addition, in the aftermath of disasters, there is also a **higher risk of sexual violence against girls and women**.¹⁰

These problems can have the effect that women have no choice but to migrate. If climate change makes it impossible to live and work in a certain area and there are no solutions available, **people are forced to migrate**. The migration can also be a result of natural disasters. Migration can take place via two forms: either only the man of the family migrates or the women themselves migrate (with their family). Male migration leads to additional pressures for the women. In the case that the men leave, **women have to take over men's responsibilities**. At the same time, **they do not have the same access to ownership rights and resources** as men would have, which creates an additional burden for women.¹¹ When women (and their families) migrate, they are exposed to serious threats and dangers such as violence.

1.2. How women influence climate change

Besides the difference in how men and women are affected by climate change, there may also be a difference in the extent to which women and men contribute to global warming, especially the emission of greenhouse gases. It has been suggested that **women may have a smaller ecological footprint** due to differences in consumption. For example, women may consume less meat, drive shorter distances, use public transport and consume less energy than men.¹²

In the 2012 report on Women and the Environment from the European Institute for Gender Equality (EIGE), it is suggested that men and women may also **think differently about solutions** for global warming. Based on the results of population surveys, women are more willing to accept that they have to make changes in their personal lives to reduce the effects of climate change.¹³ Women are also more likely to buy products from environmentally friendly companies and to pay a higher price for these products. They also try to choose low carbon practices. Men, on the other hand, prefer technical solutions such as electric cars. Men were also more open to the use of nuclear energy as an alternative source of energy while women did not support nuclear energy due to the higher risks. In addition, women did **not favour fiscal measures** such as a higher tax on energy. This can be explained by the fact that women usually have a lower income than men and therefore have less money for energy.¹⁴

1.3. The concept of Climate Justice

1.3.1 Climate Justice

One of the problems with current climate change and emissions reduction policy is that climate change is regarded as a **technical and scientific problem**. It is not people-orientated, which makes it more difficult to include gender equality and human rights in the policy making addressing climate change. In order to change this orientation, the concept of Climate Justice has come into existence. The concept of Climate Justice was originally invented and used in the 1980s and 1990s, but experienced a revival in 2007 in the run up

¹⁰ EIGE report, ' Review of the Implementation in the EU of area K of the Beijing Platform for Action: Women and the Environment, Gender Equality and Climate Change, Luxembourg: Publication Office of the European Union, 2012, pp. 19-20.

¹¹ <http://gendercc.net/gender-climate/migration.html>.

¹² Ibidem, pp. 21-31.

¹³ EIGE report, ' Review of the Implementation in the EU of area K of the Beijing Platform for Action: Women and the Environment, Gender Equality and Climate Change, Luxembourg: Publication Office of the European Union, p.22, and Pew Research Center, Global Concern About Climate Change, Broad Support for Limiting Emission, November 2015, <http://www.pewglobal.org/2015/11/05/2-public-support-for-action-on-climate-change/>.

¹⁴ Ibidem, pp.28 and 33.

to the COP15 in Copenhagen. There are many differences with regard to the perspectives and groups involved with Climate Justice. However, Climate Justice can be understood as "*linking climate change with human rights and development to **achieve a human-centred approach, safeguarding the rights of the most vulnerable and sharing the burdens and benefits of climate change and its resolution equitably and fairly***".¹⁵ The aim behind the Climate Justice concept is to achieve recognition in (international) climate change policies that climate change is not only a technical and environmental problem, but also a problem which has socio-economic effects.¹⁶

1.3.2 Gender Climate Justice

The concept of Climate Justice can also be applied by focusing on the gender dimension. Within this specific movement, NGOs, academics and activists draw attention to **the different needs of men and women** in the development of climate policies¹⁷. Many climate change policies have either not included a gender perspective, or gender equality is considered to be irrelevant, especially where policies, such as the reduction of greenhouse gas emissions, are technically oriented.¹⁸

The gender dimension of climate justice could help to put more emphasis on gender aspects in the creation of new climate change policy. Questions of gender equality have started to become part of climate negotiations since COP13. During the **Bali COP13 conference** activists introduced the slogan: "no climate justice without gender justice".¹⁹ Furthermore, a network of women for climate justice was established at this conference. The network offered possibilities for organisations and NGOs to organise activities on women's needs and climate justice.²⁰ Since Bali, some other gender equality oriented programmes have been adopted, including the **Lima Work Programme on Gender** which was adopted during COP20. These policy documents related to gender and climate change are discussed in more detail in Chapter 2.

Thanks to the activism and lobbying activities from women's rights organisations, the gender aspects of climate change are beginning to be recognised during international climate negotiations and can be found in some policy documents. However, there is **still much that needs to be done in order to have policies adopted that can protect women** against the consequences of climate change.

1.4. Women's participation in decision making on climate change policy

1.4.1 International level

One of the reasons why the gender dimension of climate justice has found only little attention is the fact that women are underrepresented in climate change policy making and negotiations, both as representatives of governments and of civil society organisations. Women should be part of the decision making in order to make this process a proper

¹⁵ Mary Robinson Foundation for Climate Justice, 'Climate Justice Baseline', July 2013, pp. 10, <http://www.mrfcj.org/media/pdf/ClimateJusticeBaseline.pdf>.

¹⁶ Ibidem, pp. 10-13, <http://www.mrfcj.org/media/pdf/ClimateJusticeBaseline.pdf>.

¹⁷ See among others: Hans Rosling, [The magic washing machine](#), 2010.

¹⁸ Emmeline Skinner, Gender and Climate Change Bridge Overview Report, November 2011, p.3, http://docs.bridge.ids.ac.uk/vfile/upload/4/document/1211/Gender_and_CC_for_web.pdf.

¹⁹ Geraldine Terry, 'no climate justice without gender justice: an overview of the issues', Gender and Development, no.1 (2009), p. 15.

²⁰ Minu Hemmati and Ulrike Röhr, Engendering the climate-change negotiations: experiences, challenges, and steps forward, Gender & Development, no.1 (2009), p. 24.

representation of the world's population. Female representatives are also necessary to address the issues and needs of women with regard to climate change.

During the first ten United Nations Framework Conventions on Climate Change (UNFCCC), the COPs from 1995 to 2005, only a very low number of women's civil society organisations participated. This was due, on the one hand, to the complicated system of participation, and, on the other hand, to the fact that the gender aspects of climate change were not recognised as relevant during these COPs.²¹ It is noteworthy that the women's organisations that did participate had an important role during the negotiations. These women were in contact with the different groups during the conference and were able to **build bridges** between these groups, for example developed and developing countries.²²

While government delegations still consist mainly of men, the **participation of women** is slowly increasing. However, the number of women who are heads of delegation is still low and has not changed much. Most of these delegations are headed by ministers or a head of state.²³ In many cases these positions are occupied by men. Consequently, women are not properly represented at the highest level of negotiations. Based on data collected by the Global Gender Office²⁴, women are more likely to be part of the climate change negotiations via NGOs and women's rights organisations than via government delegations. Moreover, only 12% of heads of national environmental ministries were women in July 2015.²⁵

Women from both developed and developing countries should be recognised as stakeholders not only because of their activities in agriculture and as entrepreneurs but also as consumers of products such as energy. As stakeholders, women should be able to have a say in or an influence on climate change policies. Moreover, the knowledge and experience of women can be useful for policy makers. In particular, the experiences of local women from developing countries with climate change can show the importance of including gender equality in climate change policies. If there were more attention to the needs of women with regard to climate change in policy making, more sustainable solutions could be found for men and women alike.

In the literature, women are often described as **victims but they are also agents of change**. Women can help to create and execute strategies related to aspects of climate change, including projects with regard to deforestation, energy use and disaster preparation.²⁶ There have been **good practices** in many countries in which the involvement of women led to a better execution of, for example, deforestation or drought programmes.²⁷ These projects also give possibilities for the empowerment of women due to their participation in the local community on these topics. Therefore, women should not only be included in the decision making but also in the execution of **climate resilience**

²¹ Minu Hemmati and Ulrike Röhr, Engendering the climate-change negotiations: experiences, challenges, and steps forward, *Gender & Development*, no.1 (2009), p.27.

²² Ibidem, p. 28.

²³ EIGE report, ' Review of the Implementation in the EU of area K of the Beijing Platform for Action: Women and the Environment, Gender Equality and Climate Change, Luxembourg: Publication Office of the European Union, p.35.

²⁴ The Global Gender Office is a body of the organisation "International Union for Conservation of Nature (IUCN)". The Global Gender Office provides assistance to the IUCN members, commissions and networks by providing innovative approaches, technical support, policy development and capacity building, ensuring that gender equality is central to sustainable environmental solutions. For more information, see: <http://genderandenvironment.org/about/mission>.

²⁵ https://portals.iucn.org/union/sites/union/files/doc/eqi_factsheet_decision_making_web_sept2015.pdf

²⁶ Lorena Aguilar, Women and Climate Change: vulnerabilities and adaptive capacities, 2009, http://www.worldwatch.org/files/pdf/SOW09_CC_women.pdf#.

²⁷ For examples of these goods practices, see World Bank, 'Gender and Climate Change; three things you should know, 2011, pp.9-11. http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2013/03/28/000356161_20130328163643/Rendered/PDF/658420REPLACEM00Box374367B00PUBLIC0.pdf#page=11.

policies since this can have a positive effect not only on the position of the women but also on the execution and effectiveness of the policies.

1.4.2 Participation at national and local level

International climate change agreements and policies made at the international level have to be implemented on the national and local level. **Women working in ministries or communities in a decision making position** can be involved in the implementation process of such agreements. In 2005, research was conducted in four EU Member States on the participation of women in decision-making on climate change issues at national and local level. The results differed widely: in Italy, women had almost no decision-making position in the field of environmental competences; in Germany, women were present on the local level but less so at the higher level. In Sweden and Finland, women were quite equally represented in decision-making positions.²⁸ As seen in the previous paragraph, the involvement of women in the implementation of climate change policies can have positive effects, both for the execution of the policy and the **empowerment of the women**. The implementation of climate change policies therefore also offers possibilities for women, especially in developing countries, to become more active in local politics and thereby give local women a voice. Policies on the local level can have an effect on the lives of people which makes it important to also include women in the execution of these policies.

1.4.3 Decision making in the private sector

Besides the inclusion of women in international climate change negotiations and national decision making, it is also important to look at the extent to which women are involved in the decision-making of energy and transport companies. Since these companies have a major influence on global warming, it is interesting to see how many women are parts of these organisations. The representation of women on the boards and in management positions of energy and transport companies is quite low. A study in Germany, Sweden and Spain from 2010 shows that in Germany only 2%, in Spain 8% and in Sweden 18% of the board and management positions in the energy sector were occupied by women.²⁹ Also in other sectors closely associated with the influence on climate change, such as the oil sector, women only have a minor share of the board and management positions. More women are working in the renewable energy sector. However, in this sector too, the boards usually consist of mainly men.³⁰

²⁸ EIGE report, ' Review of the Implementation in the EU of area K of the Beijing Platform for Action: Women and the Environment, Gender Equality and Climate Change, Luxembourg: Publication Office of the European Union, pp.36-37.

²⁹ Carlsson-Kanyama, A., Ripa Juliá, I. and Roehr, U., 2010, 'Unequal representation of women and men in energy company boards and management groups: Are there implications for mitigation?', *Energy Policy*, 38(8), pp. 4737-4740.

³⁰ EIGE report, ' Review of the Implementation in the EU of area K of the Beijing Platform for Action: Women and the Environment, Gender Equality and Climate Change, Luxembourg: Publication Office of the European Union, pp.38-41.

2. THE INCLUSION OF GENDER CLIMATE JUSTICE IN POLICY MAKING

KEY FINDINGS

- At the **UN level**, the gender aspects of climate change have been addressed in the **Beijing Declaration and Platform for Action (BPfA), the UNFCCC's Decisions 36/CP.7 and 23/CP.18 and the Lima Work Programme on Gender**. Most of these documents are on the participation of women in decision-making. However, since 2014, more attention has also been given to other gender issues related to climate change.
- The EU institutions have made references to gender equality in **Council Conclusions** and in **resolutions based on own-initiative reports** from the European Parliament. The Commission does not mention gender equality directly but incorporates **sustainable development** in climate change policies. However, references to men's and women's different needs are missing in legally binding instruments and in the EU position for COP21.

2.1. UN level

At the UN level, the role of women in policies tackling climate change has been addressed in the 1995 **Beijing Declaration and Platform for Action** from the 4th World Conference on Women. Its **Critical Area of Concern K (Women and the Environment)** has three strategic action points: K1 Involve women actively in environmental decision-making at all levels, K2 Integrate gender concerns and perspectives in policies and programmes for sustainable development, and K3 Strengthen or establish mechanisms at the national, regional and international level to assess the impact of development and environmental policies on women.³¹ Governments have to take the necessary steps to reach these goals.

There are also some climate change policy documents which mention gender equality. One of the first documents to include a gender perspective was **Decision 36/CP.7 on improving the participation of women in the representation of Parties** in bodies established under the United Nations Framework Convention on Climate Change or the Kyoto Protocol. This decision was created at COP7 in 2001 and aims at increasing the number of women in the representation by pressuring governments to take women into account as potential candidates. In 2012 at COP18, **Decision 23/CP.18** reiterated and strengthened decision 36/CP.7³²: It also established the gender dimension of climate change as a standing item on the agenda of the COP conferences. Moreover, the UNFCCC Secretariat was called upon to organise a workshop at the COP19 conference on gender balance in the UNFCC negotiations.

The next important step for the gender dimension of climate justice was COP20 in Lima in 2014. At this conference, **the Lima Work Programme on Gender** was adopted (**Decision 18/CP.20**). This two-year work programme does not only pressure for gender equality in the representation of Parties but also **promotes gender sensitivity in developing and implementing climate change policy, in short it aims at a gender-responsive climate change policy**. The program draws the attention of delegates to the gender aspects of climate change. In addition, the programme requested the UNFCC

³¹ Beijing declaration and Platform for Action, 1995, K.

³² https://portals.iucn.org/union/sites/union/files/doc/unfccc_draft_compilation_of_decisions_june_2015.pdf.

Secretariat to draft a report on how it had implemented decisions with a gender approach. This report should be ready before the COP21 meeting.³³

These documents are the only official UN decisions addressing the gender dimension of climate change. However, references to the different needs of men and women can also be found in other documents. **The Cancun agreement** from COP16 included several references to gender issues and thereby recognised that gender (equality) has to be taken into account with the implementation of climate action.³⁴

Furthermore, the preparatory documents for COP21 also include references to gender differences. The **draft negotiation text from January 2015** mentions gender and gender equality several times. In some articles, the gender equality phrase is negotiable while in others the reference is part of the article. For example, article 12bis states that: "[All Parties [and stakeholders] shall [ensure **respect for human rights and gender equality** in the implementation of the provisions of this Agreement], [in all climate change related actions, respect, protect, promote, and fulfil human rights for all. All Parties **shall be guided by gender equality and ensure the full and equal participation of women in all climate actions and decision-making processes (...).**]"³⁵

In the draft negotiation text from June 2015, there are also some (negotiable) references to gender equality.³⁶

Besides the draft texts of the agreement, there are also additional documents addressing gender equality in the preparation of COP21. **The UNFCCC Secretariat published a report** about the **gender composition for the COP21** conference. It includes the gender composition of the constituted bodies, the bureau and party delegates. Within the constituted bodies, the composition has not changed in most cases or has even declined. **The representation of women among the constituted bodies is still low**, in average; most constituted bodies consist of 70% men and 30 % women. The composition of the Bureau has also not changed in comparison to 2014 and also consists of only 30% of women. The number of female delegates from states during the preparatory events for COP21 was about 40%.³⁷ Consequently, there much still needs to be done to ensure equal participation of women in the COP conferences.

2.2. EU level

2.2.1 Gender Climate Justice in EU Policies

The EU has been very active in the field of climate change. Several directives have been adopted in the field of climate change, for example, Directive 2012/27/EU on Energy Efficiency. In most EU documents concerning climate change policy there are **no references to gender or gender equality**.

Gender equality has been part of the EU's values and objectives for a long time. It has been included in article 2 and 3 of the Treaty of the European Union (TEU). Article 8 of the Treaty on the Functioning of the European Union (TFEU) obliges the Union to mainstream equality between men and women in all its activities. Based on this article, EU climate change policies should also include a gender perspective and contribute to gender equality.

³³ Decision 18/COP 20, Lima work programme on gender, 2014.

³⁴ EIGE report, ' Review of the Implementation in the EU of area K of the Beijing Platform for Action: Women and the Environment, Gender Equality and Climate Change, Luxembourg: Publication Office of the European Union, p.36.

³⁵ UNFCCC, Negotiating text, February 2015.

https://unfccc.int/files/bodies/awg/application/pdf/negotiating_text_12022015@2200.pdf.

³⁶ UNFCCC, Negotiating text 11 June 2015, http://unfccc.int/files/meetings/bonn_jun_2015/in-session/application/pdf/adp2-9_i3_11jun2015t1630_np.pdf.

³⁷ UNFCCC, report on gender composition, 21 September 2015, <http://unfccc.int/resource/docs/2015/cop21/eng/06.pdf>.

However, in practice, the different needs of men and women are hardly represented in EU climate change policy. Moreover, the documents for the EU position for the upcoming COP21 conference, make almost no mention of gender equality.

There are various reasons why gender equality has not been part of the EU climate change policy and the COP21 position. In most EU documents, climate change is represented as a **problem of energy security, competitiveness or security threats**. The EU's climate change policy is focused on the EU's role as a global actor. The EU's climate change **solutions are market, technological and security orientated**.³⁸ For example, the reduction of greenhouse gases, promotion of alternative (green) sources of energy or the use of biofuels are technical, business and consumer orientated. Consequently, EU climate policy does not take a human focused approach, apart from the consumer aspects. One of the exceptions in the EU climate policy was the Council Conclusions from November 2009 and June 2012, which did take a human-centred approach which allowed for the inclusion of a gender dimension (these conclusions are discussed in more detail in section 2.2.2). This can be explained by the fact that respectively Sweden and Denmark were at that time assuming the Presidency of the Council. Gender equality is an important right and objective for these countries and was therefore put on the Council agenda.³⁹ In addition, the European Parliament has also adopted documents including references to gender equality in climate change policy. These documents from each different institution are discussed below.

2.2.2 The Council

The Council of the European Union has adopted on three occasions conclusions about climate change including a gender perspective. Firstly, the **Council Conclusions on Climate Change and Development** from 17 November 2009. In paragraph 8 of these conclusions, the Council recognised the **human dimension of climate change**, including the gender dimension and the higher risks faced by poor people. Also, in article 6, the Council calls on the Commission and the Member States to support programmes that contribute to a low carbon economy. In these support programmes, special attention should be given to gender equality and women's empowerment.⁴⁰

Secondly, **the Council Conclusions of 25 June 2012 on "Gender equality and the environment: enhanced decision-making, qualifications and competitiveness in the field of climate change mitigation policy in the EU"** recognised that women and men are differently affected by climate change and that a **gender equality perspective should be applied in the field of EU climate change policy**.⁴¹ Moreover, the Council stressed on the one hand the need to improve gender quality in decision-making in climate change policy. Moreover, it raises the point that the number of women with relevant scientific qualifications and women participating in the highest scientific bodies of **the energy and transport sector** should be increased⁴². The Council calls on the Member States and the European Commission to undertake the following **actions**: aim at a balanced representation of women in decision-making in the field of climate change mitigation, support women in science and technology, eliminate gender stereotypes, reduce barriers to improve women's access to the highest scientific bodies, promote the exchange

³⁸ Gill Allwood, 'Gender mainstreaming and EU climate change policy', in: Weiner, Elaine and Heather MacRae (eds): 'The persistent invisibility of gender in EU policy', European Integration online Papers (EIoP), p. 9.

³⁹ Ibidem, p.10.

⁴⁰ Council Conclusions of 17 November 2009, on Climate change and development, article 6 and 8, http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/gena/111283.pdf.

⁴¹ Council Conclusions of 25 June 2012 on Gender Equality and the environment: enhanced decision-making, qualifications and competitiveness in the field of climate change mitigation policy in the EU, point 3.

⁴² See for more information on women and transport in: European Parliament, Policy Department Citizens' Rights and Constitutional Affairs, [Women in the green economy: the issue of mobility](#), 2012.

of best practices between the Member States, integrate the principle of gender mainstreaming in EU climate change policies, and monitor gender quality in the field of climate change.⁴³ In addition, the Council adopted the four indicators developed by the European Gender Equality Institute (EIGE) in relation to the review of the implementation of area K of the Beijing Platform for Action.

Thirdly, the **Council Conclusions on the EU position during COP21** made a reference to gender equality. In paragraph 18, the Council stresses, amongst others, the importance of **human rights, gender equality, a gender-sensitive approach**, a just transition of the work force, education and awareness raising in EU climate action.⁴⁴

2.2.3 The European Parliament

The European Parliament has made a number of references to the gender dimension of climate change in resolutions, opinions and reports. In the **Resolution of 29 September 2011 on "Developing a common EU position ahead of the United Nations Conference on Sustainable Development (Rio+20)"** gender equality is addressed twice. The Parliament called for an emphasis at the Rio+20 summit to discuss other issues such as **poverty, health and gender equality** because these problems have to be taken into account with climate change policy. Furthermore, the Parliament called for the monitoring of the effects of the **financing** (of a "global green economy/low carbon economy) on gender balance in order to ensure gender-sensitive financing.⁴⁵

The Parliament also adopted a **resolution on the Role of Women in the Green Economy of 11 September 2012**, which is based on a report of the Committee on Women's Rights and Gender Equality (FEMM) and which is based fully on a human and gender equality perspective.⁴⁶

The same goes for the **resolution on Women and Climate Change**, which also adopted a climate justice and gender sensitive approach. In this latter resolution, the Parliament acknowledged the difficulties women encounter due to climate change. It called on the Commission and the Member States to recognise the gender dimension of climate change, to integrate a gender perspective in EU climate change policies, and to develop a principle of climate justice.⁴⁷ The resolution is focused on the gender aspects of climate change and shows how the gender dimension could be better included in EU climate change policies.

The related FEMM **report on Women and Climate Change** showed that, based on gender inequality in a number of other areas, women are in an even more vulnerable position with regard to the negative consequences of climate change than men. Gender inequality can increase if it is not taken into account in climate change policies. The report also notes that as well as being victims, women are also agents of change. Assistance to women to resolve

⁴³ Ibidem, point 13-24.

⁴⁴ Council, Preparation for the 21th session of the conference of the Parties (COP 21) to the United Nations Framework Convention on Climate Change (UNFCCC) and the 11th session of the meeting of the parties to the Kyoto Protocol (CMP 11), Paris 2015, 18 September 2015, <http://www.consilium.europa.eu/en/press/press-releases/2015/09/18-conclusions-un-climate-change-conference-paris-2015/>.

⁴⁵ European Parliament, Resolution of 29 September 2011 on developing a common EU position ahead of the United Nations Conference on Sustainable Development (Rio+20), <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//NONSGML+TA+P7-TA-2011-0430+0+DOC+PDF+V0//EN>.

⁴⁶ European Parliament, Resolution of 11 September 2012 on the Role of women in the green economy, <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//NONSGML+TA+P7-TA-2012-0321+0+DOC+PDF+V0//EN>.

⁴⁷ European Parliament, resolution 20 April 2012 on women and climate change, <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//NONSGML+TA+P7-TA-2012-0145+0+DOC+PDF+V0//EN>.

the problems caused by climate change should therefore be accompanied by measures empowering women, for example by giving them a role in local decision-making or by giving women the resources to become entrepreneurs. Furthermore, the report calls for the gender mainstreaming of EU climate policies and for the collection of gender-disaggregated data in order to see whether progress is made.⁴⁸ The report is focused on the concept of Climate Justice with a view to raising awareness and fully including the gender dimension of climate justice in EU policymaking.

The **resolution of 26 November 2014 on the 2014 UN Climate Change Conference- Cop 20 in Lima, Peru**, contains one reference to gender equality. Paragraph 45 stressed the need to include gender equality in climate actions and to focus particularly on supporting poor and marginalised people and communities. In addition to this paragraph, the resolution also emphasised the incorporation of sustainable development and poverty reduction in climate policies (para. 8 and 54).⁴⁹

By way of conclusion, it can be said that, on the one hand, based on these resolutions and reports, the European Parliament has paid more attention to the human aspects of climate change, climate justice and the gender dimension of climate justice than the other institutions. On the other hand, gender equality and climate justice are not part of all the documents adopted by the European Parliament related to climate change policy. The **report towards a new international agreement in Paris**, adopted by the Committee on the Environment, Public Health and Food Safety (ENVI), for example, did not include references to gender, climate justice or sustainable development. The opinion of the Committee on Development (DEVE) on this report included references to climate justice and sustainable development but not to gender equality.

2.2.4 The European Commission

Within the European Commission, DG CLIMA is involved in EU climate policy. This DG has, just like every other Commission DG, a gender focal point. However, DG Justice is responsible for gender equality within all EU policies and encourages officials to take gender equality into account in the specific policies. Despite this coordinating structure in place, gender equality has not been included so far in climate change policies. In Commission documents about climate change mitigation policy, there are almost no references to gender equality.

However, already in 2003, the Commission published a **communication about combining climate mitigation policy with development cooperation**. In this communication, the Commission acknowledged that climate change was not only an environmental problem but also a development problem since it largely affected poor developing countries due to their dependence on natural resources. The Commission also underlined that developing countries have the least capacity to protect their populations against the negative consequences of climate change and will therefore suffer most from these consequences.⁵⁰ In the communication, gender equality and the empowerment of women is mentioned as one of the Commissions' development goals. By combining climate

⁴⁸ European Parliament, FEMM, Report Women and Climate, 2012, <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//NONSGML+REPORT+A7-2012-0049+0+DOC+PDF+V0//EN>.

⁴⁹ European Parliament, Resolution of 26 November 2014 on the 2014 UN Climate Change Conference- Cop 20 in Lima, Peru, <http://www.europarl.europa.eu/sides/getDoc.do?type=TA&language=EN&reference=P8-TA-2014-0063>.

⁵⁰ European Commission, Climate Change in the Context of Development Cooperation, 11 March 2003, p.3, https://ec.europa.eu/europeaid/sites/devco/files/communication-climatechange-com200385-20030311_en.pdf.

change policies with development cooperation, the development goals must also be taken into account in the adoption and implementation of EU climate change policies.⁵¹

Nevertheless, in the current Commission documents, references to gender equality are hard to find. **The Commission Communication on the Paris Protocol - a blueprint for tackling global climate change beyond 2020** of March 2015, does not include any references to gender equality or climate justice. There are, however, references to sustainable development,⁵² suggesting that the Commission does aim to focus more on the human aspects of climate change, and not only on the technical aspects.

Notwithstanding the lack of direct references to gender equality, some other references in the Commission documents could support women affected by climate change, for example in **the Commission Communication on A Global Partnership for Poverty Eradication and Sustainable Development after 2015**. In this communication, the Commission presented poverty reduction objectives such as stimulating trade, bringing about change through science and technology, and stimulating the effective use of public and private finance.⁵³ Measures for eradicating poverty positively affect women, since they make up the majority of the poorest people in the world. Reducing poverty means making women more resilient to the negative consequences of climate change.

⁵¹ Ibidem, pp. 13 and 22.

⁵² Commission Communication on the Paris Protocol- a blueprint for tackling global climate change beyond 2020 of March 2015, http://ec.europa.eu/clima/policies/international/paris_protocol/docs/com_2015_81_en.pdf.

⁵³ European Commission, Communication on A Global Partnership for Poverty Eradication and Sustainable Development after 2015, 5 February 2015, https://ec.europa.eu/europeaid/sites/devco/files/com-2015-44-final-5-2-2015_en.pdf.

3. THE WAY FORWARD

KEY FINDINGS

- At the **UN level**, the combination of climate change policy with **sustainable development goals** can help to improve the vulnerable position of women in developing countries. The UN should, however, put more effort into ensuring the **participation of women** during international climate change negotiations.
- The EU institutions could take several actions to make the EU climate change policy more gender-sensitive:
 - The **legislative and budgetary authorities**, the Council and Parliament, could ensure that European laws include a gender perspective and that funds are spent with the vulnerable position of women in mind.
 - Furthermore, the **Parliament** should continue to raise awareness in its resolutions regarding the different needs of men and women when it comes to climate change mitigation policies. The **Council** should ensure that gender equality is included in the EU's negotiating positions and that best practices are shared between Member States.
 - The **Commission** should use its powers to include gender equality in its legislative proposals from the outset by consulting relevant stakeholders. The Commission should make sure that gender equality is kept in mind during negotiations, and that EU climate change policy goes hand in hand with the implementation of the Sustainable Development Goals.
 - **Member States** should increase awareness about the gender aspects of climate change and promote the participation of women.

As seen in the previous chapters, Climate Justice and the gender aspects of climate change have become important topics for which awareness has increased, especially at UN level. At the same time, there is still a lot to be done to ensure the inclusion of climate justice and gender equality in international, regional and national climate change policy. Moreover, these policies must be implemented in practice in order to make a real change for men and women affected by the negative consequences of global warming. On the basis of the literature review and in terms of conclusions from the previous chapters, this chapter looks at what needs to and can be done at international and EU level with a focus on women. At EU level, indications are given for each institution separately. Thereafter, actions that need to be taken by Member States and civil society are discussed.

3.1 UN level

Since climate change is a global problem, much needs to be addressed and decided at international level. Climate change programmes will not work unless all countries are participating. It is therefore also important **to adopt a gender equality perspective not only in decision-making procedures in Europe but also on the international level**. The UN should continue its work that started with the Lima Work Program by recognising climate justice and especially the gender aspect thereof as an important topic, which has to

be an integral part of all negotiations leading to the adoption of concrete measures addressing climate change.

In this respect, the UN should take a leading role through stressing the importance of respecting men's and women's different needs in UN legal documents, not only regarding the equal participation of women in the negotiations but also for a gender-sensitive climate change policy.

More references, in addition to the Lima Work Program on Gender, are necessary to show the gravity of the issue. Moreover, due to its important international role, the UN is able to and **should set examples** for the regional, national and local level by including gender equality in its climate change policies.

Women in developing countries are most affected by the negative consequences of climate change. The vulnerable position of women in relation to climate change stems from their weaker social-economic position, especially in developing countries. This position is created by the lack of equality in other fields, including: cultural traditions and access to resources, ownership and education. Poverty is also one of the main reasons for women's vulnerability to climate change. Therefore, the inclusion of gender equality in climate change policies will be a decisive factor in meeting the challenges related to women's vulnerable position when the climate changes.

The UN **Sustainable development goals** (SDGs) provide for possibilities to address the issues which are at the root of the weaker social-economic position of women. According to UN Women, sustainable development is: *"an economic, social and environmental development that ensures human well-being and dignity, ecological integrity, gender equality and social justice for now and in the future"*.⁵⁴

The Agenda 2030, which includes the 17 SDGS, was adopted in September 2015 by the international community and aims at eradicating poverty and achieving sustainable development. While other SDGs are focused on creating a sustainable environment, for example via agriculture, sustainable energy, the proper use of oceans, seas and marine resources, and by protecting forests, there are a few sustainable development goals with particular potential to improve the social-economic position of women:

- SDG 1: End poverty in all its forms everywhere;
- SDG 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all;
- SDG 5: Achieve gender equality and empower all women and girls.⁵⁵

Via SDG goals 1, 4 and 5 problems such as unequal access to education, resources and ownership can be addressed, thereby allowing women to gain a **stronger economic position**. At the same time, as set out above, women's vulnerability to the negative consequences of climate change would be reduced if women had a stronger economic position. This would allow those women, for example, to invest in an irrigation system which would make them less dependent on natural resources. Due to the significant effect the SDGs could have on the vulnerable position of women in developing countries, **the UN should pressure states to implement the SDGs and monitor the results of implementation**. The combination of the use of Sustainable Development Goals and the

⁵⁴ UN Women, World Survey on the role of women in development: Gender Equality and Sustainable Development, 2014 p.26.

⁵⁵ <https://sustainabledevelopment.un.org/content/documents/211617%20Goals%2017%20Partnerships.pdf>.

inclusion of gender equality in climate change policies can improve the socio-economic position of women and give possibilities for empowerment and participation in decision-making. It is therefore very important that states implement and try to reach the aims set in the SDGs.

A major issue which has been included in many UN decisions about gender and climate is the **participation of women in decision-making**. Even with these decisions, women are **still underrepresented at the UN level**. Not only in the government representations but also in UN and UNFCCC bodies such as the Bureau, the number of women is still low.

Furthermore, **women's rights organisations** have not always had **the chance to participate** in negotiations concerning climate change, especially before 2009, or the groups were not able to address their issues and had to organise other events on gender equality alongside the official conference⁵⁶. The UN should show to states that the participation of women in decision-making is important and should therefore let more women participate in negotiations both in its own bodies and via civil society organisations. The UN can also pressure states to increase the participation of women in national delegations.

Moreover, the UN should take the experiences and knowledge of local women into account in policy making. When stakeholders are consulted, it is not only the opinions of high placed officials and academics that should be requested, but also those of the male and female victims of climate change. Their experience can help to develop a more gender sensitive policy.

Furthermore, in its international agreements, the UN should insist that States do not only involve women in the negotiations but also in **the implementation and execution** of environmental policy at national and local level. As previously discussed in chapter 1, there have been good practices of cases where women were included in the execution of environmental policy. In this way, the knowledge and experience of local women can be used to ensure that the policy becomes effective. This can also prevent a situation where agreements and in particular their gender aspects, are adopted but not implemented in practice.

The UN should also use its bodies **to raise awareness** about women and climate change. Based on the adopted decisions and especially the Lima Work Programme, awareness of the gender aspects of climate change has been growing at UN level. Given its importance as an international actor, the UN could influence States Parties to accept that women are differently affected by climate change than men. This could also have a positive effect on the participation of women in international climate change negotiations and the acceptance of the concept of Gender Climate Justice.

3.2. EU level

The EU committed itself in the Treaties to contribute to sustainable development and the protection of the environment. In article 2 TEU, it is stated that the EU shall work for sustainable development and for a high protection of and improvement of the quality of the environment.⁵⁷ Moreover, environment protection requirements must be integrated and

⁵⁶ Minu Hemmati and Ulrike Röhr, Engendering the climate-change negotiations: experiences, challenges, and steps forward, *Gender & Development*, no.1 (2009), pp. 22-25.

⁵⁷ Treaty on European Union, article 2.

implemented in other EU policies and activities, especially with regard to sustainable development.⁵⁸ From there, it has to be concluded that the Member States require the EU to adopt high objectives for the protection of the environment. It is time that these high requirements were combined with the objective for equality between men and women for a successful EU climate change policy. The following section sets out how each institution can contribute to a gender-sensitive climate change policy.

3.2.1 The European Parliament

The European Parliament can use its position in the legislative procedure to address the issue of gender equality in EU climate change policy. When Parliament is involved in the adoption of environmental directives, it could **propose amendments** that ensure the inclusion of the human dimension in general and of the gender equality aspects in particular in a certain piece of legislation. In these circumstances, the Parliament will give the right example to other institutions by showing that Climate Justice can be an integral part of EU policy. Adopting amendments and resolutions can also show the other institutions that a gender-sensitive climate change policy is an important issue which needs to be addressed in legislation. In this way the Parliament can convince the other institutions to include gender-sensitivity in legally binding EU documents. When gender equality is used as a norm in binding legal instruments, it can have an effect in both the EU Member States and EU external policy.

In addition to these legally binding instruments, the Parliament can also adopt soft law instruments which can assist in pressuring the other institutions to create a gender-sensitive EU climate change policy. The **resolutions** adopted by the Parliament on the basis of **own-initiative reports** can encourage the Commission, the Council and the Member States to take gender equality into account when creating new climate directives or when determining the EU position for international negotiations.

Furthermore, both the legally binding resolutions and the resolutions based on own-initiative reports can also serve to raise awareness among the institutions about the gender equality aspects of climate change and the need to address these issues in climate change policy. A **hearing** organised by the Parliament, similar to the 2011 Public Hearing on Women and Climate Change, could provide insight into the state of play and activities of the different stakeholders. In addition, the opinions and know-how of the experts could be used for policy making.

The Parliament could also use its **budgetary control competences** to ensure that **EU climate mitigation financing** protects human rights and especially gender equality. The Parliament could insist on requirements in the budgetary policy for climate mitigation financing, such as the respect for human rights and equality between men and women or the application of financing for local female victims of climate change. It could, furthermore, ask the Commission to monitor whether respect for gender equality in climate mitigation financing is used in practice.

3.2.2 The Council

The role and influence of the Council during **the ordinary legislative procedure** provide for the possibility to include gender sensitivity in EU climate change legislation, even if it has not been part of the Commission's original proposal. The same goes for those areas of

⁵⁸ Treaty on the Functioning of the European Union, article 11.

EU environment policy, such as measures affecting town and country planning and water management, for which **the special legislative procedure** and unanimity in the Council are still applicable.⁵⁹ In the latter cases also, the Council should make sure that gender equality would be enhanced through the particular piece of legislation and becomes part of the solution.

The Council has already taken gender equality into account in some of the Council's conclusions on climate change (see the previous chapter for more details). This is a good practice and the Council should therefore continue to give attention to gender equality in its conclusions, independently from the Member State holding the presidency. The Council should ensure that gender equality becomes an integral part of the Council's climate change conclusions.

Presently, since gender is not an issue incorporated in the discussions on climate change in the Council, the few gender-sensitive conclusions have less effect. Moreover, if gender is only mentioned in Council Conclusions but never used in the **final position for international negotiations**, the documents that adopt a gender perspective will remain empty words. Disregarding gender equality in its official positions, the Council and consequently also the EU, send out the wrong message that gender equality is not an important issue for climate change policy.

Furthermore, the Council should also agree that the final agreement of the international negotiations will be implemented in each Member States to ensure its effect in practice. In this respect, the Council could also encourage the exchange of **best practices** among the Member States on how to implement a gender-sensitive climate policy. This could be helpful to make the implementation of climate change policies in general and of gender equality in particular more successful.

3.2.3 The European Commission

In the EU, the Commission has an important role in climate change policy. While environment policy is a shared competence, the Commission can make **proposals** for legislation in the field of climate change.⁶⁰ It is therefore the task of the Commission to put forward proposals for directives and EU positions which include a gender equality perspective or are **gender-sensitive**. Besides, since gender equality represents one of the values of the EU mentioned in article 2 TEU and following the obligation of Article 8 TFEU to mainstream equality between men and women into all policy areas, the Commission must ensure that gender equality is taken into account when it makes proposals for legislation in general and in addressing climate change in particular.

Moreover, the Commission should **cooperate closely with relevant stakeholders** in the preparation of EU laws. Women's rights organisations could provide useful insight for the Commission into what actions need to be taken to create a gender-sensitive EU climate change policy. The actions that need to be taken can be included in the proposals for legislation. Consequently, consultation with stakeholders provides an opportunity to ensure that proposals for EU climate change legislation address the needs of women.

Furthermore, the Commission often **represents the EU on the international level**. Consequently, the Commission should represent the values of the EU during international

⁵⁹ Treaty on the Functioning of the European Union, article 192, paragraph 2.

⁶⁰ Treaty on the Functioning of the European Union, article 191-193.

climate negotiations. With regard to the EU's position as a large contributor to development cooperation and aid, the Commission should be able to include gender equality in these negotiations. For example, the Commission could require that countries have to implement a human rights based and gender sensitive climate change policy in order to receive development aid or climate mitigation financing from the EU. In these international negotiations, the Commission should convince other states of the importance of a gender-sensitive climate change policy.

The Commission could also **advocate the inclusion of more women** in Member States' delegations for international climate change negotiations and give the right example through gender balanced EU delegations. Monitoring the number of female representatives in both the national and the EU representations could provide for a simple and effective incentive. In this way progress will become visible.

The European Commission participated in the negotiations for the adoption of the UN Agenda 2030 and has declared that it will implement the Agenda 2030 and the **Sustainable Development Goals** through both its internal and external competences.⁶¹ For the sake of consistency, and with its communication of 2003 in mind, the Commission should accordingly incorporate measures aimed at achieving the SDGs in its climate policy. This could be done, for example, by **combining climate policy with development cooperation**. The Commission Communication on the Global Partnership for Poverty Eradication and Sustainable Development is a good example: reducing poverty can help to diminish the vulnerable position of people with regard to climate change. The EU should therefore broaden its climate change discourse and use measures in the framework of development cooperation to orient its climate policy more towards people and in particular gender equality. This is also good for the implementation of the UN sustainable development goals.

3.2.4 The Member States

Since environmental policy is a shared competence, Member States also have an important role in climate change policies. They can act both on the international, European, national and local level. In addition to the EU representation, Member States usually also have their own national representation at international climate negotiations. Member States consequently have an influence on these negotiations and the results thereof. Based on this influence, Member States can promote the inclusion of the gender dimension of climate justice in the agreements.

On the national (and local) level, the Member States can take several initiatives. Based on the Council Conclusions of 25 June 2012, Member States should **promote relevant scientific education**, such as physics, to girls. This can help to increase the number of women who graduate in this field. At the same time, an increase in female graduates in exact science would also allow more women to achieve higher academic positions in these disciplines. This would not only contribute to academic excellence but also to overcoming the horizontal segregation of the European labour market with positive effects for reaching the EU2020 targets for smart, inclusive, and sustainable growth⁶².

⁶¹ http://europa.eu/rapid/press-release_IP-15-5708_en.htm.

⁶² See among others: European Parliament, Policy Department Citizens' Rights and Constitutional Affairs, [Women in ICT](#), 2012.

In addition, national governments should encourage and oblige **companies and the academic world to include women at all levels of decision-making** in industrial sectors such as energy, transport and oil. For the time being, the number of women in these sectors, relevant for climate change policies, is low. Governments should therefore promote the participation of women in these sectors, in particular at the highest level.

In addition, Member States should also raise **awareness among their populations** that men and women are differently affected by climate change. At the moment, this is not commonly known and people should therefore become aware of this problem. It might increase support for actions taken to stop climate change. Furthermore, it may increase the number of women who want to participate in climate change decision-making because they want to increase the number of women participating in such negotiations. Member States can also point out to their populations how men and women contribute differently to climate change. This could make people more aware of how their actions influence climate change and what can be done to reduce this.

Furthermore, governments should give more women **the chance to participate** in international and European climate negotiations. The number of women participating in negotiations differs per Member State. Some Member States are already close to gender balance in their delegations while others still need to catch up. In general, it can be noted that there is room for improvement in the number of female representatives. When an international agreement has been adopted, Member States should also actively involve women at all levels of the administration and civil society in the **implementation** of the agreement.

In this respect, Member States would take a first step towards decreasing the discrepancy between promising gender equality approaches in agreements and the lack thereof in the implementation of this policy. History shows that international agreements are not always properly implemented while the participation of women has been addressed as an issue for improvement for several years. Climate change policy could also make a change for women in Europe in this respect and provide at the same time for **greater success** of these policies.

In addition to implementation in their own legal systems, Member States should also **cooperate with developing countries** to implement these international agreements in a gender-sensitive way, especially because most victims of the negative consequences of climate change live in these countries.

In the case that **climate mitigation financing** does not take place via EU level, but is organised by individual Member States, these Member States should set requirements for this financing in order to ensure that women receive their fair share from this money as victims of climate change. To this end, the Member State concerned should make financial support conditional on the inclusion of human rights and in particular gender equality as integral parts of a national climate policy.

3.2.5 Civil Society

Civil Society is not directly involved in policy making at either international or European level. NGOs and women's rights organisations have not always been allowed to participate in international forums or negotiations. However, civil society players can have a significant influence on policy makers, especially when they are asked to participate as stakeholders

during international negotiations. One of the essential tasks of civil society is to **raise awareness** about Climate Justice and the gender aspects of climate change. Awareness must be raised to make gender equality a more serious issue on the agenda of climate negotiations. Civil society should therefore continue to inform government delegations and international organisations of these issues.

Consequently, it is important that **the number of women** and in particular women's rights organisations **participating in climate negotiations continues to increase**.

Civil society organisations can act both on a national and international level. As **stakeholders** during negotiations, civil society organisations can use this opportunity to increase awareness at different levels of decision-making and to **give a voice to local women** who have become victims of the consequences of climate change. NGOs and women's rights organisations are therefore needed to represent the knowledge and experience of women and to share this knowledge among policy makers. This expertise can be used to fill the climate justice gaps in the current international environmental policy.

Civil society actors also have a role to play in raising the awareness of the general public regarding the effects of climate change on women. It is not widely known that climate change influences women differently from men. With more people aware of the issues at stake, support for the gender dimension of Climate Justice may increase, since national governments are usually quite sensitive to **public opinion**. This could also increase awareness among European populations, who are not direct victims of climate change, increasing understanding of how climate change affects people's lives and that it is a serious problem for which solutions need to be found urgently.

Finally, civil society organisations should also be involved in the implementation of the agreements on a local level. Here again, the expertise of civil society organisations can help to ensure that implementation is effective. Civil society can play a useful role in ensuring that the gender equality aspects of international climate negotiations are fully translated into practical measures, thus helping to narrow the gap between promises and practice. Civil society can build bridges between women at all levels of decision-making and national and local governments. Via **participation** in civil society organisations, women will have more opportunities to be included in the execution of climate policy and the local decision making that will shape climate change mitigation measures. This can have a positive effect on the empowerment of women in Europe and worldwide.

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NOTES

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