

Brussels, 30 September 2022 (OR. en)

12067/22

SOC 477 GENDER 142 EMPL 323 ECOFIN 838

NOTE

From:	General Secretariat of the Council
To:	Delegations
Subject:	Draft Council Conclusions on Gender equality in disrupted economies: focus on the young generation

Delegations will find attached a set of draft Council Conclusions on "Gender equality in disrupted economies: focus on the young generation" prepared by the Presidency.

These Conclusions address the gender aspects of the various challenges currently faced by European economies following the incomplete recovery from the COVID-19 pandemic, including rising living, energy and housing costs, and the resulting increase in energy poverty; the green and digital transitions; and the war in Ukraine and its consequences.

The year 2022 having been declared the European Year of Youth, the Conclusions specifically, though not exclusively, focus on young people (15–29-year-olds), seeking to address the challenges that young people face, especially in the labour market, and the impact of these challenges on their lives. The interests of the young generation form a cross-cutting perspective in the Conclusions.

This document will be examined by the Working Party on Social Questions at its meeting on 10 October 2022. Comments on the draft are welcome <u>already before the meeting</u> and should be sent to the following addresses: the following email addresses: LIFE.social@consilium.europa.eu and jiri_svojse@mzv.cz and Miroslav_fuchs@mzv.cz.

NB. The deadline for written comments and drafting amendments will be on 12 October

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Gender equality in disrupted economies: focus on the young generation Draft Council Conclusions

ACKNOWLEDGING THAT

- 1. Europe is facing turbulent times. Since 2019, when the Council approved Conclusions on "Gender-Equal Economies in the EU: The Way Forward", major socio-economic challenges have emerged, including the COVID-19 pandemic, the war in Ukraine, high inflation leading to increased living costs, rising energy poverty caused by increased fuel costs, a housing crisis, and severe droughts and wildfires resulting from climate change. Each of these problems has had and will continue to have a significant negative impact on the lives of European citizens, particularly the young and future generations. All these challenges have a clear gender dimension.
- 2. Gender equality and human rights are at the core of European values. Equality between women and men is a fundamental principle of the European Union, enshrined in the Treaties and recognised in the Charter of Fundamental Rights, which should be respected by the Member States in their efforts to prevent, tackle and monitor gender inequalities, including when it comes to the distribution of the risks and benefits that arise from broad social and economic developments.
- 3. The year 2022 is the European Year of Youth, and in this context, the conference "The Europe of Tomorrow: Gender Equality and the Economy" was organised in October 2022 in order to offer a space where citizens, especially young people, could debate the future of Europe and provide input into future EU policies. Giving equal voice to young people and supporting their equal participation in political and policy processes in line with the EU Youth Strategy 2019-2027² is crucial for advancing the Union of Equality and for eliminating gender inequalities exacerbated by current socio-economic developments.

https://data.consilium.europa.eu/doc/document/ST-14938-2019-INIT/en/pdf

https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=OJ:C:2018:456:FULL

TAKING NOTE OF

- 4. The study by the European Institute for Gender Equality (EIGE) entitled "Gender equality and the socio-economic impact of the COVID-19 pandemic" published on 26 May 2021.³
- 5. The Opinion by the European Economic and Social Committee (EESC) on Gender equality (SOC/731) adopted on 13 July 2022.⁴
- 6. The Resolution of the European Parliament of 7 April 2022 on the EU's protection of children and young people fleeing the war in Ukraine.⁵
- 7. The Resolution of the European Parliament of 17 February 2022 on empowering European youth: post-pandemic employment and social recovery.⁶
- 8. The Resolution of the European Parliament of 21 January 2021 on access to decent and affordable housing for all.⁷
- 9. [The outcome of the High-Level Conference "The Europe of Tomorrow: Gender Equality and the Economy" held in Prague on 3-4 October 2022, where the need to safeguard and promote gender equality in the context of new realities such as the war in Ukraine, the housing crisis and energy poverty was stressed, as was the need to address the challenges that young people face today, with a view to achieving a Union of Equality tomorrow.]
- 10. [The outcome of the High-Level Conference "Tackling energy poverty: EU approach & sharing best practices" held in Prague on 24 October 2022, where the importance of addressing vulnerable situation of women, mainly single mothers and elderly women, in relation to energy poverty was stressed.]

https://eige.europa.eu/publications/gender-equality-and-socio-economic-impact-covid-19-pandemic

https://www.eesc.europa.eu/en/our-work/opinions-information-reports/opinions/genderequality

⁵ https://www.europarl.europa.eu/doceo/document/TA-9-2022-0120 EN.html

⁶ https://www.europarl.europa.eu/doceo/document/TA-9-2022-0045_EN.html

https://www.europarl.europa.eu/doceo/document/TA-9-2021-0020_EN.html

CONSIDERING THAT

- 11. The Russian aggression against Ukraine has cast a dark shadow over the economic outlook, halting the fragile recovery that had been under way. The sharp increase in commodity prices, which adds to inflationary pressures and curbs incomes and spending, is putting great strain on the livelihoods of women and men across the European Union. Furthermore, the arrival of millions of people displaced from Ukraine poses an added challenge to European economies, which are already strained by recent events.
- 11. The current economic situation in Europe affects men and women differently due to preexisting structural gender inequalities. While women were overrepresented in sectors less
 affected by job losses during the pandemic, such as education and health, they experienced
 higher decreases in the number of total actual hours worked than men. Furthermore, during
 the pandemic, as compared with the situation before, fewer women reported equal sharing of
 care responsibilities with their partners and more reported having to shoulder the bulk of
 informal care duties. Spending more time on childcare duties at the expense of leisure time
 and work opportunities has had significant negative effects on women's work-life balance,
 mental health and overall well-being. This was particularly the case for women with young
 children. 10
- 12. Young women and men have been particularly vulnerable to the economic fallout of the COVID-19 crisis. As young people often work in temporary and part-time positions or contact-intensive sectors, they have been more likely to experience lay-offs or a decrease in working time. Furthermore, young people, particularly young women, are more often subject to unpaid occupation. While young men are now steadily re-entering the labour market, young women are experiencing longer-lasting unemployment. The current challenges put additional strain on young women and men and further reinforce the risk that today's young generation will end up less well off than previous ones.

https://www.eurofound.europa.eu/sites/default/files/ef_publication/field_ef_document/ef200 36en.pdf

https://eige.europa.eu/publications/gender-equality-and-socio-economic-impact-covid-19-pandemic

https://eige.europa.eu/publications/gender-equality-and-socio-economic-impact-covid-19-pandemic

- 13. While the economic recovery from the pandemic has begun, it remains incomplete. The restrictions introduced to contain the pandemic in spring 2020 and thereafter caused a decline in economic activity. The path to recovery that was laid down in the summer of the same year has been obstructed by multiple factors, including the rise in the price of numerous commodities, disruptions in global supply chains, inflationary pressures, and new waves of COVID-19 that have resulted in the reintroduction of restrictions in many countries.¹¹
- 14. The pandemic has triggered a debate on how to ensure a gender-sensitive recovery. In this context, the Recovery and Resilience Facility has presented a unique opportunity to channel extraordinary resources towards measures contributing to gender equality. However, this opportunity has not always been sufficiently taken up as the gender equality perspective is often not sufficiently reflected in the national recovery and resilience plans and very few measures have been taken to address women's specific needs. The task of ensuring a gender-sensitive recovery is even more urgent now due to the additional socioeconomic challenges that have emerged.
- 15. Investments in green, digital and care economies have the potential to create additional jobs for youth. However, due to pre-existing gender inequalities, these gains are not gender-neutral. Gains through targeted investment in digitalisation and the green economy could be higher for young men than young women.¹³
- 16. The war in Ukraine has caused an escalating humanitarian crisis in Europe with over 7.4 million people fleeing their home country¹⁴ and a further 7 million people being displaced internally within Ukraine.¹⁵ Women and children constitute 90% of those fleeing the crisis.¹⁶

https://www.worldbank.org/en/news/press-release/2022/01/11/global-recovery-economics-debt-commodity-inequality

https://zenodo.org/record/7043342#.Yx7vNHZByUl

https://www.ilo.org/wcmsp5/groups/public/--ed_emp/documents/briefingnote/wcms_853326.pdf

https://data.unhcr.org/en/situations/ukraine

https://www.unhcr.org/ua/en/internally-displaced-persons

https://www.unrefugees.org/emergencies/ukraine/

- 17. Even though people fleeing from Ukraine have been granted temporary protection, they, particularly Ukrainian women, still face many different obstacles, including lack of housing, limited access to training and language courses, difficulties entering labour markets, lack of childcare facilities, and insufficient access to healthcare. Furthermore, in particular young women, are particularly vulnerable to gender-based violence and human trafficking. It is necessary to restore stability and normality to their lives, including by ensuring fair employment for adults and quality care and education for children, and by providing protection against exploitation, trafficking, and violence.
- 18. Young women and girls are not a homogenous group. Their reality varies depending on many factors, such as race, colour, ethnic or social origin, genetic features, language, religion or belief, political or any other opinion, membership of a national minority, property, birth, disability, age or sexual orientation, which together determine their opportunities and particular challenges.
- 19. Europe faces a housing crisis. Already before the COVID-19 pandemic, costs relating to housing had been significantly increasing. Over the period from 2010 until the first quarter of 2022, rents increased by 17% and house prices by 45% in the EU.¹⁷ The higher housing costs, especially of small housing units, have had a particularly negative effect on the young generation. Due to a lack of savings and low income, young people are unable to invest in properties of their own that would provide stability for the future, financially, physically, and emotionally. Many young people are drawn to the job market in big cities and thus depend heavily on access to the rental market and on mobility. Because of the increase in housing costs, many young people continue living with their families ¹⁸ or are obliged to share flats for longer than they would wish, often facing overcrowded conditions. ¹⁹ Young women, particularly women of foreign origin, including young people displaced from Ukraine, are particularly vulnerable partly also because they can face specific forms of discrimination and abuse in the context of access to housing.

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https://ec.europa.eu/eurostat/web/products-eurostat-news/-/ddn-20220708-1

In 2019, the family home was the main housing option for 80% of young people aged 18-24.

https://www.eesc.europa.eu/sites/default/files/files/en_conclusions_affordable_and_decent_housing_in_the_eu.pdf

- High inflation, the COVID-19 pandemic and Russia's military aggression against Ukraine 20. have all contributed to increasing living costs, including goods and services, energy and housing. Europe's dependence on and reduced supply of Russian natural gas has significantly increased the price of energy leaving vulnerable individuals behind. Already in 2020, 8% of the EU population was unable to keep their home adequately warm. Energy poverty results from a combination of low income, high energy prices, and poor energy efficiency, especially of buildings, ²⁰ and affects more women than men. Due to income inequalities women have less disposable income to spend on high energy costs, and many live in housing with poor insulation and low energy efficiency. The cost of energy is a particular challenge for women of retirement age who live in one-person households. Moreover, women have different energy consumption patterns in comparison to men. Elderly women and unemployed women tend to spend more time at home, which also has an impact on their energy consumption.²¹ Lastly, women are more conscious about over-consumption and are more willing to change their consumption patterns in times of crisis. Yet, they continue to be under-represented in the energy sector and energy-related education and research, which prevents them from participating in decision-making in this area.
- 21. Poverty, including energy poverty, wears a woman's face.²² While poverty is a widespread phenomenon²³, it is highly feminised, and women are affected more than men. Across the EU, young women and men have been particularly vulnerable to the economic fallout from the COVID-19 pandemic, with young women being more likely to be at risk of poverty and material deprivation than young men.²⁴ Furthermore, young women face gendered barriers and stereotypes when entering and participating in the labour market, which is not only an immediate problem but has long-term consequences such as the gender pay and pension gaps, limiting their opportunities throughout their lives.

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https://energy.ec.europa.eu/topics/markets-and-consumers/energy-consumer-rights/energy-poverty_en

https://www.europarl.europa.eu/RegData/etudes/STUD/2017/596816/IPOL_STU(2017)596816_EN.pdf https://www.europarl.europa.eu/RegData/etudes/STUD/2019/608867/IPOL_STU(2019)608 867_EN.pdf

https://eige.europa.eu/publications/gender-and-energy

https://ec.europa.eu/eurostat/web/products-eurostat-news/-/edn-20211015-1

In 2020 one in five people in the EU were at risk of poverty or social exclusion.

https://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=ilc_mdsd07&lang=en

- 22. In the light of the escalating impacts of climate change, Russia's aggression against Ukraine and Europe's dependency on and reduced supply of Russian natural gas, the task of bringing about the green transition has become more urgent than ever before. However, without adequate accompanying policies the green transition can leave certain groups, including young women and men, behind. It is not enough that the policies and legal framework for a just green transition accommodate the needs of the young generation and are gender sensitive; young voices including those from candidate countries should also be included in the policymaking process within the EU and beyond, especially because climate change and increasing energy costs are a global issue and have a particularly negative impact on young and future generations.
- 22. Young women are almost twice as likely as young men to spend over four hours per day on childcare duties and tasks. ²⁵ Inequality in the area of unpaid care is a result of gender stereotypes but also of the fact that on average women earn less than men, which encourages families to perpetuate the model where the man is the main breadwinner, and the woman is the main homemaker.. The pandemic has reinforced existing gender inequalities by reinforcing the traditional gender roles within the private sphere, with young women shouldering not only the majority of childcare and housework but also home-schooling tasks. As a consequence of the fact that they carry a greater share of care duties, many young women either stay outside the labour market after they finish their education or break their careers at an early stage.

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https://eige.europa.eu/publications/gender-equality-and-socio-economic-impact-covid-19-pandemic

The COVID-19 pandemic has required many Europeans to adjust their working habits and to 23. embrace the online world by adapting to teleworking practices. There has also been an increased use of flexible forms of work, such as non-standard working hours. Many people have been required to combine home working with taking care of their family members. During the lockdown periods, mothers reported having been interrupted in work 50% more often than fathers.²⁶ Thus women, especially, have been saddled with the extra burden of having to adapt their working patterns while also having to play the role of additional caregivers. For poor and economically marginalised families, this has negatively affected both employment possibilities and access to education for children. The continuation and further adoption of telework and hybrid working in post-pandemic Europe will depend on a broad range of factors, including its effect on productivity, work organisation and working conditions. However, assuming that telework is here to stay, the new challenges it entails for gender equality must urgently be addressed and worker's right to be able to disengage from work and refrain from engaging in work-related electronic communications during non-work hours ensured.

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https://data.consilium.europa.eu/doc/document/ST-8878-2021-ADD-1/en/pdf

- 24. Responses to the COVID-19 pandemic have accelerated the digital transition, and this represents both an opportunity and a challenge for gender equality. The future of work will see an increase in the demand for technology professionals such as computer engineers and ICT specialists. Clear gender segregation in education and labour markets continue to be seen in ICT²⁷ education and ICT occupations. The digital divide can be further deepened by gender bias that some artificial intelligence tools and processes may fail to keep into account. Considering that the post-pandemic recovery needs to take place in line with the green and digital transitions, STEM²⁸ competences are set to play an ever more essential role. Encouraging girls' interest in STEM subjects, tackling gender stereotypes and breaking the glass ceiling are crucial for their equal inclusion in the labour market of the future.²⁹ Moreover, targeted measures, development programmes and career guidance free of gender stereotypes are needed to help to attract and retain girls and young women in STEM-related careers.
- 25. This set of Conclusions builds on previous work and political commitments voiced by the European Parliament, the Council, the Commission and relevant stakeholders in this area, including the documents listed in the Annex.

THE COUNCIL OF THE EUROPEAN UNION

CALLS ON THE MEMBER STATES, in accordance with their respective competences and taking into account national circumstances and respecting the role and autonomy of the social partners, to:

26. Promote gender mainstreaming in the design and implementation of measures adopted to tackle the economic crisis, across all sectors and based on existing data. Reinforce cooperation with civil society, the social partners, women's and youth organisations and academia on the design and implementation of these measures.

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²⁷ Information and communication technology.

Science, technology, engineering and mathematics.

https://www.irena.org/publications/2019/Jan/Renewable-Energy-A-Gender-Perspective

- 27. Promote gender mainstreaming when supporting people displaced from Ukraine and other parts of the world and in taking steps to restore stability and normality in their lives and to ensure their full integration in the labour market and society, in particular by:
 - a. protecting them from exploitation, trafficking, and violence;
 - ensuring fair access to employment, vocational education and training and adult learning and access to early childhood education and care and school education for children; and
 - c. reacting flexibly to the increased demand for childcare facilities.
- 28. Make full use of EU funds, such as the Asylum and Migration Fund, European Social Fund Plus, European Regional Development Fund or Erasmus+, to promote integration of migrants, according to identified needs at national and regional level and pay special attention to women and girls.
- 29. Facilitate the participation in the labour market of women, and in particular young women with caring responsibilities, notably by increasing the availability, affordability and quality of care services for children, older people and people with disabilities.
- 30. Combat both horizontal and vertical gender segregation in the labour market as well as in education and research.
- 31. Provide sufficient support, including financial support, to civil society organisations promoting gender equality, as they have been hit hard by the global economic crisis and these services have been in growing demand as a result of the crisis.
- 32. Ensure that gender equality and equal opportunities for all are thoroughly considered and promoted throughout the implementation of recovery and resilience plans.

INVITES THE EUROPEAN COMMISSION AND THE MEMBER STATES, in accordance with their respective competencies, taking into account Member States' national circumstances, and respecting the role and autonomy of the social partners, to:

- 33. Ensure that humanitarian assistance to Ukraine addresses the needs of women, men, girls, and boys in vulnerable situations, as well as different groups at risk of marginalisation, including the Roma community, the elderly, and people with disabilities.
- 34. Promote intergenerational solidarity and ensure that the implementation of post-pandemic recovery policies is age- and gender-responsive. Pay additional attention to ensuring that the specific needs of the most vulnerable groups are fully taken into account during the whole process of implementation.
- 35. Develop coordinated action for governments to create national, regional, and local level crisis management plans that are comprehensive, participatory, and inclusive of the representatives of women, youth organisations and vulnerable groups.
- 36. Foster dialogue with the young generation and promote the equal and active participation of young women and men in policy-making at the European, national, regional and local levels and across all policy areas affecting young people.
- 37. Promote gender mainstreaming in all research, decisions and policies related to the digital and green transitions.
- 38. Collect and disseminate age and sex-disaggregated data on energy poverty and promote gender mainstreaming in all policies related to energy poverty.

CALLS ON THE EUROPEAN COMMISSION TO:

39. When evaluating the implementation of the Recovery and Resilience Facility pay special attention to how gender equality and equal opportunities for all, and the mainstreaming of those objectives was taken into account in national recovery and resilience plans.

References

1. EU interinstitutional

European Pillar of Social Rights
https://ec.europa.eu/commission/sites/beta-political/files/social-summit-european-pillar-social-rights-booklet_en.pdf

2. EU legislation

Council Directive 2001/55/EC of 20 July 2001 on minimum standards for giving temporary protection in the event of a mass influx of displaced persons and on measures promoting a balance of efforts between Member States in receiving such persons and bearing the consequences thereof (*OJ L 212*, 7.8.2001, p. 12–23)

Council Directive 2004/113/EC of 13 December 2004 implementing the principle of equal treatment between men and women in the access to and supply of goods and services. (*OJ L* 373, 21.12.2004, p. 37–43.)

Directive 2006/54/EC of the European Parliament and of the Council of 5 July 2006 on the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation (recast) (*OJ L 204, 26.7.2006, p. 23–36.*)

Directive (EU) 2019/1158 of the European Parliament and of the Council of 20 June 2019 on work-life balance for parents and carers and repealing Council Directive 2010/18/EU (OJ L 188, 12.7.2019, p. 79–93.)

Regulation (EU) 2021/241 of the European Parliament and of the Council establishing a Recovery and Resilience Facility. (OJ L 57, 18.2.2021, p. 17–75.)

3. Council

Resolution of the Council of the European Union and the Representatives of the Governments of the Member States meeting within the Council on a framework for European cooperation in the youth field: The European Union Youth Strategy 2019-2027 (OJ C 456, 18.12.2018, p. 1-22.)

All Council Conclusions on gender equality and other relevant subjects, including especially those cited below:

- Council Conclusions on Moving towards more inclusive labour markets (7017/15)
- Council Conclusions on Enhancing the Skills of Women and Men in the EU Labour Market (6889/17)
- Council Conclusions on Enhanced measures to reduce horizontal gender segregation in education and employment (15468/17)
- Council Conclusions on Closing the Gender Pay Gap: Key Policies and Measures (10349/19)
- Council Conclusions on the Economy of Wellbeing (13432/19)
- Council Conclusions on Gender-Equal Economies in the EU: The Way Forward: Taking Stock of 25 Years of Implementation of the Beijing Platform for Action (14938/19)
- Council Conclusions on Tackling the Gender Pay Gap: Valuation and Distribution of Paid Work and Unpaid Care Work (13584/20)
- Council Conclusions on the Socio-Economic Impact of COVID-19 on Gender Equality (8884/21)
- Council Conclusions on the Impact of Artificial Intelligence on Gender Equality in the Labour Market (14750/21)

4. Trio Presidency

Trio Presidency Declaration on Gender Equality signed by France, the Czech Republic and Sweden (January 2022)

5. European Commission

The European Care Strategy (COM(2022) 440 final)

Report from the Commission to the European Parliament and the Council: Review report on the implementation of the Recovery and Resilience Facility (COM(2022) 383 final)Action plan on Integration and Inclusion 2021-2027 (COM(2020) 758 final)

2022 Report on gender equality in the EU (7006/1/22 REV 1)

A Union of Equality: Gender Equality Strategy 2020-2025. 6678/20. (Commission reference: COM(2020) 152 final.)

The European Pillar of Social Rights Action Plan (6649/21 + ADD 1 + ADD 2)

"Energy Poverty"

https://energy.ec.europa.eu/topics/markets-and-consumers/energy-consumer-rights/energy-poverty_en

6. European Parliament

European Parliament resolution of 7 April 2022 on the EU's protection of children and young people fleeing the war in Ukraine (2022/2618(RSP))

European Parliament resolution of 17 February 2022 on empowering European youth: post-pandemic employment and social recovery (2021/2952(RSP))

European Parliament resolution of 21 January 2021 on access to decent and affordable housing for all (2019/2187(INI))

Gender Perspective on Access to Energy in the EU: Study for the FEMM Committee

https://www.europarl.europa.eu/RegData/etudes/STUD/2017/596816/IPOL_STU(2017)596816_EN.pdf

Women, Gender Equality and the Energy Transition in the EU: Study Requested by the FEMM Committee

https://www.europarl.europa.eu/RegData/etudes/STUD/2019/608867/IPOL_STU(2019)6089/IPOL_STU(2019)608867/IPOL_STU(20

7. EIGE

Gender equality and the socio-economic impact of the COVID-19 pandemic (26 May 2021)

https://eige.europa.eu/publications/gender-equality-and-socio-economic-impact-covid-19-pandemic

"Gender and energy"

https://eige.europa.eu/publications/gender-and-energy

8. European Economic and Social Committee

Opinion by the European Economic and Social Committee (EESC) on Gender equality (SOC/731-EESC-2022)

"<u>Teleworking and gender equality</u> – conditions so that teleworking does not exacerbate the unequal distribution of unpaid care and domestic work between women and men and for it to be an engine for promoting gender equality." (SOC/662-EESC-2020.)

"Hybrid Conference on Affordable and Decent Housing in the EU, 6 January 2022"

https://www.eesc.europa.eu/sites/default/files/files/en_conclusions_affordable_and_decent_housing_in_the_eu.pdf

9. Eurofound

Eurofound (2021), Impact of COVID-19 on young people in the EU, Publications Office of the European Union, Luxembourg.

10. Eurostat

"One in five people in the EU at risk of poverty or social exclusion"

https://ec.europa.eu/eurostat/web/products-eurostat-news/-/edn-20211015-1

"Material and social deprivation rate by age and sex"

https://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=ilc_mdsd07&lang=en

"Rents up by 17%, house prices by 45% since 2010"

https://ec.europa.eu/eurostat/web/products-eurostat-news/-/ddn-20220708-1

11. World Bank

"Global Growth to Slow through 2023, Adding to Risk of 'Hard Landing' in Developing Economies" (Press Release No. 2022/038/EFI)

12. United Nations

Operational Data Portal / Ukraine Refugee Situation

https://data.unhcr.org/en/situations/ukraine

UNHCR / Ukraine: Internally Displaced Persons (IDP)

https://www.unhcr.org/ua/en/internally-displaced-persons

UNHCR / Ukraine Emergency

https://www.unrefugees.org/emergencies/ukraine/