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DRAFT REPORT

on women, gender equality and climate justice
(2017/2086(INI))

Committee on Women's Rights and Gender Equality

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MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

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The European Parliament,

- having regard to the Universal Declaration of Human Rights adopted on 10 December 1948 and to the UN human rights conventions and optional protocols thereto,
- having regard to the United Nations Convention of 18 December 1979 on the Elimination of All Forms of Discrimination against Women (CEDAW),
- having regard to the 1995 Beijing Declaration and Platform for Action from the Fourth World Conference, in particular its critical area of concern K (Women and the Environment),
- having regard to the 18th Conference of the Parties (COP 18) to the United Nations Framework Convention on Climate Change (UNFCCC) held in Doha, Qatar, from 26 November to 8 December 2012, decision 23/CP.18,
- having regard to the 20th Conference of the Parties (COP 20) to the UNFCCC held in Lima, Peru, from 1 to 12 December 2014, and in particular to the Lima Work Programme on Gender, decision 18/CP.20,
- having regard to the 21st Conference of the Parties (COP 21) to the UNFCCC held in Paris, France, from 30 November to 11 December 2015,
- having regard to the 22nd Conference of Parties (COP 22) to the UNFCCC held in Marrakech, Morocco, from 7 to 18 November 2016, and its decision on gender and climate change extending the 2014 Lima Work Programme on Gender, decision 21/CP.22,
- having regard to the 2030 Agenda for Sustainable Development, adopted in September 2015 and which entered into force on 1 January 2016, and, in particular, to its Sustainable Development Goals 1, 4, 5 and 13,
- having regard to the United Nations Human Rights Council resolution 35/20 of 22 June 2017 on Human rights and climate change,
- having regard to Articles 2, 3.2 and 3.5 of the Treaty on European Union (TEU),
- having regard to Article 8 of the Treaty on the Functioning of the European Union (TFEU),
- having regard to 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,
- having regard to the EU Gender Action Plan 2016-2020, adopted by the Council on 26 October 2015,

- having regard to its resolution of 26 November 2014 on the 2014 UN Climate Change Conference - COP 20 in Lima, Peru¹,
 - having regard to its resolution of 14 October 2015 on Towards a new international climate agreement in Paris²,
 - having regard to Rule 52 of its Rules of Procedure,
 - having regard to the report of the Committee on Women’s Rights and Gender Equality and the opinions of the Committee on Foreign Affairs and of the Committee on Development (A8-0000/2017),
- A. whereas climate change occurs globally, but has a greater destructive impact on the countries least responsible for global warming; whereas the impacts on the populations most reliant on natural resources for their livelihoods and/or which have the least capacity to respond to natural hazards, such as droughts, landslides, floods and hurricanes, are greater;
 - B. whereas the impacts of climate change are different for women and men; whereas women are more vulnerable, face higher risks and burdens for various reasons, ranging from unequal access to resources, education, job opportunities and land rights, to social and cultural norms and their diverse intersectional experiences based on ethnicity, identity, sexual orientation, religion, function and age etc.;
 - C. whereas climate impacts exacerbate gender inequalities in relation to discrimination, threats to health, loss of livelihood, displacement, forced migration, poverty, human trafficking, violence, food insecurity, access to infrastructure and essential services; whereas there is a need for a gender-transformative approach, which links the analysis of climate impacts to a critical reflection on masculinities, norms, consumption patterns and their impact on climate change;
 - D. whereas women’s unequal participation in decision-making processes and labour markets compounds inequalities and often prevents women from fully contributing to and participating in climate policy-making, planning and implementation;
 - E. whereas the Parties to the UNFCCC decided at COP 18 (Decision 23/CP.18) to adopt the goal of achieving gender balance in the bodies established pursuant to the Convention and the Kyoto Protocol in order to improve women’s participation, ensure a more effective climate change policy that addresses the needs of women and men equally, and to keep track of progress made towards the goal of gender balance in advancing gender-sensitive climate policy;
 - F. whereas the Lima Work Programme on Gender, adopted at COP 20 (Decision 18/CP.20), brings pressure to bear in relation to gender equality in the representation of Parties and promotes gender sensitivity in developing and implementing climate change policy;

¹ OJ C 289, 9.8.2016, p. 27.

² Texts adopted, P8_TA(2015)0359.

- G. whereas the Paris Agreement (COP 21) establishes that gender-responsive climate action must be integrated into all aspects of the implementation of the Agreement;
- H. whereas mechanisms for funding adaptation and mitigation measures, for loss and damage or for climate displacement will remain inefficient unless they incorporate women's full participation in design processes, decision-making and implementation; whereas taking women's knowledge into account can lead to advances in disaster management, boost biodiversity, improve water management, enhance food security, prevent desertification, protect forests, ensure a swift transition to renewable energy technologies and support public health;
- I. whereas the Parties to the Paris Agreement have acknowledged that climate change is a common concern of humankind, and that Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity;
- J. whereas climate justice links human rights and development, safeguarding the rights of the most vulnerable and sharing the burdens and benefits of climate change and its impacts equitably;
- K. whereas the UN Sustainable development goals (SDGs) acknowledge the link between achieving gender equality and the achievement of all SDGs, including goal 13 on climate change, providing for the possibility of tackling the root causes of the weaker socio-economic position of women and thus strengthening their resilience to climate change;
- L. whereas the impacts of climate change in regions such as sub-Saharan Africa and South Asia could force more than 100 million people into extreme poverty by 2030, fuelling conflicts and driving displacement; whereas the UN Convention to Combat Desertification estimates that 135 million people could be displaced by 2045 as a result of desertification; whereas the UN International Organisation for Migration forecasts that 200 million people could be climate-displaced by 2050;
- M. whereas gender equality and the right to development is inherent in the concept of climate justice; whereas women who bear the brunt of climate change also bear the brunt of climate displacement, whereas climate displacement affects women more severely;
- N. whereas women's capacity to cope is often impaired by prevailing inequalities; whereas climate change will exacerbate such inequalities, leading to further displacement;
- O. whereas many of these impacts can still be prevented by implementing a rapid, inclusive and gender-sensitive development agenda focused on mitigation and adapting to changing climate conditions;
- P. whereas the impacts of climate change give rise to a displacement of people that does not fit within the parameters of current international frameworks; whereas responding to

climate displacement will be a challenge of paramount importance requiring a complex and comprehensive global strategy;

- Q. whereas the adoption by the UN Human Rights Council of Key Messages on Human Rights and Climate Change is a significant step forward in increasing the rights of climate-displaced persons; whereas Agenda 2030 and the Paris Agreement give global leaders a cross-cutting normative foundation for developing such a framework through elaborating existing UN instruments further;
- R. whereas the EU has a clear legal framework that requires it to respect and promote gender equality and human rights in its internal and external policies; whereas EU climate policy can have a significant impact on the protection of human rights and the promotion of gender-responsive climate policies globally;
- S. whereas the EU can effectively improve legal and policy settings to support climate justice and the development of an international framework safeguarding the rights of climate-displaced persons while respecting gender equality, particularly focusing on the future Global Compact for Migration and the work of the Task Force on Displacement under the UNFCCC's Warsaw International Mechanism for Loss and Damage;
1. Recognises that gender equality is a catalyst for sustainable development and the management of climate challenges; stresses that women are not only victims, but also powerful agents of change who, on the basis of full participation, can formulate and execute efficient climate strategies and/or solutions in relation to adaptation and mitigation and can build climate resilience as a product of their diverse areas of experience and practical knowledge across sectors ranging from agriculture, forestry and fisheries to energy infrastructures and sustainable cities;
 2. Regrets that all the contributions to gender work by Parties within the UNFCCC are voluntary; urges the Commission, together with the Member States, to reiterate their support to the development, adoption and financing of the UNFCCC Gender Action Plan (GAP), complemented by a comprehensive and multiannual work programme that includes financing, priority action areas, timelines, key indicators of achievements, a definition of the responsible actors and monitoring and review mechanisms;
 3. Calls on the Member States to adhere to Decision 21/CP.22 on Gender and climate change, which '*Invites Parties to appoint and provide support for a national gender focal point for climate negotiations, implementation and monitoring*';
 4. Calls on the Commission, together with the Member States, to secure a gender-sensitive approach in the work of Warsaw Task Force on Displacement, mandated by UNFCCC (COP 22) to develop recommendations for integrated approaches to avert, minimise and address displacement related to the adverse impacts of climate change, which acknowledges that women and girls belong to the most vulnerable groups affected by climate displacement;
 5. Calls on the Commission, together with the Member States, to secure a gender-sensitive approach within its work on the Platform on Disaster Displacement (the Nansen Initiative) and its '*Agenda for the protection of cross-border displaced persons in the context of disaster and climate change*';

6. Calls on the Commission and the Member States to contribute to the Global compact for safe orderly and regular migration, with a view to safeguarding climate justice, providing human rights-based input and mainstreaming gender equality throughout the global compact;
7. Notes that the EU's financial commitments to gender equality and women's empowerment (GEWE) have increased, but the human resources capacity to manage this increasing volume of work has not; stresses that the EU is not delivering on the strong institutional commitment to GEWE in relation to climate change, notably as set out in the overarching policies governing development cooperation, namely the SDGs and the EU Gender Action Plan (GAP);
8. Regrets that gender equality and climate change is not a priority area in the EU GAP and that gender-sensitive indicators have not been adequately developed or integrated into results reporting and that internal accountability and funding for GEWE results remain weak; deplores that the only objective relating to climate and women's participation in the GAP's accompanying joint staff working document (SWD(2015)0182), objective 20, on equal rights enjoyed by women to participate in and influence decision-making processes on climate and environmental issues has as an indicator (20.1) the number of deaths per 100 000 from climate-related and natural disasters – average over the last ten years;
9. Calls on the Commission and the Directorates-General responsible for gender equality, development and energy and climate respectively to include gender equality in a structured and systematic manner in their climate change and energy policies for the EU and not focus exclusively on the external dimension; urges, in particular, the Directorate-General for Justice and Consumers and the Directorate-General for International Cooperation and Development (DEVCO) to step up their awareness of and work on GEWE as it relates to climate justice; stresses the necessity for the Directorate-General for Climate Action (CLIMA) to allocate resources to staff the position for a gender focal point (GFP);
10. Recognises that, without leadership commitment and the institutional incentives that should flow from that leadership, improvements to technical guidance and the like will not transform the EU's effectiveness on GEWE;
11. Calls on the Commission to take the initiative to produce a comprehensive communication with the title 'Gender equality and climate change – building resilience in mitigation and adaptation strategies', with a view to addressing its strong institutional commitment on gender equality and women's empowerment (GEWE) and the current weaknesses in institutional coordination;
12. Calls on its parliamentary committees to give greater importance to gender mainstreaming when working within their areas of competence on the cross-cutting issues of climate change, sustainable development and human rights;
13. Instructs its President to forward this resolution to the Council and the Commission.