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This is an ILO forthcoming publication. This PREVIEW DRAFT will be available online until the end of COP28 (12 December). It will be finalized in early 2024 to better capture the latest knowledge presented at COP28.
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As we stand at the intersection of climate change, environmental shifts, and global socio-economic dynamics, it is imperative to acknowledge the profound and far-reaching effects on the world of work of these complex and borderless phenomena.

Climate impacts could exacerbate existing inequalities and decent work deficits and become an additional driver of growing societal and economic injustice.

Taking urgent and ambition action on climate change is necessary from a social and economic standpoint. The transition to low carbon climate resilient economies can be a driver of economic growth and decent work. However, jobs gains and losses will affect women and men and other groups differently and risk reproducing and reinforcing patterns of inequality rather than reducing them. Women in the labour market already face persistent gaps in employment, social protection, pay, working conditions, decision-making spaces, and overload of care work.

Transitioning towards a greener economy does not automatically bridge current gender inequalities. Yet, it is a unique opportunity to reshape and disrupt existing norms and practices that disadvantage women, indigenous and tribal peoples, persons with disabilities and others who experience discrimination. Climate and just transition policies must be intentionally designed to be gender responsive, transformative and inclusive. Governments, employers and workers must seize this opportunity.

This practical guide is intended to fill a knowledge gap by addressing the gender and equality dimensions of environmental challenges and opportunities in just transition policies and programmes that can minimize social, economic, and environmental risks while supporting greater inclusion and equity. The guide is based on international labour standards and embeds a people-centred, rights and needs-based approach to a just transition. It elaborates on the ILO nine policy areas of just transition highlighting the central relevance of ‘care needs’ and ‘care jobs’ as enablers of gender transformation that bring multiple social and economic co-benefits and contributes to decent work and social justice for all.
Introduction

Climate and environmental changes are complex global phenomena with consequences on economies, labour markets and people's well-being. Their impacts differ, affecting socially and geographically vulnerable populations and regions the most. The observed and projected impacts of unmitigated climate and environmental change are threatening achievements in poverty reduction, decent work, gender equality, inclusion and social justice.

Gender inequality is pervasive across the globe, ingrained in social norms and values, negatively affecting the opportunities and living conditions of women and girls in all their diversity. Power imbalances between men and women, which are expressed in their lower access to employment, social security and decision-making spaces, put women at a disadvantage in the face of climate change, and impose an overload of care work on them. Climate change can deepen existing inequalities, trigger food shortages, exacerbate violence and harassment, poverty, and forced mobility.

Intersectional forms of discrimination - the way in which various forms of inequality operate together and exacerbate each other- increase climate change risks especially for indigenous, tribal and Afro-descendent women and girls, older women, women within the diversity of sexual orientation and gender identity expression, women and girls with disabilities, those living with HIV, migrant women, and those living in rural, remote, conflict and disaster-prone areas. People living in poverty - including women, indigenous, tribal and Afro-descendent people - are disproportionately dependent on natural resources for their livelihoods and therefore more vulnerable to climate change.

Productivity, employment, and working conditions are significantly impacted by climate change, threatening workers, enterprises and economic units across the globe. Urgent action is therefore necessary. The restructuring of economies and labour markets associated with mitigating climate impacts, while crucial for sustainable development, will involve challenges for labour markets, but it will also present opportunities. The transition to greener economies will create new jobs and it is expected that it will lead to a net employment gain. However, women are likely to run the risk of being left out from the new jobs as transitioning towards a greener economy does not automatically bridge current gender inequalities. To foster inclusive low carbon economies, the world of work, with all its stakeholders, must pursue a just transition that is a vehicle to realize a transformative agenda for gender equality, diversity and inclusion.

Women are active agents of change. They possess unique knowledge and skills related to sustainable and resilient economies. Women's full participation and leadership in the process of formulation, implementation, monitoring and evaluation of just transition policies is required for a fair, collective path to inclusive greener economies. In this process, social dialogue and civil society participation are necessary to reach agreements and move towards transformative strategies. Gender equality is a vital component of the Just Transition.

A just transition promotes environmentally sustainable economies in a way that is inclusive, by creating decent work opportunities for all women and men, reducing inequality and by leaving no one behind. The notion of Just Transition provides a framework for maximising the social and economic opportunities of climate and environmental action, including an enabling environment for sustainable enterprises, while minimising and carefully managing challenges. It should be based on effective social dialogue, respect for fundamental principles and rights at work, and be in accordance with international labour standards. Stakeholder engagement is an important aspect of a just transition.

This guide aims to contribute to understand and act on the interface among gender, equality, climate change and decent work. It is designed to help promoting a just transition through a gender perspective and providing governments, workers' and employers' organizations, women's groups and other stakeholders, with some insights on delivering on a gender-responsive just transition for the realization of a transformative agenda for gender equality and non-discrimination. It aims to offer support to countries in giving effect to their commitments to gender equality in climate action by assessing employment and labour impacts from a gender and equality
Gender equality and inclusion for a just transition in climate action: A practical guide

This tool is founded on the ILO Resolution and Conclusions concerning a just transition towards environmentally sustainable economies and societies for all approved at the International Labour Conference – 111th Session in June 2023 and the ILO Guidelines for a just transition towards environmentally sustainable economies and societies for all (ILO; 2015a). It also builds on the commitment of the ILO to achieving gender equality at work through a transformative agenda as stated in the ILO Centenary Declaration (2019).

Note to the reader: This resource guide uses the term gender-responsive and inclusive just transition as cited in the ILO resolution and conclusions on a Just Transition adopted by the governments, employers, and workers of the 187 Member States at the International Labour Conference, in June 2023. However, the approach used in the analysis and solutions proposed in the guide are based on the fundamental need to address root causes of gender inequality within society through transforming harmful gender roles, norms and power relations towards the realization of a transformative agenda for gender equality, diversity and inclusion in the world of work.
I. Climate action, gender, equality and decent work – why a gender-responsive and inclusive just transition

Climate change has far-reaching repercussions for the world of work. Climate disasters cost human lives. They also destroy livelihoods, undermine social development, amplify inequalities and plunge people into poverty (IPCC; 2022). If left unmitigated, climate change could plunge up to 132 million into extreme poverty by 2030 (Jafino et al.; 2020). Increasing global temperatures are posing threats to the safety and health of workers and causing productivity losses (ILO; 2019c). Climate change impacts affect differently women and men, and they are exacerbated by situations of vulnerability and disadvantage. With 1.2 billion jobs globally dependent on ecosystem services and a stable climate (ILO; 2018d), acting on climate change is essential to the decent work agenda and to the achievement of sustainable development.

Countries across world regions have started to put in places measures to reduce greenhouse gas emissions (GHG) and strengthen climate resilience. Measures for decarbonising economies and increasing the ability to cope with the impact of climate change are necessary, but they will have themselves extensive implications for the structure of economies and labour markets and affect workers, enterprises and communities across sectors. The transition to low carbon climate resilient economies presents vast opportunities. It is expected that 24 million jobs will be created by 2030 (ILO; 2018d) through energy related measures alone. Access to clean cooking is vital to address the needs of the 2.3 billion people that in 2022 still relied on harmful and polluting fuels and technologies for cooking (IEA; 2023). The transition can act as a driver of growth, and support productivity gains and cost savings through measures on energy and resource efficiency (IFC; 2017).

The transition also presents challenges. There will be job losses, especially in fossil fuel sectors. New jobs will not necessarily be generated in the same places and at the same time where jobs will be lost. The transition will require considerable changes in the skill sets. Small and Medium Enterprises (SMEs) may face constraints in being able to take advantage of the opportunities present in the shift to greener economies and may risk lagging behind. There is the risk that not all groups will gain equally from the transition and that some may face a disproportionate burden. Women may not be in the position to access and benefit from jobs and income gains that are associated with the transition in the same way as men, and this can contribute to reinforcing rather than reducing inequalities (ILO; 2023b).

The transition can drive economy-wide transformation that delivers poverty reduction, generates decent work, and acts as driver of inclusion and equality, but this will not happen by default but only by design. Deliberate strategies to produce positive social and economic outcomes are needed. This recognition is at the heart of the notion of a just transition.

A just transition means promoting environmentally sustainable economies in a way that is inclusive, by creating decent work opportunities, reducing inequality and by leaving no one behind (ILC11; 2023). It involves maximising the social and economic opportunities of climate and environmental action, including an enabling environment for sustainable enterprises, while minimising and carefully managing challenges. It should be based on effective social dialogue, respect for fundamental principles and rights at work, and be in accordance with international labour standards. Delivering a just transition is a key vehicle for sustainable development, and it brings together its economic, social and environmental dimensions in an integrated manner. A just transition is also a key enabler for ambitious climate action because it is a vital condition to secure broad-based support for the kind of far-reaching and rapid transformations that are needed to stabilise the climate and adapt to its impacts.

The 2015 Paris Agreement on climate change outlines key international goals and commitments on climate change. The Paris agreement in its Preamble recognises ‘the imperatives of a just transition of the workforce and the creation of decent work and quality jobs in accordance with nationally defined development priorities’. It also
highlights the human rights the gender dimension of climate action when it refers to the need for Parties ‘to 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’.

**A just transition towards environmentally sustainable economies and societies for all offers a critical entry point to enable the transformation of entrenched gender -and other- social inequalities.** Addressing gender is an integral part of climate action that can contribute to both, eliminating gender barriers and promoting effective measures that foster women's social inclusion and decent work. Without a just transition there is a significant risk that countries will not achieve a low-carbon, environmentally sustainable economy with decent work and social justice, essential to the wellbeing of current and future generations. Moreover, such inaction could have severe implications for realizing inclusive and gender-responsive climate action, while leading to increased inequality, reduced productivity, less competitive businesses, migration flows and forced displacement, and social unrest.

### Why a gender-responsive and inclusive just transition is critical?

Ensuring a just transition for all, including women and men who experience intersectional forms of discrimination, can be gender transformative (ILO; 2022e). As **women are disproportionately impacted by climate change** and gender inequalities, a gender responsive just transition requires mainstreaming gender considerations in the design and implementation of climate policies. For instance, climate-related disasters affect elderly women, widows, and women with disabilities – in addition to single mothers and women-headed households with small children – the most with direct health impacts caused both by floods and storms and by slow-onset events such as recurrent droughts as for instance observed in Viet Nam (IPCC; 2014). Indigenous and tribal women and girls are often particularly susceptible to the impacts of climate change because of extreme poverty and their direct dependence on fragile eco-systems that are most at risk to climate variability and extremes (ILO; 2017b). Other women groups for instance migrant women, women living in rural, remote, conflict and disaster-prone areas as well as women living with HIV and women within the diversity of sexual orientation and gender identity expression.

The world of work is critical to both minimizing risks and ensuring that the transition to a low-carbon economy empowers all women and is supported by their contributions (ILO; 2022d). **Deliberate goals and policies are necessary**, since projection indicate that substantial share of new employment in green sectors tends to be in traditionally male-dominated sectors and occupations, and that job creation in a green economy does not automatically bridge current gender inequalities (ILC111; 2023). To ensure that the transition becomes truly just, the principle of equal opportunities and treatment for all needs to be addressed with particular attention to women and disadvantaged groups. **The world of work must pursue a just transition in tandem with a transformative agenda for gender equality, diversity and inclusion.** Just transition also strengthens climate mitigation and adaptation efforts through the empowerment of women in all their diversity as key agents of change. Indeed, the promotion of gender-equality and non-discrimination is intrinsically linked to just transition as it is an essential pathway to ensure gender equality and inclusiveness in the world of work.
II. Climate action, gender, equality and labour impacts

Climate change response measures largely fall in the categories of mitigation and adaptation, or a combination of the two. Climate change mitigation are interventions to reduce the sources or enhance the sinks of greenhouse gases (IPCC; 2001). They involve measures to decouple economic activity from emissions, for example by improving energy efficiency, or by shifting away from fossil fuel and towards renewable energy, by changing agricultural practices to reduce their carbon footprint, by halting deforestation and increase afforestation. Adaptation refers to an adjustment in natural or human systems in response to actual or expected climatic stimuli or their effects, which moderates harm or exploits beneficial opportunities (IPCC; 2001). They include for example the building of infrastructure such as sea walls or flood protection systems, economic diversification that is responsive of changed climatic conditions, water conservation measures to deal with water scarcity, changes in agricultural inputs and farming practices to respond to weather patterns, among others. The way women and men are affected by mitigation and adaptation actions and their ability to contribute and benefit from climate solutions are shaped by their social position, including education, gender roles, division of labour and income.

The implications of climate action for decent work - opportunities and challenges

Mitigation and adaptation measures require extensive changes in the way our economies and societies produce and consume. They entail shifts in the structure of economies as some sectors will grow and some will contract. They will involve changes in materials and production processes, including technologies used, and transformation in terms of skills development. The jobs that will be generated or changed in the transition to low carbon resilient economies may present decent work deficits, including in relation to social and labour protection and the respect for fundamental principles and rights at work. Such decent work deficits are "expressed in the absence of sufficient employment opportunities, inadequate social protection, the denial of rights at work and shortcomings in social dialogue." These failings provide "a measure of the gap between the world that we work in and the hopes people have for a better life" (ILC89; 2001).

In order for the transition to deliver decent work and social justice and to serve as a vehicle for poverty reduction for men and women in all their diversity, climate mitigation and adaption policies need to reflect concerns for impacts in terms of decent work and gender equality, inclusion and their interplay, and to be complemented by appropriate policies in the employment, labour and gender and equality fields. In other words, mitigation and adaptation policies need to be part of an integrated effort to deliver a gender-responsive and inclusive just transition for all.

The ILO estimates that with supporting social and economic measures, a combined shift to low-carbon and circular economies may result in the creation of some 100 million jobs by 2030 (ILO; 2023a), but also in a decline of employment in certain sectors. Job gains and losses will affect women and men differently and risk reproducing patterns of inequality unless tailored measures are put in place.
Gender equality and inclusion for a just transition in climate action: A practical guide

Figure 1. Job gains and losses by skill level and gender, millions.

![Chart showing job gains and losses by skill level and gender, millions.]

Source: IRENA and ILO, 2023, recreated based on ILO's figures (ILO, 2019).

NDCs for a more gender-responsive climate action

Nationally Determined Contributions (NDCs) are climate action plans pledged by signatory countries to the 2015 Paris Agreement, committing to nationally defined targets in the areas of mitigation and adaptation. NDCs are non-binding instruments aimed at reduction of national emissions and adaptation to the impacts of climate change. They typically include nation-wide targets and measures, as well as specific actions in key sectors of the economy. Since the first round of NDCs, more than 100 countries have updated their NDCs, new NDCs have been developed, and an increasing number of net-zero pledges, long-term strategies and laws have been adopted.

In the first generation of NDCs submitted in 2015, most countries faced challenges integrating issues of gender equality. Lack of sex-disaggregated data, limited understanding of how climate change impacts women and men differently, and lack of engagement of environmental ministries and national climate change units with gender institutions, were partly responsible for this situation. A second generation of NDCs shows greater attention to gender equality, determining higher aspirations for action in addition to commitments to develop Gender Action Plans (GAP). An increasing number of countries demonstrated a level of commitment to integrating gender concerns into key policy areas and sectors that include climate adaptation and mitigation, environmental sustainability, employment, energy, transport and agriculture.

Jordan: technology transfer for gender responsive solutions

Jordan’s NDC acknowledges the different impact of climate change on women, men, girls and boys and the need for adopting gender responsive solutions to improve the gender resilience to climate change. Through technology transfer Jordan seeks to mainstream gender in eco-tourism, solar energy, water management and organic farming and presents concrete gender-responsive measures to deliver climate resilient services (Jordan NDC; 2021).
Addressing gender in the NDCs: current status
An extract from the Synthesis Report

According to the ‘Nationally Determined Contributions under the Paris Agreement’, Synthesis Report by the Secretariat (UNFCCC; 2023)

“Of the 79 per cent of Parties that referred to formal arrangements in place for domestic stakeholder consultation, 93 per cent indicated that they conducted consultations and engagement in an inclusive and participatory manner and 81 per cent of those specifically referenced gender-sensitive consultations.

“Parties are increasingly recognizing gender integration as a means to enhance the ambition and effectiveness of their climate action: 79 per cent of Parties provided information related to gender in their NDCs and 33 per cent affirmed that they will take gender into account in implementing them. Of the Parties that referenced gender, 38 per cent had not included reference to gender in their previous NDCs, while 18 per cent considered gender to a similar extent to previously. Of the Parties that referenced gender in their previous NDCs, 68 per cent elaborated more on the topic in their updated NDCs.”

(…)

“A total of 79 per cent of Parties referred to formal arrangements in place for consulting stakeholders, including the general public, local communities, Indigenous Peoples, private entities, business and trade associations, civil society organizations, youth associations, women’s associations, regional development partners, academia and research communities: 93 per cent of those Parties indicated that they conducted such consultation and engagement processes in an inclusive and participatory manner; and 59 per cent specifically referenced gender-sensitive consultations, referring to specific guidelines for ensuring gender sensitivity, such as during public consultations, and highlighting the inclusion of national gender machineries, gender and women’s groups, or non-governmental organizations in the process.”

(…)

“In their NDCs, 79 per cent of Parties provided information related to gender and 33 per cent affirmed that they will take gender into account in implementing them. “

“While 60 per cent of Parties referred to relevant policies and legislation, 37 per cent affirmed a general commitment to gender equality. Others also included information on how gender had been or was planned to be mainstreamed in NDC implementation; for instance, 40 per cent on specific tools and methods, such as gender analyses or assessments, gender indicators, gender-disaggregated data, and gender-responsive budgeting, and 5 per cent included gender as a criterion for prioritizing activities.”

“Of the Parties that referred to gender in their NDCs, 54 per cent treated it as a crosscutting issue to be addressed across adaptation and mitigation, with 12 per cent focusing on adaptation and 10 per cent considering gender exclusively in the context of adaptation.”

“Of the Parties, 33 per cent referred to their planned gender-responsive and 19 per cent to gender-sensitive climate action or generally elaborated on gender aspects in the context of specific sectors, including agriculture, energy, health, water, disaster risk reduction, LULUCF, livestock, waste, fisheries and education.”

“Meanwhile, 34 per cent of Parties highlighted the importance of providing capacity, building, finance and technology for gender-specific action and of these means of implementation being gender-responsive.”

“In addition, 10 per cent of Parties implicitly or explicitly considered gender as it intersects with other social factors; 37 per cent explicitly considered specific gender differentiated needs and perspectives and gender-differentiated impacts of and contributions to climate change and climate action; 26 per cent framed women as being vulnerable;
19 per cent framed women as stakeholders or agents of change; and 7 per cent explicitly considered people of other genders. “

“Parties are increasingly considering gender in their NDCs and recognizing gender integration as a means of increasing the ambition and effectiveness of their climate action. The share of Parties referring to gender in the new or updated NDCs compared with their previous NDCs has increased and the share of Parties considering gender as a cross-cutting issue has also risen.”

“Of the Parties that considered gender, 68 per cent elaborated more on the topic in their updated than in their previous NDCs, 38 per cent had previously not included any reference to gender in their NDCs, and 21 per cent considered gender to a similar or decreased extent compared with previously.”

While the initial NDCs were largely ignoring employment and labour impacts, updated or new NDCs are increasingly including considerations on decent work and a just transition, thus providing a key pathway to address social implications of climate action and greater policy coherence. However, the integration of the four strategic objectives of the Decent Work Agenda and the nine key policy areas of the ILO Guidelines for a just transition is uneven, including in terms of the use of social dialogue with employers and workers organizations to inform NDC development (ILO; 2023a).

A persistent challenge that remains in most NDCs is the bridging of decent work/just transition considerations and gender and equality goals, since typically there are no mutual references. Given the gendered nature of impacts of climate change and climate policies on the labour markets and the significant importance of the employment and labour dimension of gender measures, it is crucial to establish these linkages in the NDCs themselves or in their implementation strategies and instruments.

**Leveraging NDCs: a key entry point for a gender-responsive and inclusive just transition**

- Develop/update NDCs through consultation processes, promoting social dialogue with employers’ and workers’ organizations, and engagement with women’s groups, as well as other civil society representatives, including organizations of persons with disabilities, representatives of indigenous and tribal peoples and others. This will create spaces to voice and hear concerns and solutions that can be reflected in policies and can create broad-based support for ambitious climate action;
- Recognise women’s specific needs in the context of climate change impacts and effects of climate change responses;
- Acknowledge women’s role as agents of change and their part in the development and implementation of climate solutions;
- Include clear commitments and language highlighting the gender dimension and vulnerability considerations of a just transition and decent work in a more systematic way, with clear indication of practical actions in terms of implementation;
- Give effect to gender equality and just transition commitments through appropriate strategies and policy instruments that support NDCs’ implementation.
III. Gender equality and inclusion at the centre of Just Transition: the enabling environment

The commitment to a gender-responsive and inclusive approach to Just Transition

The ILO Resolution and conclusions concerning a just transition towards environmentally sustainable economies and societies for all adopted in 2023 clearly states that failure to address environmental and climate change will threaten human well-being and all life on Earth and will exacerbate gender and other forms of inequalities and exclusion.

In the guiding principles for a just transition, the Resolution recognises that ‘gender equality, social inclusion and equity should be promoted, paying particular attention to indigenous and tribal peoples and groups in vulnerable situations’ (point 17). It also stresses the importance of ensuring that persons belonging to one or more vulnerable groups or groups in situations of vulnerability, including indigenous and tribal peoples and rural communities can participate in the development of and benefit from gender responsive, inclusive just transition measures; (21 (v)) and that governments and employers’ and workers’ organizations have a role to play in formulating, implementing, monitoring and evaluating gender responsive, inclusive, integrated and coherent just transition frameworks that are coordinated with relevant economic, social and environmental policies.

The enabling environment for gender-responsive and inclusive Just Transition Models

The shift to environmentally sustainable economies offers an unprecedented opportunity to address gender equalities and promote all women’s economic empowerment within economies that are fairer and more inclusive as well as being more environmentally sustainable. A transition rooted in gender equality and social justice has the potential to not only economically empower women through the creation of decent, green jobs but to do so in ways that transform gender inequitable structural barriers and socially embedded norms.

When grounded on international labour standards, just transition models can be instrumental in reshaping existing norms and practices that actively promote decent work for all women – ensuring equal opportunities and treatment in the world of work.

Useful terminology

- **Gender Sensitive** policies and programmes recognise different needs of women, men, boys and girls and acknowledge gender power dynamics but do not necessarily address these other than to try and integrate an understanding of these dynamics within programme design.

- **Gender Responsive** policies and programmes include specific actions to try and reduce gender inequalities within communities and societies at large, acknowledging and acting upon women’s and men’s specific needs.

- **Gender Transformative** policies and programmes are designed around a fundamental aim of addressing root causes of gender inequality within society through transforming harmful gender roles, norms and power relations.

- **Intersectionality** is “the interconnected nature of social categorizations such as race, class, and gender, regarded as creating overlapping and interdependent systems of discrimination or disadvantage.” Intersectionality is the acknowledgement that everyone has their own unique experiences of discrimination and oppression and that we must consider everything and anything that can marginalize people, including gender, race, ethnicity, class, sexual orientation, gender identity and disability status. An intersectional approach is therefore important to understand how overlapping identities and experiences can compound threats of marginalization for people and communities.
Climate and just transition actions can become gender-responsive or – ideally - gender transformative by considering in a systematic manner differences between the conditions, situations, and needs of women and men in every step of implementation. This systematic process is known as gender mainstreaming, and should include baseline generation, participatory design processes, identification of objectives, activities and indicators, and monitoring and evaluation systems (NDC Partnership; 2021). Mainstreaming gender considerations in all climate-related work can be delineated by countries’ NDCs, tying their commitments to human rights and gender equality, and incorporating climate change strategies into their Gender Equality Action Plans. The establishment of monitoring and accountability systems of NDCs’ commitments, including indicators of gender equality and human rights, would require and promote gender mainstreaming with intersectional considerations at all levels.

Policy coherence through integrated just transition frameworks and strategies

The ILO’s Guidelines and the ILC Resolution and conclusions highlight the importance of policy coherence at different levels and across different fields to deliver a just transition. To facilitate such coherence among different line ministers and other actors, several countries have developed or are developing integrated just transition frameworks or strategies, which are often vehicles to give effect to their just transition commitments in climate-related policies in a coordinated manner. Just transition strategies or frameworks are effective measures to support policy integration across different policy areas and sectors, and coherent implementation at different levels, including national, sectoral, and workplace levels. If designed in a gender responsive and inclusive manner, such strategies can serve as a crucial means to advance gender equality and decent work for women and men, also providing orientation for the development of policy instruments in the different policy areas and inclusive institutional mechanisms for social dialogue and participation.

Learning experiences

Women as agents of change in the national just transition strategy in Spain. Spain's Just Transition Strategy seeks to maximize the social gains of the ecological transition and mitigate its negative impacts. The strategy imbeds the principle that to promote green jobs it is necessary to ensure that women can take advantage of the opportunities generated by the transition and includes among its strategic objectives measures to reduce gender inequalities in the ecological transition, i.e.:

- a provision to ensure the incorporation of women into green economy employment opportunities through gender mainstreaming.
- presentation of gender disaggregated data in the monitoring of the situation, trends, and evolution in the ecological transition of economic sectors.
- specific support to the creation of green jobs in the rural areas, with particular attention to the promotion of youth and women's employment and entrepreneurship.
- visibility to the active and equal contribution of women as agents of change.

Key actions included conducting a gender analysis with attention to targeting women's rate of activity and occupations, opening existing training opportunities to women's employment, and integrating women collectives' suggestions into the definition of agreements. In addition, financing for just transition prioritized gender equality projects, especially when they encouraged women's employment and contributed to the revitalization of the economy led by women, or to the development of infrastructure also improving women's access to ITCs. Criteria included fostering the employment of women; mandating the creation of 25-30% of employment for unemployed women; training to support women's entrepreneurship; and underlying the importance to work on gender equality within just transition. In 2021, the Women's Institute of Spain's Ministry
of Equality and the Institute for Just Transition signed a protocol to jointly develop actions in the framework of the development of Just Transition Agreements, aiming to promote entrepreneurship and improve the employability and working conditions of women in the territories affected by the energy transition (Government of Spain; 2020).

Clear institutional policies that include accountability and consequences for lack of results can strengthen gender mainstreaming performances. Currently, accountability efforts mainly focus on processes and outcomes, rather than on fulfilment of rights and obligations. Instead, systematic gender mainstreaming should be developed within a human rights and gender equality framework; it should reach across all sectors and levels; integrate an intersectional lens to social inequalities; and assess accountability for international commitments that have given a clear mandate to address gender considerations in climate policy, just transition, and decent work (UN Women; 2021).

How to go about delivering on gender equality and inclusion in just transition

The starting point is to recognize that women and men in all their diversity still do not enjoy and/or benefit from equal opportunities and treatment in society (home and the community), in the world of work (formal and informal economy, online and offline work) and at governance level. It is imperative to address structural barriers for women at all these levels in a systematic and comprehensive way, through a combination of sound policies, legislation and practices, intentionally aimed at reducing gender and inequality gaps. Such interventions leverage each other.

### Structural barriers at the societal level...

- Social norms, gender stereotypes and discriminatory attitudes and practices.
- Unequal ownership and access to land and other assets and resources, education, health and services including sexual and reproductive health and rights.
- Unequal power relations at home and limited awareness of women’s own rights.
- Uneven distribution of unpaid care work between women and men, the family and the State.
- Discriminatory laws and practices (e.g. inheritance and land laws).
- Gender-based violence and harassment.

*While not exhaustive, all these factors reinforce gender and other inequalities and limit women’s choices resulting in undermining their human rights.*

### Interventions for women’s empowerment and rights:

- Repealing discriminatory laws and practices through legal reforms, awareness raising, advocacy and campaigning.
- Ensuring access to education and knowledge, health, including sexual and reproductive health and rights, assets and resources, including land.
- Activating policies and practices to change mindsets with a view to recognizing, reducing and redistributing unpaid care work between women and men and other actors.
- Promoting dignity and respect in all spheres of life.
- Engaging men and boys and mobilising civil society, social partners and the media to foster a culture of women’s rights and more equity and equality.

### Structural barriers in the world of work...

- Gender neutral macro-economic, industrial and sectoral policies.
- Limited and unequal access to infrastructure, social protection, public care services, including childcare and long-term care.
- Persistent occupational gender segregation of the labour market.

### Interventions for women’s equal opportunities and treatment at work:

- Building capacities of labour market actors for collective action aimed at influencing the design of macroeconomic and labour market policies.
- Advocating for stronger representation and voice of women in workers’ and employers’ organizations.
### Poor working conditions (low pay, violence and harassment, limited career opportunities and transformative care leave policies including maternity, paternity and parental leaves).

- High prevalence of women in the informal economy, in some regions.
- Increased economic, climate and war related migration flows.
- Unequal provision and access to quality education, skills and lifelong learning.
- Limited dedicated interventions to support women through work transitions such as addressing the digital divide, transitioning from the informal to the formal economy, moving toward a greener economy with more access to information and technology.
- Persisting laws and practices based on multiple grounds of discrimination including sex, gender, race, colour, age, disability, ethnicity, migration, HIV, sexual orientation, and gender identity.
- Weak representation and voice of women in negotiation processes.

*These are the main factors that impede women to be in the labour market on equal footing as men. They determine persistent gender wage gaps, motherhood penalties, glass ceiling, exposure to violence and harassment, limited career and training opportunities and inability to balance work with care responsibilities.*

### Structural barriers at the governance level...

- Weak political will and institutional capacities to respond to society needs, and address gender and other inequalities.
- Lack of sex-disaggregated data and intersectional data collection and analysis.
- Unequal representation of women in leadership positions and in social and economic decision-making processes at all levels.
- Weak gender-responsive social dialogue mechanisms able to promote resilient, sustainable and equal societies.
- Limited capacities of international organizations to foster partnerships and influence a global gender equality governance system.

*These are some of the factors determine gender absent or gender-neutral policies and programmes that*

### Interventions for gender responsive institutions and social dialogue:

- Advocating for investments in care infrastructures, policies and services.
- Promoting universal, adequate, comprehensive and sustainable social protection systems.
- Ensuring decent working conditions in the form of equal pay for work of equal value, zero tolerance to violence and harassment, work and life balance measures as well as career opportunities and access to managerial and leadership positions.
- Supporting women in having access to STEM skills and lifelong learning opportunities, including in green economy related fields.
- Investing in sustainable business and development initiatives on women’s economic empowerment.
- Advancing policies to support women and men through migration processes, the digital and just transitions.
- Support women to transition from the informal to the formal economy including through social and solidarity economy.
- Promoting ratification and implementation of international labour standards with attention to C100, C111, C183, C156, C189 & C190 (see annex to be included).
undermine women’s visibility and participation in decision making processes. 

- Fostering partnerships and monitoring of commitments on gender equality at global level.
- Increasing the institutional capacity of constituent members’ needs on gender equality through the development of policy and services.

Source: Elaborated based on the ILO, 2022k. Theory of Change towards a transformative agenda for gender equality in the world of work.

**Climate change, care and just transition**

In the intersection between gender, equality, climate change and decent work, aspects relating to care work have often been overlooked. Strategies for climate mitigation and adaptation have not properly attended to how care work is affected by climate impacts, nor whether climate interventions improve or intensify unpaid care work or to what extent care jobs can be an engine of jobs while transitioning towards greener economies also allowing more women to be in the labour market. Gender-transformative action for a just transition should aim at alleviating or transforming existing distributions of care work.

For the ILO, the reorganization of care work is one of the tenets of decent work, since the unequal social organization of care contributes to widening gender gaps, the feminization of poverty, and women’s deficits of decent work. Changes in the organization of care is also required for the success of measures addressing climate change breaking down gender stereotypes that have traditionally associated care work for women and (green) technical work for men. The heavier demands falling on households due to climate crises are absorbed by women, who are often called to develop strategies to make up for the lack of public services and increasing family care needs.

A just transition to a low-carbon economy is an opportunity to enhance social protection, while transforming gender norms and recognizing, reducing and redistributing the burden of care work. It is also an opportunity to recognize the value of the care sector in a context of just transition in terms of job creation and contribution to low carbon emissions. The 5R framework - Recognize, Redistribute and Reduce care work, expanded with Reward and Represent care workers- synthesizes the international commitment to gender equality and the empowerment of women and girls, included in Goal 5 of the 2030 Agenda for Sustainable Development.
Gender equality and inclusion for a just transition in climate action: A practical guide

Figure 2. The 5Rs framework to centre care in climate change and just transition

1. **If unpaid care work is RECOGNIZED**
   - Through better data collection & knowledge on care related impacts of climate change e.g. women's time and labour
   - Through non-polluting technologies to save time and effort in the processing and conservation of food and goods for self-consumption (e.g. efficient kitchen appliances based on energy renewable)
   - Through expanding provision of quality care services (children, the elderly, persons with disabilities) with quality jobs and green and low-pollution infrastructure
   - Through expanding public provision of green and low-emission infrastructure that plays a key role in care (water, sanitation, clean energy sources) decreasing care work and the use of polluting sources in these tasks

2. **Then unpaid care work can be REDISTRIBUTED**
   - Through incorporation of social protection and care leave policies and services in mitigation and adaptation strategies
   - Through green and inclusive transport and roads in rural and urban areas including gender criteria in transportation policies reducing travel times for women and providing safe spaces
   - Through technology and equipment in agricultural areas to improve women's productivity and through environmental educational campaigns to promote sustainable and gender responsive approaches in climate change
   - Through having more women, men and people with different needs participating more in climate action and just transition processes

3. **And if we REWARD care workers with decent work**
   - Then the Care sector has the potential to offer decent jobs to women and men transitioning from polluted to green sectors
   - Then their care experiences, needs and concerns are included in participatory and social dialogue climate change and just transition processes at community, business, and workers levels and at national and international levels
   - As a result: a Gender responsive and inclusive just transition with care at its centre is REALIZED

4. **And if paid and unpaid care workers are REPRESENTED in decision making processes**
   - Through mitigation and adaptation actions need to incorporate interventions aimed at REDUCING unpaid care work
   - Through technology and equipment in agricultural areas to improve women's productivity and through environmental educational campaigns to promote sustainable and gender responsive approaches in climate change
   - Through having more women, men and people with different needs participating more in climate action and just transition processes

5. **And the voices of care providers and care receivers including those most vulnerable and affected by climate change are heard**
   - Through expanding public provision of green and low-emission infrastructure that plays a key role in care (water, sanitation, clean energy sources) decreasing care work and the use of polluting sources in these tasks
   - Through non-polluting technologies to save time and effort in the processing and conservation of food and goods for self-consumption (e.g. efficient kitchen appliances based on energy renewable)
   - Through expanding provision of quality care services (children, the elderly, persons with disabilities) with quality jobs and green and low-pollution infrastructure
   - Through expanding public provision of quality care services (children, the elderly, persons with disabilities) with quality jobs and green and low-pollution infrastructure

6. **And if unpaid care work is REWARDED**
   - Through better data collection & knowledge on care related impacts of climate change e.g. women's time and labour
   - With attention to the effects of limited drinking water, sanitation, electricity, heating, transportation and "green" and disaster resilient housing that increase women's time poverty thus reducing their ability to be in the labour market
   - Through green and inclusive transport and roads in rural and urban areas including gender criteria in transportation policies reducing travel times for women and providing safe spaces
   - Through technology and equipment in agricultural areas to improve women's productivity and through environmental educational campaigns to promote sustainable and gender responsive approaches in climate change

7. **Then unpaid care work can be REDISTRIBUTED**
   - Through incorporation of social protection and care leave policies and services in mitigation and adaptation strategies
   - Through green and inclusive transport and roads in rural and urban areas including gender criteria in transportation policies reducing travel times for women and providing safe spaces
   - Through technology and equipment in agricultural areas to improve women's productivity and through environmental educational campaigns to promote sustainable and gender responsive approaches in climate change
   - Through having more women, men and people with different needs participating more in climate action and just transition processes

8. **And if paid and unpaid care workers are REPRESENTED in decision making processes**
   - Then the Care sector has the potential to offer decent jobs to women and men transitioning from polluted to green sectors
   - Then their care experiences, needs and concerns are included in participatory and social dialogue climate change and just transition processes at community, business, and workers levels and at national and international levels
   - As a result: a Gender responsive and inclusive just transition with care at its centre is REALIZED
IV. Addressing gender equality in just transition policy areas

The nine policy areas proposed by the ILO Guidelines (ILO; 2015a) are essential and mutually reinforcing for achieving decent work outcomes for all. Mainstreaming gender equality and inclusion concerns into these nine policy areas, while also having dedicated initiatives on gender equality and inclusion when needed, is necessary to advance the agenda of equality and inclusion and leave no one behind. The following sections will look at several just transition policy areas with a gender and inclusion lens.

<table>
<thead>
<tr>
<th>Key policy areas to address environmental, economic, and social sustainability simultaneously:</th>
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<td>I. Macroeconomic and growth policies</td>
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Policy area 1: Gender-responsive and inclusive macroeconomic and growth policies

In order to align with the Paris Agreement and ensure a just transition, macroeconomic and growth policies should promote sustainable production and consumption patterns, and place full and productive employment and decent work for all, particularly the most marginalized and vulnerable, at the centre of economic and social policies. Leveraging women’s and other groups’ existing and potential contributions is essential for stimulating sustainable and job rich growth (ILO; 2023a).

Macroeconomic and growth policies offer an important steering mechanism towards achieving the goals in reducing carbon emissions, improving resilience, and promoting a just transition. They can induce investment in renewable energy, new technology and green production practices, and boost investments into human capital and the skills needed for the transition. Well-designed, green, inclusive and gender-responsive macroeconomic policies can increase the resilience of economies to the impact of climate shocks and protect the vulnerable from climate impacts and potential risks from the restructuring of economies associated with the transition while advancing gender equality (ILO; 2023a).

Adopting a gender lens on macroeconomic and growth policies in just transition

Orienting the necessary investment in public goods (such as smart grids, ecosystem restoration and essential basic climate and social infrastructure) and social spending such as in social protection and financing care policies and services to allow more women to be in the labour market play an important part for a gender responsive and more inclusive just transition. Carbon taxes have gendered impacts that need to be considered and revenues can be used towards investments that deliver positive outcomes, for example incentivising hiring of women in green jobs or financing social investments (ILO; 2023a).
As governments are major consumers of goods, services and works, promoting sustainable and gender-responsive procurement policies offer a way to incentivize the growth of low carbon sectors, business models and activities. Integrating a gender perspective that considers the impacts of the contracted goods, services and works on women and men and that seeks to design and implement contracts in a way that reduce gender inequality is an important means to enhance the gender-responsiveness of the climate transition. Taken together, public investment and procurement, taxation and targeted subsidies are all part of the macroeconomic and growth policy toolbox for pricing climate and environmental externalities, while fostering a shift towards lower emission economies they can also promote a better access to economic opportunities and more inclusive labour markets (ILO; 2023a).

**Entry points for action**

**At policy level:**
- Macroeconomic policy design needs to be more responsive to the structural nature of gender and other inequalities that prevent women and other groups from taking advantage of opportunities to access the world of work and to the linkages between productive and reproductive work.
- Include goods and services produced by women such as unpaid care and domestic work, subsistence production and the informal economy, in the Systems of National Accounts.
- Invest in climate-related and care infrastructure and public services thus prioritising areas which can benefit women economically and socially.

**Concrete measures:**
- Undertake gender analysis to examine existing structural inequalities and direct and indirect discrimination in access to productive resources in all policy design.
- Apply gender and social budgeting tools to investigate the differential impacts of national and local budget allocations on women and men and other groups as a major means of designing gender responsive policies and budgets.
- Collect and analyse sex disaggregate and more granular data and carry out time use surveys that include climate considerations and use them to design gender responsive interventions.
- Increase dialogue and representation of women and other groups in macroeconomic policy making.

**Policy area 2: Industrial and sectoral policies to enhance women’s opportunities in just transition**

There is a growing recognition that industrial and sectoral policies need to contribute not only to economic growth but also aligning themselves with climate goals while generating employment with decent work. Industrial and sectoral policies and strategies can be leveraged to stimulate demand, investment and development of industries and sectors relevant for the greening of economies and to foster resilience. They can enable innovation and contribute to growth, economic diversification and job creation in regions, communities, and workers whose livelihoods might experience the hardest impacts of climate change and the transition. They can complement macroeconomic policies in helping to improve both the environmental and the employment performance of existing businesses, and in stimulating growth in green products and services (ILO, 2022b).

**Adopting a gender lens on industrial and sectoral policies in just transition**

A major challenge for just transition in industrial and sectoral policies and strategies is to balance economic growth with the principles of decent work and gender equality, giving priority to economic sectors with the greatest
potential for job creation without causing further degradation of natural resources and the environment, while making jobs decent and equally accessible to women and men and other groups. *Industrial and sectoral policies can foster gender-equitable and productivity-enhancing paths of structural change and decent job generation*, providing decent work for women and men. Such policies have the potentials to expand women's jobs opportunities in key areas of the economy, including the energy, transportation, agriculture, waste and circular and the care sector. They can also address the gender-segregated characteristics of the labour market that constrain women's participation in low paid work (ILO, 2022b).

When designing such policies *attention should be given to the sectoral composition of the workforce which is often highly segregated by gender*. An effective way forward is to include gender considerations when designing policies that for instance promote skills development for green and sustainable production and growth to allow equal access to jobs and to strengthen mobility across sectors for both women and men. Similarly, the *inclusion of persons with disabilities, ethnic minorities, indigenous and tribal peoples and other under-represented groups in policy dialogue around the transition of sectors is a key strategy in ensuring a just and inclusive transition*. If the development of green sectors establishes the *principles of equality of opportunity and treatment* as a specific focus and goal from the beginning, there is significant potential for addressing gender inequalities and ensuring that occupational and sectoral segregation are dismantled (ILO, 2022b).

Addressing gender inequality also has the potential of increasing productivity in lower productivity types of jobs and sectors. Engaging in *social dialogue at the sectoral level*, often characterized by specific governance instruments and institutions, presents opportunities to pursue economic, environmental and social objectives in an effective way. In addition, targeted measures will be needed to formalize substandard, informal jobs in environment-related sectors, such as recycling and waste management, in order to *transform them into decent jobs*. To this extent, social protection measures are essential to support workers in transition as well as enterprise development support will be needed for growing green sectors (ILO, 2022b).

**Making just transition critical sectors more gender-responsive and inclusive**

Climate policies targeting key sectors of the economy have far-reaching implications for the labour market and for social and economic development. In addition to climate policy considerations regarding just transition and decent work, specific policies need to address sectoral dynamics of the transition, which require coordination between government entities beyond employment and labour, to the social partners and other stakeholders invested in just transition (ILO, 2022b).

**The energy sector at a glance**

Fossil fuels, such as coal, oil and gas, are responsible for over 70 per cent of the world’s GHG emissions (IEA; 2023;). A deep transformation of the energy supply sector towards energy efficiency and making clean energy available to all can open significant opportunities of better working environments for women and men. It is estimated that 8 million jobs in the coal, oil and gas production industries could disappear by 2030 (ILO; 2023a). On the other hand, almost 29 million jobs will be created in the renewable energy sector by 2050 (IRENA and ILO; 2022). However, unless energy policies and strategies are intentionally driven towards equality and fairness, women and other groups might not benefit from these opportunities.

**Challenges: gender equality and inclusion in the energy sector**

- Women and girls especially in rural areas spend significant time to gather biomass (e.g. firewood, animal dung, crop waste and charcoal) as energy sources which are becoming scarce and unclean forcing them to travel further thus increasing their exposure to gender-based violence and harassment (UNFCCC; 2022b).
- Access to energy substantially impacts women’s workload of unpaid care and domestic work further reducing their options to participate in income-generating activities and educational opportunities.
- Universal access to renewable energy is out of reach for women in low-income contexts.
- Women are less represented in the formal energy sector compared to men. However, for instance in the coal sector, women comprise a larger share of men in the informal, artisanal, and small-scale sector and in supply chains that are dependent on coal sector revenues.
- Women's employment in the energy sector only makes up 20 to 25 per cent in some advanced economies (ILO; 2018d). For instance, in 2022, only 24 per cent of women comprised the workforce in the EU energy sector and 30 per cent of decision-makers in parliamentary committees dealing with environmental and climate change matters were women (EIGI; 2023).

Towards a gender-responsive and inclusive just transition in the energy sector

Clean energy is a critical enabler of development and can play a transformative role in the lives of women by enhancing their productivity and effectiveness at home and at work. The adoption and use of renewable energy systems at the household level can reduce greenhouse gas emissions, improving the health and well-being of women and their families, also alleviating their unpaid domestic workload (IRENA; 2019). Furthermore, the rapidly growing renewable energy sector provides huge potential for the inclusion of far more women in renewable energy provision than in the coal, oil and gas industries, where at least 88 per cent of employees have been male. Such development demands a broad range of occupational profiles. Filling these jobs requires concerted action in education and skills building, including STEM. New demands for qualified workers could provide a momentous opportunity to promote women's equal access to job training, hiring networks, and career opportunities, and a chance to reskill and upskill a varied and balanced transition workforce. In all actions, leveraging women's participation as climate change agents can encourage and speed up energy transformation, addressing their specific needs, integrating their knowledge, and promoting their leadership (IRENA; 2022).

However, recruitment into the renewable energy sector has remained male-dominated, with little shift in the representation of women. In 2019, women accounted for only 32 per cent of renewable energy employees (IRENA; 2019). Reasons for this include perceptions – often held by women themselves – that they are not suited to more technical roles. Girls are less likely to choose STEM subjects at secondary and tertiary levels, choices which are influenced by gender stereotypes that deem these subjects ‘inappropriate’ for girls, or beyond their natural capacity. Meanwhile, even when women have STEM skills, they often consider leaving the related sectors given the prevailing masculine working culture reflected in impediments to advancing and other barriers including exposure to violence and harassment and lower wages (ILO; 2022h).

Promoting women's employment in renewable energy has enormous co-benefits for women and the energy sector. In addition to being economically empowered these women gain technical expertise, improve employability as well as confidence and leadership skills. But for this to happen, deliberate strategies are needed, such as setting targets for the inclusion of more women in the energy sectors - including in technical and management levels – and supporting more girls and young women to take up STEM subjects through changing mindsets and making the STEM related sectors more friendly to women's needs including ensuring decent working conditions with care support, equal pay for work of equal value and zero tolerance to violence and harassment.

Learning experiences

Making the renewable energy sector more gender responsive in the Marshall Islands.

The National Action Plan on Climate Change established a National Electricity Roadmap, with a target of 100 per cent renewable energy production by 2050, with at least 20 per cent women, among trained electricians, by 2030. Island Eco project trains young women technicians to assemble, install, operate and maintain solar-powered lights, refrigerators and freezers on different islands, advancing decent work conditions. The project takes a contextual approach, replacing polluting diesel generators on remote atolls where access to fossil fuels is expensive and scarce, with sustainable solar equipment. This gender-responsive project addresses the interrelated challenges of climate and gender stereotypes in STEM, while simultaneously increasing young women's economic independence and political participation and fostering activities that have a ripple effect on
the local population. The project also benefits community members by enabling the sale of refrigerated goods. Results and best practices are incorporated in national policies, further increasing the project’s systemic impact.

Source: UNFCCC, 2023a Implementation of just transition and economic diversification strategies.

More women in the geothermal energy sector in Iceland.

The Reykjavík Energy is the largest public producer of geothermal energy. The company generates revenue by supplying electricity, providing hot and cold water, treating wastewater, and providing telecommunications infrastructure. Its service area extends to 20 municipalities, covering 67 per cent of the Icelandic population. With a male-dominated workplace culture, frequent long working hours and shift work, in 2011, its leadership decided to tackle various gender gaps, including the gender pay gap of about 7 per cent in favour of men, but also issues around better reconciling working hours with caregiver responsibilities. The aim was to create a more equitable work environment and attract more women to the company, resulting in greater job satisfaction for both female and male workers – without a drop in productivity. In 2017, the company closed the gender pay gap, and has since managed to keep it near zero per cent. In 2018, Iceland introduced the first policy in the world that requires companies and institutions with more than 25 employees to prove that they pay men and women equally for a job of equal value.

Source: The Nordic Council, 2023, Bridging the Green Jobs Divide (norden.org).

The transport sector at a glance

Transport, in particular road transport both public and private, is a major source of air pollution (ILO, 2023a). Transport’s GHG emissions contribute near a quarter of the total GHG emissions in the world. In addition to cars and vehicles, shipping and aviation consume large amounts of fossil fuels. This pattern requires a broad set of policies to encourage shifts to least carbon-intensive travel options, and the implementation of energy efficiency models to reduce the carbon intensity of all transport modes. Traveling by public transport uses less energy and produces less pollution than in private vehicles. A trip on public transport emits over 50% less GHG emissions than driving alone (IEA website). Public transport can therefore improve people’s lives while at the same time contribute to sustainable development.

Women are the main users of public transport but public transport as a sector is not gender neutral. Likewise, the broader use and distribution of electric cars and subsidies for electric cars may benefit men more than women, since men are more likely to own cars and have the purchasing power to afford the high upfront cost of electric cars (S&P Global Mobility CY; 2022).

Challenges: gender equality and inclusion in the transport sector

- Women are more likely to take shorter, more complex, frequent and “chain trips”, which involve using several multi-purpose trips within one trip to respond to different responsibilities related to domestic work and care of family members. This results in women spending more time and efforts in their transfers, which increases their time poverty.
- Men tend to have more linear and direct trips between home and work reflecting the traditional gender-based division of labour.
- Travel patterns are influenced by access to resources, rural-urban settings, and social norms surrounding mobility for women (ECOSOC; 2009).
- Women are also more exposed to violence and harassment while using public transportation thus facing risks to their personal security.
- Transport is a highly segregated sector with men dominating in engineering, driving and managerial roles while the majority of women is engaged in low-paying service and administrative jobs.
- Decisions on transport policies and services are largely taken by men in the sector and thus often unconsciously based on male norms, behaviours and needs that are different from those of women.
There are multiple reasons for the under-representation of women in transport. In many countries it is not considered an appropriate sector for women and as a result girls and young women are often discouraged from studying towards more technical roles in the industry. Those who do work in transport tend to be concentrated in low skilled, lower paid roles with few opportunities for career development. Women also face specific barriers once in the industry, including high exposure to workplace violence and abuse, inflexible working hours and the lack of female-friendly equipment and facilities such as female toilets. Yet, because they are so often in the minority, women’s voices are often not heard or ignored in terms of transport planning and decent work in the industry (ILO; 2013b).

**Towards a gender-responsive just transition in the transport sector**

There is enormous potential value to the participation of women in the transport sector, both in terms of their economic empowerment through their access to well-paid technical roles, and also for contributing to more gender-responsive, green, accessible transport systems. **A fundamental cultural change is needed to design transport systems with women and other groups in mind.** This implies making public space safer and more secure, including infrastructure and operational improvements, conducting public awareness campaigns to change attitudes and mindsets, better train transport employees, ensuring reporting systems combined with a zero-tolerance approach to violence and harassment.

Overall, the challenge to the sector is to leverage innovation to open new opportunities for women’s employment. Although innovation can facilitate a more diverse workforce, significant impediments, such as a gender-based segregation, may persist. And, as women’s jobs are likely to be lost with new technologies applied to basic services (automated payment, cleaning, information, etc.), women will need to be a special target group of just transition policies in this sector.

For instance, the broader use and distribution of electric cars and subsidies for electric cars may benefit men more than women, since men are more likely to own cars and have the purchasing power to afford the high upfront cost of electric cars. Even though electric vehicles (EV) sales have tripled between 2020 and 2022, only 28 per cent of electric vehicle registrations are signed by women, far behind the 41.2 per cent of average of the industry for new cars (S&P Global Mobility CY; 2022). Women’s representation in the world of electric vehicles remains disproportionately low, not only as consumers, but also as employees. Increasing the representation of women in all segments of the EV industry, from design and engineering to marketing and sales, could help to identify strategies for EVs to evolve into a product that is appealing and affordable to both men and women.
<table>
<thead>
<tr>
<th>Concrete measures for a more gender responsive and inclusive transport sector</th>
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<tbody>
<tr>
<td>Engage more women in decision-making and in technical roles within the transport industry to incorporate female perspectives and needs into planning and delivery of transport services.</td>
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<tr>
<td>Transport infrastructure planning, associated with transition to electromobility, presents an opportunity to redesign fair and clean transportation systems and to address the challenges faced by women as users of transport.</td>
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<tr>
<td>Identify and address the challenges faced by women as users of transport.</td>
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<tr>
<td>Design transport systems with women in mind, making it a safe public space with zero-tolerance to harassment and with more women in transport jobs.</td>
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<tr>
<td>Increase the representation of women in all segments of the EV industry.</td>
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<tr>
<td>Train women to work in transport services and system and make them a special target group of just transition policies in this sector.</td>
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<tr>
<td>Tracking public transport could reduce waiting times, make safer night routes and automated stations. The use of technological applications could reduce insecurity in public transport. Street lighting and closed-circuit television (CCTV) could improve both the perception and actual safety (ITF; 2018).</td>
</tr>
<tr>
<td>In addition, women's tendency to focus on issues such as safety and environmental sustainability would contribute positively to the achievement of the green transition and safe driving (Annica et al.; 2016).</td>
</tr>
</tbody>
</table>
Learning experiences

Responding to women's care needs through green transport jobs in Bangalore, India. The European Investment Bank has developed a Climate Bank Roadmap with a strong gender-responsive element. The Bank has financed two metro lines in Pune and Bangalore, India contributing to low carbon targets by reducing emissions and improving air quality in both cities as well as saving 29 million hours in travel time. Provisions have been included to make the metro a more inclusive workplace. A quota of 33 per cent women has been established for jobs that include drivers and station controllers. Women's capacity is being built through appropriate skills training and measures have been put in place to enable them to balance this work with care responsibilities. Creche facilities have been provided for employees and female drivers are posted to stations close to their homes to cut down travel time. Flexible working schedules also respect women's needs. Women with small children are given priority over afternoon or morning shifts so they are not obliged to work at night.

Source: (ILO, 2022d)

Women Trained as E-Bus Drivers in Chile. Through the Agenda for Gender Equity in Transport, the Ministries of Transport, Labour, and Women’s Affairs established a strategic public-private partnership with the transport industry. Training was provided to women through government-funded fellowships to obtain professional driving licenses, and the six companies operating the Metropolitan Public Transport System started to hire women drivers. In 2022, women bus drivers accounted for 7% of all drivers, an increase of 5.5% percentage points in 10 years (from 1.5% in 2012). Women drivers report a 75% increase in earnings, compared to their previous job, and 50% allocate all or most of this increase to household needs. In 2021, the municipalities of the poorest neighbourhoods of Santiago’s metropolitan region, such as La Pintana, Huechuraba, Renca, Puente Alto, were incorporated in this partnership. Transport companies, in coordination with these municipalities, convened residents serviced to be trained as public transport professionals. The best drivers were trained to drive electric buses. Almost 25% of those selected were women, and their performance appraisals show that they were more punctual than men, had less absenteeism, and a 42% lower complaints rate compared to male drivers.

Source: Chile, Subsecretaria de Transporte (2023), Guevara et al (2018).

Creating employment opportunities for women through low-carbon safe transport initiatives in Pakistan. With a budget of almost $600 million and in partnership with the Asia Development Bank and Green Climate Fund, the government of Pakistan aims to reduce emissions and improve air pollution in the city of Karachi through a zero-emission bus rapid transit system. This is expected to have a positive effect on the number of women who may join the formal workforce as, due to social, cultural and religious factors, women tend not to take up paid employment. An initial gender assessment found that 40% of the women surveyed identified the lack of available safe transport as a major barrier, as this tends to be crowded with men and ‘unsafe’. The initiative aims to mainstream women into the workforce, create job opportunities and educate both employees and service users on the importance of safety, including prevention of gender-based violence and harassment. A gender action plan was included in the initiative with concrete targets:

- At least 10% female service providers/contractors/third party employees recruited for operations and maintenance, such as fare collection, janitorial, and security services.
- Appointment of a female board member and gender focused positions tasked to increase recruitment of women.
- Formulation and application of social and gender inclusive policies and practices integrated into the business plans and operational procedures manuals.
- All staff trained on social and gender-inclusive codes of practice and behaviour, with refresher courses conducted every three years.

Source: Green Climate Fund, 2019.
The agriculture sector at a glance

Agriculture is the sector most impacted by climate change and the main source of GHG emissions in less developed countries. The agriculture, forestry, and other land use sectors contribute about 18.4% of global GHG emissions (Ritchie and Roser; 2020). Agriculture is highly climate-dependent, which means that impacts of climate change can include food shortages and increased food prices, in addition to OSH challenges, job losses, decrease in household incomes and business revenues.

Adopting a gender lens on the agriculture sector in just transition

Women around the world play a key role in agriculture and rural economies, as they are responsible for more than half of small-scale food production and play an important role in preserving biodiversity, food sovereignty and security through the production of healthy foods (ILO; 2022l; ILO and FAO; 2021). They have local knowledge about small crops, forest foods and medicinal plants, which represents a gateway to mitigation and adaptation strategies. Their presence in the sector is significant as they represent up to 80 per cent in some countries in sub-Saharan Africa (FAO; 2023).

At the same time, women farmers are more exposed than men to climate variability and extreme weather because of their limited entitlements, assets, and access to resources required for adaptation and resilience. They often have restricted access to land ownership, labour, smart technologies, agricultural inputs, and social and institutional networks (UNFCCC; 2022b). Most women in least-developed countries work in agriculture but do not have the same resources and decision-making power as men or socio-cultural norms prevent them from migrating or seeking refuge when a disaster hits, creating a vicious cycle of exclusion and poverty (OXFAM website). Extreme weather makes traditional food sources more unpredictable and scarcer, while women face loss of income and harvests, often their sole sources of food and income (UN Women; 2009). In addition, the largely informal nature of women’s engagement in agriculture, coupled with the low recognition of the roles they play means they risk being side-lined or ignored in the context of climate and environment-related shifts in the industry.

Women’s jobs in agriculture tend to be more precarious, and their working conditions are likely to be worse than men’s (ILO; 2022l; FAO; 2023). Women are overrepresented in seasonal, informal, part-time and low-wage work and very often, lack access to work-based social protection schemes (ILO and FAO; 2021). These structural inequalities are compounded by women’s inequitable access to productive natural resources that include water, land and forest products, which are diminishing in the face of climate change.

In addition, more than 1.6 billion people depend in varying degrees on forests for their livelihoods. About 60 million indigenous people are almost wholly dependent on forests and some 350 million people who live within or adjacent to dense forests depend on them for subsistence and income. Increasing desertification and deforestation, driven by the conversion of forests into farm and ranch land to obtain better economic returns, are particularly affecting women and the poor (UNDCC; 2021). Forests and the forest sector are also an important source of employment and incomes for 33 million people around the world. Women are significantly under-represented in the forest sector and have a higher probability of having informal jobs than men (Lippe et al.; 2022). Climate change is making agricultural work far more precarious across the world and in many cases, women are increasingly carrying the burden of the additional work. Yet, as climate change increases the likelihood of crop failure, women often face the most negative economic implications, as they often have fewer assets on which to rely and limited access to alternative sources of income or livelihoods. By addressing gender

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1 Women own less than 20% of the world’s land, as legal and customary restrictions hamper women’s inheritance rights. Worldwide, around 20% of women are not granted the same legal right to inherit (37 countries in Africa and Asia) and in more than half of the countries around the world (95 out of 178), informal laws create different rights or abilities between sons and daughters or widows and widowers (OECD, 2023).
inequality and promoting rural women’s empowerment, significant steps can be undertaken in promoting a just transition in agriculture and making it also more attractive to the future generations of women.

**Challenges: gender and agriculture**

- Women's wages are typically lower than men's.
- Women are often excluded from agricultural and other training activities which are often aimed at male farmers because of the undervaluation of women's labour and lack of gender perspective in the design of training activities such as for instance considerations about timing and delivering modes.
- Policies in the sector are often designed with male farmers in mind, failing to reflect women farmer's knowledge and perspectives.
- Women are more likely to be engaged in informal labour, such as seasonal planting or harvesting, which is often unregulated and falls beyond the purview of national and international laws that require employers to ensure decent working conditions and to uphold workers’ rights to sick pay, maternity leave and other benefits.
- Women are more likely to face sexual discrimination, as well as violence and harassment in the fields and factories, while lacking any access to formal complaint mechanisms or the protection of trade unions (BRIDGE; 2014).
- Job security is often limited, leaving women who have relied on these sources of income increasingly vulnerable in the face of reduced opportunities and additional threats such as the rising cost of farming, which is forcing many agricultural employers to reduce the seasonal labour jobs on which many women rely.
- Intersectional forms of disadvantage further intensify these inequitable power relationships – for example women from indigenous and tribal communities migrating to rural or urban areas for work are often concentrated in the most precarious informal sector industries.
- Women are less likely to be land-owners, mainly due to legal and cultural constraints in land inheritance, ownership and use.
- Major gender gaps in women's voice and representation. Women in rural areas are often under-represented in workers' and employers' organizations as well as other rural organizations, such as farmers’ groups and cooperatives, especially in leadership and managerial positions.
- Women are often asset poor, therefore less able to secure credit for investing in farming and marketing their products (FAO; 2009).
- Women have extremely limited access to markets compared with men due to social, cultural and economic exclusion and gender-based inequalities.
- Lack of care facilities and services in rural areas resulting in women's limited time or in children potential exposure to health risks or hazardous environments when being carried by mothers to work.

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**Learning experiences**

**Reducing deforestation and forest degradation in Costa Rica.** The country's Gender Action Plan within the framework of the *National Strategy for Reducing Emissions Caused by Deforestation and Forest Degradation (ENREDD+)* is one of the first in the world for this sector. It contains six objectives aimed at gender equality (one for each ENREDD+ policy), defining specific actions, monitoring indicators, and responsible institutions (World Bank, 2019). Its participatory methodology through consultations with women's groups throughout the country identified women producers as having higher poverty rates than men, while receiving less technical and financial support. Women also identified care responsibilities as an important obstacle to their participation in forestry projects, in addition to barriers placed by gender stereotypes and low access to information and decision-making. This initial diagnosis identified the country's potential to develop reforestation through some of the activities women were already engaged in, such as ecotourism, cocoa cultivation, nurseries, the improvement of home gardens, the collection of non-timber forest products (medicinal plants, seeds or species for construction), as well as developing agroforestry systems. The diagnosis showed that many areas with a high percentage of women-owned farms overlapped with
areas marked by poverty and with priority zones for forest conservation and sustainable management. Yet, women’s participation had not been targeted or had simply been left out. The GAP and REDD+ participatory approach opened opportunities for the generation of new jobs for women, while reducing deforestation and forest degradation.


**Norway wants more women on board in the blue economy.** Norway is Europe’s largest fishing nation and the ninth largest fishing nation worldwide. In 2020, Norway exported a record of NOK 31.6 billion in fish and fish products. The fishing profession, however, is one of the most gender-segregated occupations in the country, which results in large differences in wealth and income distribution. According to the Norwegian Fisher Census, between 2008 and 2019, the proportion of female part-time fishers was on average 3.3 per cent, whereas 2.7 per cent of women were fulltime fishers. Men also stay twice as long in the profession as women, on average. For this reason, the government launched a strategy in 2021 aiming to make it easier for more women to become fishers, and to help ensure that those women who choose to become fishers stay longer in the industry. If women, on an equal footing with men, have access to a tradition-rich and value-creating industry, they will also have a stronger say about how sustainably fishery is managed. The strategy contains measures that will contribute to identify and remove gender barriers – such as childcare, the composition of governing bodies and attitudes towards women – to ensure that all genders will have equal opportunities to establish themselves in the profession. As part of the strategy, the Ministry of Trade, Industry and Fisheries also set aside NOK 1.5 million for an application-based grant scheme to increase female recruitment and establish networks for female fishers.

Sources: Ministry of Trade, Industry and Fisheries, Fiskerinasjonen Noreg, 2021, and Ministry of Trade, Industry and Fisheries, Vil ha flere kvinner om bord (both are only available in Norwegian), 2021.

**Reforming discriminatory legislation in Sierra Leone.** In 2022, the Government of Sierra Leone adopted the Customary Land Act and the Land Commission Act which granted equal rights for men and women to own and use land. Both laws promoted gender equality allowing married couples to jointly register land ownership.


### Key action points for a gender responsive agriculture in just transition

- Provide women with skills, information and technology to compete in the rapid changes in the agriculture sector resulting from the need to adapt to climate change and mitigate its impact.
- Ensure that women have training and access to the implementation of a climate-smart agriculture to help address and mitigate the impact of climate change.
- Provide women farmers with information, education and skills related to production and technology, tailored to their educational and technical knowledge. For instance, agricultural technologies, such as direct-seeded crops, green manuring and laser land levelling can increase production and reduce workloads.
- Provide women with digital technologies that can offer better access to weather and market information, distribution networks and funding opportunities.
- Provide targeted subsidies to make technology affordable.
- Redress women farmers’ lack of access to financial resources and credit through innovative approaches, i.e. insure small farms against weather events through index-insurance, which pays out benefits based on a predetermined index for loss of assets and investments resulting from weather and catastrophic events, without
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requiring the services of insurance claims assessors (World Bank, 2015).

- Foster new legal frameworks to guarantee women's land rights on equal footing with men.
- Ensure agricultural workers are covered by labour laws.
- Harmonize customary laws with national laws, in line with international human rights commitments, strengthened women's land tenure, securing a source of food, energy and labour.

The waste and circular economy at a glance

The current economic system can be considered a “linear economy”, built on a model of extracting raw materials from nature, turning them into products, to then discard them as waste. A circular economy proposes a different economic model by drastically changing current production and consumption patterns in ways that contribute to climate change management. This model also provides new opportunities for women to develop enterprises that are kinder to people and the planet (ILO; 2022d).

Currently, only 7.2 per cent of used materials are recycled. Waste is the fourth largest source sector of emissions, accounting for 3 per cent of GHG. Methane is a major by-product of waste and is responsible for 16 per cent of global greenhouse gas emissions (Ritchie and Roser; 2020). The ILO estimates that a global shift towards a more circular economy could add a net total of between 7 and 8 million new jobs by 2030 compared to a business-as-usual scenario (nearly 78 million jobs would be created, including in mid-skill occupations in sales, repair and recycling, while almost 71 million would be lost) (ILO; 2023c).

Adopting a gender lens on waste and circular economy in just transition

Women are disproportionately represented in low-value added, informal and end-of-pipe activities of the circular economy, including recycling, reuse and waste management. They are mostly excluded from higher value-added circular activities such as industrial eco-design, the development of circular products and other activities involving greater use of advanced technologies (Industrial Analytics Platform, 2022). In Vietnam, for example, over 60 per cent of informal waste management workers are women (UNDP, 2022). They work in precarious situations and are exposed to harmful substances, gases and chemicals from waste-burning. In a study on circular economy interventions in the apparel sector in the Netherlands, Spain and India, it is found that they are mimicking the feminisation of poverty and precariousness of working conditions of the linear apparel value chain (ILO; 2023c).

Gender responsive policymaking in the waste and circular economy needs to engage with gender inequalities embedded in almost every aspect of recycling, reuse and waste management. For instance, while men tend to assume buying and reselling of recyclables, women are often limited to lower-income tasks, such as waste picking, sweeping and waste separation. Women are also typically overrepresented in informality, and often left out once waste management activities are formalized (UNEP-IETC; 2022). In Mongolia for instance, more men were employed when street cleaning activities were professionalized, even though women had played more active roles when the activities were voluntary or informal (UNEP; 2019).

Electronic waste, defined by the UN as any discarded product with a battery or plug, is the fastest-growing waste stream. In the e-waste sector, women are less present and concentrate in non-specialized and low paying roles, working at the bottom of the waste value chain under serious risks to their health and safety (ILO; 2019a). Given that e-waste is a highly valuable secondary source of metals with steadily rising volumes, the reverse value chain can be a lucrative space for individuals and businesses. The rising push to regulate and formalize the e-waste value chain is enabling a policy environment that can provide entrepreneurial as well as job opportunities for women, that could be triggered by vocational training programs, financial incentives, resources and mentoring.

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Learning experiences

Recycling and decent work in Colombia. Several cooperatives have been created to secure decent work in the recycling sector. In Eastern Antioquia, the *Planeta Verde* cooperative was organized to create jobs for vulnerable population and to mitigate the environmental impact of waste. After 18 years of work, recyclers were legally recognized as providers of a public service with monthly pay. The cooperative's training on natural resource management, gender inequalities, masculinities, local public policies and citizen's initiatives led beneficiaries to be empowered, exercise their democratic rights, and protect their environment and cultural heritage. This project paved the way for a sustainable and gender-responsive policy through economic empowerment of women recyclers and the promotion of decent work. Funding available strengthens advocacy, entrepreneurship and overall management capacities. This cooperative has been actively involved in the National Association of Recyclers of Colombia (ANR), founder of the Latin American and Caribbean Network of Recyclers, and the Global Alliance. These organizations have played an important role in the recognition of the value of recycling for society's wellbeing.

Sources: Source: UNFCCC, 2023b; Women Engage for a Common Future (WECF) web page; ILO, 2018c.

Opportunities for women in e-waste. In the city of Bhavnagar, India, the Self-Employed Women's Association (SEWA) has organized over 3,500 female e-waste workers who buy and process smaller parts of e-waste (such as switch boards and electric wires) – defying stereotypes and providing opportunity to augment their livelihoods.


Strengthening the participation of women in the waste sector and circular economy can lead to more efficient waste management operations. As the primary users of waste management services at the household level and being engaged with various types of work in the waste sector, women have both knowledge and expertise. They can be effective agents of change in moving towards more efficient, sustainable and fair waste management. Acknowledging the links between gender inequality and waste management will be key to creating a more sustainable and equitable waste sector.

Key action points for a waste and circular economy vital to just transition

- Promote stronger participation of women across the entire circular economy spectrum.
- Formalize and upscale women activities associated with the informal economy and with low productivity levels and technology, including through SSE.
- Invest efforts in upskilling women by providing life-long learning with dedicated vocational training programs in waste and circular economy, including in e-waste management.
- Promote access to financial incentives and support in the form of resources and mentorship that can trigger greater participation in formal, decent work.
- Ensure occupational safety and health measures are taken into consideration.
The care sector at a glance

The care sector is a significant source of employment throughout the world, particularly for women. In total, the global care workforce comprises of 381 million workers (249 million women and 132 million men). The sector, consisting of education, health, social and domestic work is highly feminized and often characterized by decent work deficits and informal working arrangements (ILO; 2018b).

Yet, the care sector has the potentials to gear important returns to the prosperity of the economy, the well-being of more equal societies and the preservation of the environment and natural resources. According to the ILO, the care sector could generate almost 300 million jobs by 2035 if robust investments are made. Of these new jobs, 78 per cent will be held by women and 84 per cent will be formal employment thus increasing tax revenues (ILO, 2022b). In the context of a just transition, the care sector could offer sustainable job opportunities for those men transitioning out of polluting jobs while also continuing to provide employment opportunities for women. If proper attention is paid to modernizing the care sector and improving decent working conditions (e.g. better pay, safe and respectful work environment, access to skills and career opportunities), the sector has the potential to be more attractive to both men and women.

A healthy and dynamic care sector is also key to ensure more women have opportunities to enter and climb the ladder in clean energy or other traditional green jobs. For this to happen, the care sector with its provision of care services would be instrumental for women and men to better redistribute unpaid care work (e.g. caring for children, the elderly, persons with disabilities) and balance work and family responsibilities. This would then lead to more women joining the labour force as globally 606 million women of working age remain unavailable for employment or are not seeking a job due to unpaid care work, while 41 million men are inactive for the same reason (ILO; 2018b).

Moreover, being low in carbon and greenhouse gas emissions, care jobs contribute to the preservation, restoring and enhancing environmental quality. They also contribute to sustainability by influencing environmental consciousness in the new generations and the overall society. This means, that for any sustainability intervention to succeed, investments in care jobs and the value given to caring and educating must be elevated (Novello and Carlock; 2019).

Advantages of a vibrant care sector in just transition
- Enormous potentials to generate jobs for men and women when transitioning to a greener economy.
- Enabler of redistributing unpaid care work and improving work and life balance.
- Low in carbon and greenhouse gas emissions.
- Enabler of more environmental conscious societies.

In the context of climate change, more care infrastructures and services will be needed. For instance, more injuries and more infectious disease spreading as a result of intensified climate related disasters, will require more care operators. Likewise, pressure on providers’ operations, such as damaged facilities and disrupted supply chains, will multiply the need for workers in other related sectors (MacGregor et al.; 2022; WEF; 2020).

Going forward, care jobs should gain more recognition as green jobs. Some countries, such as the United Kingdom, are including education, human health and social work in their green jobs and green sector classifications (LeBlanc and McIvor; 2020). For a gender-responsive and inclusive just transition, it is therefore essential to include the care sector in its policies and strategies and investments as the care sector would generate decent jobs useful to release the pressure of job losses resulting from transitioning to a greener economy. It would also contribute to greener, resilient and climate neutral economies and to a more gender equal and inclusive economies and societies.

Challenges: gender and the care sector
- The care sector has a high concentration of women and presents severe decent work deficits (i.e. temporary or zero-hours contracts, low salaries with high gender wage gaps, work overload and long hours, exposure to violence and harassment and informality)
- Limited investments in the care sector leads to deficits in care policies, infrastructures and services and to poor working conditions.
- Low prioritization of the care sector increases women's unpaid care work, reinforces the unfair distribution of unpaid care work that sustains gender inequality and fails to contribute to changing gender norms, improving the quality of women's employment or producing sustainable reductions in gender employment gaps.
- Climate change escalates the global care crisis even further by putting heavier care demands on households mainly absorbed by women who must develop strategies to compensate the lack of public services and increasing family care needs.

### Key action points for a care sector vital to just transition

| Integrate the care sector in just transition policies and investments | Value care jobs as green jobs by including them in green jobs and green sector classifications.  
| Make the care sector more attractive by improving working conditions. | Include the care sector in NDCs and other policies and strategies relating to just transition.  
| Address horizontal and vertical gender-based occupational segregation in the care sector by increasing men's participation in paid care work. | Prioritize the care sector in gender and just transition financing mechanisms.  
| Invest in the care economy as an enabler of gender equality and more inclusive economies and societies. | Value care jobs as green jobs by including them in green jobs and green sector classifications.  
| Ground the sector in social dialogue and representation of care workers including women in all their diversity. | Address horizontal and vertical gender-based occupational segregation in the care sector by increasing men's participation in paid care work.  
| Ensure workplace policies in the care sector that address violence and harassment at work. | Reduce the gender pay gap in the care sector by valuing and formalizing care jobs with higher wages and social protection.  
| Increase capacities of governments, employers’ organizations and workers’ organizations to recognize and value care work. | Professionalize care work with training and higher level of qualifications for care workers.  

Invest in the care economy as an enabler of gender equality and more inclusive economies and societies.

Finance gender responsive packages of rights, leave policies, social protection benefits and good quality infrastructures and services, such as childcare, to reduce and redistribute unpaid care work between women and men, the family and the State.

Deconstruct gender norms that place women in the care sector, and men in fossil-fuel sectors and value and respect care jobs in all forms by breaking down stigmas of care work through awareness raising aimed at changing mindsets (A Feminist New Green Deal; 2021)

Policy area 3: Enterprise policies to advance women’s economic empowerment and gender equality

Enterprises play a key role in a just transition: they are engines of growth of green sectors, they generate employment, they foster innovation and productivity increases, they contribute to mitigation and adaptation by adopting cleaner and more resilient production processes and business models. An enabling environment, as outlined in Conclusions concerning the promotion of sustainable enterprises International Labour Conference, June 2007, is crucial for sustainable enterprises to fully realise their potential contribution towards a just transition. This includes conducive and clear incentives and regulatory measures, relevant business development services (BDS) including on green technology, responsible stewardship of the environment, access to finance and considerations of the specific needs of micro, small and medium enterprises (MSMEs) where women are often concentrated.

Adopting a gender lens for gender responsive action in enterprise development for a just transition

Enterprises can be a powerful driver of a gender responsive just transition, but for this to happen gender-specific constraints need to be recognised and addressed through enabling the environment to be gender conscious and responsive. Worldwide, the share of women entrepreneurs tends to be lower than the share of male entrepreneurs in limited liability companies, directors of limited liability companies and sole proprietors (World Bank, 2023). Men-owned and women-owned businesses tend to operate in different sectors or locations, with no equal access, control, and use of the same resources and marketing outlets. A wide definition of entrepreneurs (including self-account workers) shows that women comprise 43% of all business owners (ILO, 2019b). In low-income countries (mainly in sub-Saharan Africa and in East Asia), the private sector is dominated by micro, small and medium enterprises (MSMEs).

Women's businesses tend to be concentrated in smaller MSMEs, and are engaged in highly climatically exposed sectors, such as agriculture, livestock, fishing, trading, and processing (World Bank; 2019a). Women in micro-enterprises often set up supply-driven operations rather than demand driven (often linked to occupational segregation). The failure rate of these enterprises is high due to market saturation and gender segmentation (women are concentrated in ‘female oriented’ enterprises sometimes as a result of cultural reasons as women might be in businesses that are socially accepted). In some developing economies, women entrepreneurs tend to be disproportionately operating as self-employed in informal enterprises, increasing their vulnerability and reducing their access to finance, services, social protection, social dialogue (ILO and WED; 2015).

In general, women entrepreneurs typically face greater barriers than men in accessing resources such as finance, information and technology, skills and support necessary to start, maintain and grow a business (GEM; 2022). Women entrepreneurs are more likely to face legal constraints related to e.g. ownership and inheritance rights to access finance, and when accessed women may also face higher interest rates, be required to collateralize a higher share of loans and have shorter-term loans due to assets limitations. High registration costs,
complicated procedures may also act as disincentives for women in MSMEs due to their limited availability of time resulting from care responsibilities, literacy or accessibility gaps. Such constraints might push women more to join or remain in the informal economy rather than transitioning to formalize their businesses. Such barriers tend to translate into limitations in their business adaptive capacities and in the possibility to develop and expand enterprises in the green economy.

In response to these patterns of exclusion and inequality, policies, programs, products, and services need to be designed to address the specific needs of a wide range of women entrepreneurs, including those from disadvantaged groups facing intersectional inequalities and discriminations such as women with disabilities, those living with HIV or indigenous and tribal people. Attention is necessary also to the needs of the sector of operation of women’s enterprises and the enterprise’ maturity. Measures can be designed to create a favourable environment for women’s businesses, addressing structural deficits, including literacy and skills gaps, as well as care and disability needs that often limit women entrepreneurs’ adaptive capacities and possibility to benefit equally from business opportunities in the green economy.

In seeking to facilitate women’s ability to address climate change risks to their enterprises and to tap into the opportunities presented by the green economy, it is vital to take into consideration that for women entrepreneurs, time constraints related to paid and unpaid care work can be very significant, as they are largely excluded from maternity protection and care-related leave policies (ILO, 2022b). In 2020 self-employed women represented 30 per cent of women’s employment. However, only 13.8 per cent of them lived in a country providing mandatory coverage of maternity leave, in the form of cash benefits, for self-employed workers (ILO, 2022). Advancing care policies and services while supporting women-led businesses in the care economy are some of the lines of action with potential to reduce this imbalance, while representing an opportunity for job creation as well as public-private partnerships.

**Entry points for action:**

**At policy level:**

- Strengthen institutional capacities to make enterprise policies gender-responsive with attention to including considerations on care needs and discriminatory practices.
- Collect gender-disaggregated data in enterprise surveys and conduct gender sensitive diagnostics and assessment on the green economy to inform enterprise policy development and reform.
- Address discriminatory social norms and gender stereotypes that limit women in access to training, skills development, credit, land, information, technology, social networks and other productive resources through legislation and awareness raising campaigns.
- Strengthen women entrepreneurs’ collective voice and enhance women representation within social dialogue institutions that inform policy processes.
- Map and analysis the uptake of green incentives and other support schemes among women entrepreneurs to identify potential barriers and good practices while also assessing strategic entry points for women in value chain analysis.

**Concrete measures:**

- Put in place measures to expand women’s access to markets and value chains, including those linked to green products and services.
- Strengthen the managerial and technical skills of female entrepreneurs active in green sectors or interested in starting a business and enhancing the understanding and capacities of BDS providers in responding to the needs of women entrepreneurs.
- Facilitate women’s access to and use of information and communication technologies (ICT) in their businesses, for example, on business risks from climate change and potential market opportunities in the green economy or on reaching new clients and monitoring and responding to climate change impacts (e.g. in agriculture).
In addition to targeted measures, gender considerations need to be integrated across enterprise policies and instruments, for example by explicitly introducing gender criteria in performance objectives and measurements. Gender Policy Mandates have shown an important effect on gender green finance: the Global Environment Facility (GEF) for instance significantly increased gender responsive projects after the incorporation of a gender mandate, Latin America saw the largest increase, with 75% of gender responsive projects post mandate (Aguilar et al.; 2015).

Social and Solidarity Economy for a gender and inclusive just transition

The Social and Solidarity Economy (SSE) model offers important economic and growth opportunities while also finding a balance between economic efficiency and social and environmental resilience. The model empowers individuals through greater control over decision-making processes and resources and promotes economic dynamism, social and environmental protection and socio-political empowerment (ILO website SSE). SSE can contribute to reducing inequalities and advancing social inclusion as SSE entities are often established by, and for, members of categories that are discriminated against, such as indigenous and tribal peoples, ethnic minorities, and migrants. The active participation of vulnerable and marginalized people in SSE entities contributes to redressing entrenched poverty and inequalities (ILC110; 2022).

The SSE model can be very effective in advancing gender equality and can support women’s employment towards a greener economy while also ensuring quality of employment for women. According to the ILO, there is a growing interest in gender issues within SSE entities, greater recognition of the value of women in leadership roles, and an increase in the number of SSE units owned by women. The democratic and participatory governance of SSE units allows women the opportunity to engage in decision-making and power sharing. Women who are engaged in SSE units may be better positioned to address personal and communal needs such as freedom from discrimination, violence and harassment, including gender-based violence and harassment and pay-discrimination (ILC110; 2022).

SSE units established by and for women help overcome social and cultural constraints, which might otherwise limit women’s participation in the workforce. In some countries, women-only cooperatives are active in agriculture, food processing, crafts and care services, providing work opportunities for their members and creating a social outlet. In India, SEWA, a national union of 1.8 million informal women workers in 14 Indian states, serves as an incubator for nascent collective social enterprises in the artisanary, dairy, agriculture, domestic work, construction and recycling sectors, renewable energy, linking them to other collective enterprises that provide health, childcare, insurance and financial services. An estimated 80 per cent of SEWA-supported cooperatives have achieved economic viability (ILO; 2018a).

Although SSE units may be based on values of equality and equity, they may be constrained by legal provisions, social norms and historical inequalities. Women are often disadvantaged in terms of assets, education and training.
which can impede their access to the resources and markets needed to establish, expand or sustain an organization. Overall, women might be disadvantaged by time poverty as they tend to be still heavily involved in care responsibilities in the absence of adequate care policies and services.

### Care Provision through Cooperatives and the wider SSE as an enabler for the green economy

There is a growing need for care globally due to population growth, demographic changes, and rising rates of disease transmission and climate change. As people-centred, principle driven, member-owned businesses, cooperatives and other entities within the Social and Solidarity have emerged as an innovative form of care provision, particularly in the absence of viable public or other private options.

Cooperatives provide multiple services (e.g. day care, childcare, foster care and mental/developmental health care, etc.) to distinct populations including elders, children and adolescent youth, and persons living with disabilities or illnesses (mental and/or physical). These enterprises provide better working conditions, such as regularized hours, formal employment, access to benefits, and bargaining.

power, particularly for female workers compared to other forms of enterprises. In so doing, care cooperatives provide decent job opportunities for women while also enabling women to be in the labour market and thrive in the economy, including in the green economy.

The ILO proposes an intervention model to reach care workers in local communities, form SSE entities, contributing to job creation and economic development while promoting a more equal sharing of unpaid care work and promoting women's and marginalized group's socio-economic empowerment.

For more information: Cooperative Care Provision as a Gender-Transformative Decent Work Solution

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### Entry points for action

**At policy level:**

- Address legal provisions, social norms and historical inequalities limiting women's participation in SSE.
- Include care cooperatives and wider SSE models in just transition plans and investments as a way to provide decent job opportunities during the transition while also enabling more women to thrive in the green economy.

**Concrete measures:**

- Raise awareness on gender equality, inclusion and women empowerment issues in the SSE.
- Encourage men's participation in SSE entities in the care, education, health sectors and women's participation in SSE entities in diverse sectors, like renewable energy and technology.
- Provide orientation, training and financing for women to start their own SSE initiatives seizing green economy opportunities.
- Improve evidence base on sex disaggregated data to track women's position in the SSE.
- Improve job quality, gender wage and leadership gap in SSE entities – sectoral, regional, national initiatives.

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### Policy area 4: Skills development for greener economies

Skills development plays a key part in delivering a just transition in several ways. It is a crucial factor for economic growth and productivity enhancement, it is an enabler of mitigation and adaptation measures and green technology development and adoption, it serves as a central means for new entrants to the labour market and workers negatively impacted by the climate transition to access new jobs generated in the shift to low carbon resilient economies; and it can serve as a vehicle for social inclusion.
Skills development measures for a just transition rely on several elements: coherence between skills policies and programmes and climate policies as well as other just transition policies; effective systems for anticipating and monitoring the skills and training needs associated with the climate transition; training responses that address training and education at all levels, particularly technical and vocational education and training and apprenticeships that address the needs for both technical and core skills; social dialogue including through tripartite sectoral bodies which are vital to inform the development and implementation of skills development measures (ILO; 2023a).

**Adopting a gender responsive lens on skills development for a just transition**

In general, job creation and reallocation associated to the transition to environmentally sustainable economies are concentrated among mid-skill, male-dominated occupations, posing a risk for women and other groups in situations of disadvantage to be excluded from these new jobs (ILO; 2019). **Defining skills for green jobs and disaggregating them by gender is complex** and can be approached in different ways; yet insights on the gender gap emerge. In 2021, for every 100 men considered ‘green talent’ among more than 800 million users, there were only 62 women (LinkedIn; 2022).

Both core and technical skills are essential to the needs emerging from the green transition. Skills in science, technology, engineering and mathematics (STEM) are considered particularly relevant for technical occupations in the transition and shortages of STEM skills have been found to act as a barrier to green growth (ILO; 2019b). Women’s underrepresentation in STEM is an important aspect of the gender gap in skills. According to UNESCO just 35 per cent of STEM students in higher education are women - and the gender gap widens the further one advances in educational levels, the average global rate of female researchers is only 29.3 per cent (UNESCO; 2019).

**Skills can be the causes of gender inequalities in the labour market, but they can also act as powerful vehicles to reverse the situation and have more women benefitting more equitably from the jobs and opportunities presented by the climate transition** (ILO; 2019). This requires deliberate measures and mechanisms. Policy coordination, with the involvement of Ministries of Labour, Education and Women's Affairs could ensure an effective design, planning, implementation and evaluation of policies on skills development for gender equality, green jobs, and climate action.

**Social dialogue can also be instrumental in ensuring that the needs of both employers and workers during the transition are met.** Employers’ organizations can play a role, transferring information on changing demand for skills while at the same time, committing to more diverse and gender inclusive enterprises by enacting a series of gender-friendly policies including pay equity, zero tolerance to violence and harassment, flexible working arrangements, care policies and services aimed at better balancing work with family responsibilities, training and career opportunities (ILO; 2019b). Workers’ organizations could also guarantee the provision of skills for green jobs in the inclusion of gender-responsive training clauses in collective agreements, and as part of just transition plans.

Over all, transitioning to a greener economy requires an approach that allows workers to keep up with demands for new skills. **Lifelong learning can be instrumental in helping to prevent people, in particular women and groups in vulnerable situations, from being left behind during the transition.** Lifelong learning is a smart policy option that enables people to acquire skills, to reskill and to upskill. In addition to paid work-related skills, lifelong learning encompasses formal and informal learning from early childhood and basic education to adult learning. It also combines foundational skills, such as reading, writing, problem solving, learning how to learn, self-esteem, self-management, social and cognitive skills, and skills needed for specific jobs, occupations or sectors.

However, lifelong learning alone is not enough if **persistent structural barriers and gender stereotypes** are not simultaneously addressed to ensure that women and specific groups are able to participate in and benefit equally from such learning. Exclusion and barriers can occur at various stages of the training process, from entry

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2 For more information on skill development in the context of a just transition see the brief *Skills development for a just transition* and related resources.
requirements and access, attendance and teaching methodologies, assessment and certification modes, to eventual transition to work. Many vulnerable groups might not be able to participate or engage at the expected pace if participation implies a cost – whether financially or in terms of time away from paid work and family. Other barriers to participation that need to be identified and overcome, include the requirement to purchase digital training devices. In addition, offering learning through the workplace can reinforce patterns of occupational sex-segregation unless the training is specifically designed to challenge these, such as training women specifically for management or supervisory roles during regular working hours.

But even when women and men participate in lifelong learning at similar rates, significant differences exist in the types of learning they pursue and the benefits they gain. Unless policies related to lifelong learning are part of an overall ecosystem that places equality at the heart of development and progress, informed by gender analysis based on sex-disaggregated data, their implementation will not be beneficial and can further marginalize women. This is particularly important in the context STEM and digital skills, which are in high demand for transitioning to a greener economy.

Investments in preparing women to meet the challenges associated with just transition can take the form of internships and career advice, implementation of preventive and responsive measures on violence and harassment, competitive grant programmes, awareness raising on STEM careers for women, fairs and financial and in-kind support for STEM programmes. Proactive measures encouraging young women to engage in STEM studies and occupational trajectories are increasing, as are training programmes aimed at facilitating the return to work for women and men either after childbirth, following a period of parental leave, or as a result of long-term unemployment due to unpaid family care responsibilities or loss of jobs due to just transition processes.

Closing the digital gender divide must also be the focus of gender-responsive lifelong learning initiatives in the context of a just transition. Despite increased attention in this field, the digital gender divide continues to span across countries, regions, sectors and socio-economic groups. This is especially true for women in low- and middle-income countries. It is therefore crucial to ensure that barriers which contribute to this gap – such as socio-cultural constraints on women's and girls' ICT use, lack of foundational literacy and digital skills, including digital financial literacy – are removed in order to achieve a more equal representation of women in the ICT sector.

A significant and positive trend over the last few decades has been government and policy-makers' recognition that learning takes place across a lifetime, includes formal and informal settings and supports the development of vocational skills and personal capacity. **Understanding the employment-life cycle is key to ensuring equal access to lifelong learning skills.** This means ensuring that girls attain basic levels of literacy and numeracy, are exposed to or encouraged to consider a wide range of potential occupations, and that expectations for their life and opportunities are not constrained by family, cultural and social expectations.

Similarly, when occupations are segregated by sex, and often also by ethnicity and social origin, vocational and post-compulsory education needs to take this into consideration and ensure that the outcome aims at achieving substantive equality rather than further exacerbating discriminatory patterns. Understanding the employment life cycle also requires that the lifelong implications of gender stereotyping of roles, responsibilities and duties in unpaid household and care work be taken into account.

**A breadth of non-STEM skills is also needed for success in green transitions.** Indigenous women's traditional knowledge and skills are vital for climate action in agriculture and forestry and should be used to guide climate-resilient agriculture adaptation and mitigation measures. This can include knowledge related to local crops and flora, as well as traditional, sustainable farming and agricultural practices (FAO, 2017). In the Amazon region, for instance, more than twice as much stored carbon was lost outside indigenous and protected territories compared to inside such territories. Recognising indigenous and tribal women's and men's knowledge and promoting and respecting indigenous and tribal people's rights is a central aspect of a just transition (ILO, 2023d).
Entry points for action:

At policy level
- Ensure gender disaggregated labour market data collection and skills assessment and monitoring.
- Adopt affirmative action to address gender-based occupational segregation and increase women's access to better-paying jobs through the diversification of skills options for young women, through technical and vocational education and training and apprenticeships in non-traditional occupations and through encouraging young women to engage in STEM studies and STEM occupational trajectories.
- Promote social dialogue to better project skills demands and ensure workers' skilling and reskilling opportunities and protection during the transition.
- Improve working conditions in terms of pay, dignity and respect, and work and life balance to attract more women in made dominated sectors.

Concrete measures:
- Ensure primary education that is free, compulsory and universal.
- Adopt affirmative action strategies at training institutions' level to bridge gaps in access to skills training, i.e. make special efforts to reach women trainees including through hiring female trainers, and ensuring that male trainers undergo gender training.
- Set targets in vocational training institutions to attract women to ICT, science and green economy courses.
- Provide career guidance and curriculum development that encourage women into STEM, ICT and green occupations.
- Incentivise schemes that encourage girls and women into STEM skills including through internships and career advice, competitive grant programmes, awareness raising on STEM careers for women, fairs and financial and in-kind support for STEM programmes.
- Promote awareness raising initiatives to prevent gender stereotyping, through engaging with women role models in STEM.
- Ensure recognition of the knowledge and rights of indigenous and tribal women and men, including in the context of climate mitigation and adaptation policies and programmes.
- Develop targeted curricula aimed at empowering women and girls and fostering their preparedness to participate in climate discussions.
- Leverage the use of digital learning solution, extended financing, and flexible training arrangements to increase accessibility.

Policy area 5: Occupational health and safety in green jobs

Climate change exacerbates and poses new risks in workplaces. Increasing global temperatures lead to an increase in heat stress and changing climatic conditions are expected to be linked to a growing occupational exposure to a range of diseases. While the adoption of certain greener work processes or inputs can bring benefits in terms of occupational health and safety (for example in the avoidance of harmful substances through green chemistry), the transition itself can present risks associated with expanding sectors and activities for example the manufacturing, handling, and recycling of solar panels or e-waste. All jobs need to be safe and healthy for the transition to be just. Occupational health and safety policies play therefore a key part in delivering a just transition and have to be based on robust assessment of the risks posed by climate change and associated with the transition.
Adopting a gender responsive lens on occupational health and safety concerns

Recognising gender differences in the workforce is vital in ensuring the safety and health of both men and women workers. Whilst some progress has been made in this area, more can and should be done. Gender differences should be considered in the development of occupational safety and health (OSH) policies and prevention strategies. This approach acknowledges and makes visible the differences that exist between men and women workers in order to identify OSH risks and implement effective solutions.

A gender responsive approach recognises that because of the different jobs women and men do, their different societal roles, the expectations and responsibilities they have, women and men may be exposed to a variety of safety and health risks at the workplace, thus requiring differing control measures. This approach also improves the understanding that the sexual division of labour, biological differences, employment patterns, social roles and social structures all contribute to gender-specific patterns of exposure to occupational hazards and risks. For OSH policies and prevention strategies to be effective for both women and men this dimension needs to be taken into account and such policies must be based on more accurate information about the relationship between health, safety and gender roles (ILO; 2014).

Many countries present an overrepresentation of women in agriculture, a sector that is particularly vulnerable to climate change including increased exposure to heat stress. Likewise, women are also present in waste collection and recycling, a sector that presents a range of occupational hazards. However, occupational health and safety have a gendered dimension in virtually all sectors, as women and men may face with differences in their exposure to physical and psychosocial risks. Hence, gender differences should be considered in the development of OSH policies and prevention strategies in tandem with just transition policies and initiatives (ILO; 2014).

Furthermore, discrimination, cultural and language differences, and other vulnerabilities usually interact and intersect with psychosocial risks, thus having an impact on violence and harassment in the world of work. Discrimination can be based on a number of real or perceived differences, such as – but not limited to – race, colour, sex or gender, religion, political opinion, national extraction or social origin, pregnancy or family responsibilities, age, disability, real or perceived HIV status, migration and indigenous or tribal peoples’ status. For these reasons, the Violence and Harassment Convention, 2019 (No. 190) and Recommendation No. 206 call for workplace risk assessment and management to take into account all of the factors that may increase the likelihood of violence and harassment. In fact, Convention No. 190 acknowledges that violence and harassment, including gender-based violence and harassment, and its associated psychosocial risks, are not only an issue of discrimination and inequity, but also a risk of impaired health (ILO; 2021a). This was reinforced in 2022 when the ILO’s tripartite constituency elevated the right to a healthy and safe working environment to a fundamental principle and right at work and designated the Occupational Safety and Health Convention, 1981 (No. 155) and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) as fundamental Conventions.

In a number of countries, OSH legislation already addresses employers’ duty to assess the various safety and health risks associated with their workplace in order to identify, reduce, and whenever possible, prevent them. Although management is responsible for controlling risks, workers have a critical role to play in helping to identify and assess workplace hazards. Many factors contribute to violence and harassment at work, including psychosocial hazards and occupational stress (ILO; 2020).

Entry points for action:

At policy level:

- Include gender and OSH considerations in national just transition policies and strategies.
- Promote OSH policies based on more accurate information about the relationship between health and gender roles.
- Include a strategy for the improvement of women workers’ safety and health in national OSH policies.
Provide guidance to enable employers, trade unions and national authorities to identify problems, make the appropriate links with general safety and health activities for all workers and develop specific programmes to ensure that the needs of women workers are taken into account in occupational and industrial restructuring processes at the national level, particularly in the areas of legislation, information and training, workers’ participation and applied research.

Practical measures:

- Adopt appropriate measures to prevent or control risks associated to hazards, in order to minimize their effects and to prevent similar occurrences in the future.
- Establish response protocols in the event of workplace violence and harassment.
- Conduct workplace risk assessment that takes into account all potential OSH risks linked to climate change, including the likelihood of violence and harassment, psychosocial hazards and risks.
- Pay attention to paid hazards and risks that arise from working conditions and arrangements, work organization and human resource management, arise from discrimination, abuse of power relations, and gender, cultural and social norms that support violence and harassment (ILO R206).

Policy area 6: Gender-responsive social protection for a more inclusive just transition

Social protection shields people from ordinary lifecycle risks and shocks, including those associated with climate and more broadly environmental changes, and it cushions adverse impacts that may be associated with the transition to a greener economy (ILO; 2023f). Thus, social protection has the potential of facilitating the public acceptance of climate mitigation and adaptation policies (ILO; 2023f). Sudden- or slow-onset climate shocks can result in income livelihood and food insecurity, reduced nutrition from crop or livestock loss; loss of homes, employment or assets due to climate disasters; forced displacement, relocation or migration induced by climate change; risks to health; children and women left behind by migrating family members; disruption to children’s education; children and women’s increased exposure to violence; women and girls’ increasing care responsibilities.

In this context, social protection plays an important role in providing people with the resources and time to mitigate the impact of climate change (ILO; 2023f). Social protection instruments relevant to a just transition include unemployment protection, social health protection, sickness benefits, maternity protection, pensions and social assistance schemes, as well as some public employment programmes. The ILO Social Security (Minimum Standards) Convention 1952 (no. 102) and the Social Protection Floors Recommendations, 2012 (no. 202) provide essential guidance for developing and implementing social protection policies, systems and schemes (ILO; 2021c).

Unemployment benefits, either through social insurance or tax-funded mechanisms, provide immediate support when earnings are lost or when facing partially or full unemployment, including due to climate-related shocks (i.e. job displacement associated with contracting sectors for example in the fossil fuel sectors and their value chains) (ILO; 2021b). Especially when associated with skills development and active labour market policies, they are an integral part of the assistance for workers to enter job opportunities. For women, unemployment benefits can also represent an opportunity for reskilling and accessing new jobs in the emerging sectors of the environmental transition. Social health protection offers access to healthcare without financial hardship and provides income security in case of sickness thus playing an important part in protecting people from changing health risks linked to climate disasters and changing climatic conditions (ILO; 2023f). Pensions provide income security to older persons, persons with severe disabilities and survivors. Options such as early retirement or a bridge to retirement can be used to support workers who lost their jobs in the transition in case options for decent employment and retraining are not available, ensuring that the adequacy of women’s pension rights should not be negatively affected.
Cash or in-kind benefits, including social assistance schemes, can guarantee the income and basic needs of those who are vulnerable or affected negatively by climate change or climate policies, for example by protecting poor households from the impacts of energy prices increase linked to fossil fuel subsidy reform; they can also serve as a vehicle to incentivise more sustainable practices, for example in agriculture and forestry.\(^3\) By offsetting the side effects of green policies, social protection contributes to their acceptability and to strengthening social consensus (ILO; 2021d).

**Adopting a gender lens on social protection policies for a just transition**

Women often experience lower social protection coverage rates and substantially lower benefit levels since they are more likely to be in vulnerable and informal forms of employment, and this is particularly the case in low- and middle-income countries. Overall global coverage of maternity protection still remains low as only seven in ten potential mothers live in countries where the duration of maternity leaves is of at least 14 weeks as enshrined in the ILO Maternity Protection Convention (No. 183) and Recommendation (No. 191), 2000 (ILO; 2022b). Ensuring that women are not left behind in the climate transition means stepping up efforts towards universal, comprehensive, adequate and sustainable social protection systems, including a social protection floor that guarantees at least a basic level of social security for all (ILO; 2021c).

Extending coverage of regular social protection benefits to those women who are not yet adequately covered, including self-employed workers and those in the informal economy is key to reduce climate vulnerability (Koechlein et al.; 2020, ILO; 2021b). This includes the extension of social insurance coverage to so far uncovered categories of workers, ensuring that workers in all types of employment, including self-employment, are adequately covered. In addition, these should be combined with non-contributory schemes to guarantee at least a basic level of income security and access to health care through a nationally defined social protection floor. In this way, social protection systems can play a key role to support those who are vulnerable or affected negatively by climate policies or climate change.

Gender-responsive social protection that can ensure an inclusive just transition should consider the entire social protection system, including both social insurance as well as tax-financed benefits, such as social assistance. For instance, pensions can be made more gender-responsive by enhancing coverage and adequacy for women, including by recognizing the time allocated to caring for children or others and be ensuring a minimum pension guarantees (ISSA; 2017; ILO; 2024). At the same time, many countries are reviewing the investment strategy of pension funds to ensure that these can contribute to mitigating the climate crisis itself or the magnitude of the resulting impact by disinvesting funds from fossil fuel intensive portfolios and reinvesting into greener funds, as has been the case for the Danish ATP fund (ISSA; 2014).

Social protection benefits, such as child benefits, childcare allowances, disability benefits and long-term care benefits, can make it possible for more women to have more time to be in paid decent work (ILO; 2021b). They contribute to recognizing, reducing and redistributing unpaid care work responsibilities, improving access to education and skills – especially girls’ education – and on reductions of violence against girls and women (UNICEF; 2023). When extreme climate events occur, emergency cash transfers can be crucial for protecting life, income and jobs and if designed appropriately can be gender responsive by addressing gender-specific risks.

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**Responding to climate disasters through ‘emergency basic income’ with gender-based increments.**

In the aftermath of climate disasters, households often face great hardships. Privations include scarce basic necessities and lack of access to jobs. As well as increased mortality due to disease and trauma, such conditions can also generate extremism, bitterness and social breakdown. Moreover, such crises disproportionately and

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\(^3\) For more information on social protection in the context of a just transition see the brief ‘Social Protection for a Just Transition’ and related resources.
adversely affect women through increased unpaid care burden, intrahousehold violence for instance, children pulled out of school and inserted into child labour.

Where humanitarian response allows, such scenarios could be mitigated by providing high-coverage basic income security. One approach is the payment of a nominal monthly income without conditions, acting as a time-bound emergency basic income (or a “stability grant”) in the form of basic income cash transfer paid to individuals to provide stability during and in the recovery from crises. This could be across the geographically affected region or at the national depending on the magnitude of disaster. In contexts of high inequality or systemic discrimination, higher amounts can be paid to women and for girls to increase agency and their perceived value.

A number of countries paid higher gender-based increments for their emergency cash transfers during the pandemic. Moreover, ensuring individualised payments (and not general household payments) enables women to exercise more control over their money. And if sufficiently adequate, this may reduce their reliance on the financial security provided by a partner and give women a legitimate option to exit problematic households without fear of destitution. Providing the funds exist, such transfers are also often considered as being freedom enhancing; being the least costly to administer, carrying a low exclusion risk and most rapid way of helping people in times of crisis.

Source: Cooke, Orton, and de Wispelaere 2020; Gavrilovic et al. 2022; Orton, Markov, and Plaza-Stern Forthcoming 2024

Coordinating social protection, employment and skills development policies and designing social protection and implementation mechanisms intentionally to address climate objectives in a gender-responsive way is essential.

Social protection mechanisms can be linked to public employment programmes, jobs and skills training/retraining, supplementary agricultural support or services such as health or violence prevention and response. Facilitating access to skills development and training and employment services are essential for women to access decent employment and enhance their earnings, particularly if combined with measures to address gender wage gaps and facilitate access to social insurance (ILO; 2021b).

In rural areas, there is growing interest in linking social protection to weather-based crop insurance against disasters including for women. Moreover, access to adequate social protection can also be coordinated with agriculture and rural livelihood interventions, such as input subsidies, which can further reduce risks and vulnerabilities by improving savings or alleviating credit constraints, which could improve farm productivity (ILO and FAO; 2021; Tirivayi et al.; 2016).

### Learning experiences

**Supporting women’s climate adaptation through social protection policies**

**The Poverty, Reforestation and Climate Change Project (PROEZA) in Paraguay.** It supports around 87,000 poor and extremely poor rural vulnerable households to increase their climate change resilience by participating in climate-smart agroforestry production systems. Approximately half of the beneficiaries are women, of whom 14,800 are indigenous. Its Gender Action Plan includes indicators on women’s social protection – for example ensuring that women from beneficiary households receive financial support to ensure food security. Source: ILO, 2022d

**The Mahatma Gandhi National Rural Employment Guarantee Act in India.** One of the largest public employment programmes globally, involving 128.5 million households across India. Through the scheme all registered rural adults are legally entitled to 100 days of paid work in public works per year at minimum wages and if work cannot be availed up to 100 days of unemployment insurance. The scheme shows some gender-responsive qualities: at least a third of work opportunities are reserved for women; equal wages are offered to women and men; and childcare facilities are provided at worksites while pregnant and lactating women are
offered less physically demanding tasks. However, the implementation of the schemes brings some recommendations for continuing improving its design and impact. Women's rights advocates in India have raised the need to more systematically ensure the provision of childcare at all worksites. Moreover, it would be desirable to include workers more systematically into social insurance schemes that will also protect them against other risks long the life cycle. The scheme contributes to climate change adaption though water conservation, drought prevention (re-forestation) and flood control, which have contributed to an increase in groundwater level, improved soil fertility leading to improved land productivity. Source: ILO, 2022d.

**Bolsa Verde in Brazil.** It is a conditional transfer program that operated in Brazil between 2007 and 2016, providing a monthly payment of BRL300 (approximately $125) to eligible families, in exchange for activities that reduced deforestation, promoted the preservation of forests and conservation of natural resources. It was aimed at families who lived in extreme poverty in priority rural areas and that were beneficiaries of Bolsa Familia (national conditional transfer program to eradicate extreme poverty). A contract was established for a period of up to two years, renewable, and women were the recipients of the bonus, as in Bolsa Familia. Bolsa Verde beneficiaries were allowed to collect fruits, extract latex, carry out artisanal fishing and produce crafts from natural resources. In the riverine areas occupied by indigenous peoples there were Terms of Authorization for Sustainable Use (TAUS). Through Bolsa Verde, training was also offered on alternative land uses, sustainable production, business development and marketing strategies for ecological products. Between 2011 and 2015, deforestation in areas covered by Bolsa Verde was 44% to 53% lower, and carbon reduction benefits valued at $335 million were generated, which is three times the cost of the program. Source: ILO, 2016

**Entry points for action**

**At policy level:**

- Integrate climate and disaster risk considerations into social protection design and implementation to prevent households from falling into poverty and contribute to long-term resilience to climate change, with particular attention to reducing vulnerability of poor households.
- Extend coverage of social protection benefits, including unemployment benefits, sickness benefits, maternity protection and access to health care, as well as quality public services to all women across their life cycle and including for women in informal and rural employment.
- Design social protection instruments and schemes based on gender disaggregated data and a sound understanding of the context and of women's realities, including gender roles and responsibilities, cultural norms, gender stereotypes and power relations.
- Prioritize the strengthening of national social protection systems, including floors, that can provide adequate protection in the event of everyday social risks, and which can be scaled up or complemented by additional programmes in line with international social security standards.
- in the context of a climate-related disaster and assess differentiated impacts on women and men to devise appropriate responses.
- Advocate for sustainable and equitable financing for social protection based on the principles embedded in international social security standards,
- Facilitate the transition from the informal to the formal economy through the implementation of ILO Recommendation (No. 204)

**Concrete measures:**

- Review the social protection system already available in a country and undertake reforms to ensure equal access of women and men to benefits and services and that both the design and administration address needs of all women and girls.
- Mainstream gender considerations into income support, free or subsidised access to basic services such as energy, transportation, and housing during the transition. Include specific mechanisms to expand social protection programmes to reach all women, including indigenous and other groups of women and people in vulnerable situations and remote areas, that will be particularly affected by environmental changes.
- Strengthen linkages between social protection interventions and complementary services such as education, health, care and social services.
- Display a wide range of gender responsive interventions through unemployment benefits and other social transfers, linking with active labour market policies such as public works programmes, jobs and skills training/retraining so women can access the new jobs that will be created by the environmental transitions.
- Link social protection measures with supplementary agricultural support or services, including access to markets, in particular to support and leverage opportunities to move away from subsistence (largely dominated by women) to more productive farming and quality employment in other sectors.
- Consider where appropriate linking social protection to weather-based crop insurance against disasters including for women.
- Include targets quotas for women in public employment programmes to ensure that women are represented among the beneficiaries of such programmes.

Policy area 7: Gender-responsive active labour market policies

Active labour market policies (ALMPs) in tandem with social protection play a crucial part in supporting people overcoming transitions they face during their lives but also in supporting economy-wide transitions, such as the climate transition. They aim at preventing and reducing unemployment and improving labour market efficiency through job search assistance, intermediation to match job seekers and vacancies and upskilling and reskilling measures, employment incentives and subsidies and public employment. ALPMs contribute to a just transition by assisting workers who lost their jobs in finding new employment opportunities, to provide support in the aftermath of climate-related disasters, and to generate employment while developing climate infrastructure or restoring ecosystems through public employment programmes (ILO; 2013a). Public employment programmes provide income security in times of need and can be oriented to the development of public assets, including climate-related infrastructure and sustainable natural resource management, and support workers' skills and employability (ILO; 2023g).

Adopting a gender lens in ALMPs

ALMPs can contribute to reducing gender inequality, promoting inclusion and enhancing women's access to opportunities in the low carbon economy, addressing gender occupational segregation, and promoting the development of skills for green jobs for women (ILO; 2022f). **ALMPs are related to education, skills development, social protection, enterprise development and employment policies and institutions, and should be implemented in synergy with environmental and gender equality policies (ILO, 2022). The design and delivery of ALMPs for a just transition with gender equality requires an active role of ministries of labour and employment, but also cross-ministerial collaboration with ministries of environment, women, finance, planning, education, statistical offices and other government agencies. The involvement of employers' and workers' organizations through social dialogue and engagement with women's organizations and other relevant civil society groups is essential to ensure that gender equality objectives are made explicit and are upheld in both, the formulation and implementation of these policies (ILO; 2023g).**
Different ALMP instruments can determine positive outcomes for women in the labour market. For instance, employment services facilitate women’s employment and broaden their occupational opportunities; employment subsidies encourage recruitment of women in green jobs; gender-responsive public employment schemes and employment intensive programmes can provide decent job opportunities while also supporting the development of those public infrastructures and services that can free women’s time to be in the labour market. Public employment services can support women, young women in particular, to enter or re-enter the labour market, for instance after a period of care-related leave, and find employment through services such as career guidance, job search assistance and individual counselling can increase efforts to reach out to women job seekers. Public employment services (PES) are also key to identifying and registering individuals' labour market barriers, enabling a focus on the situation of women, who often face informational, behavioural or societal barriers to access employment (European Commission; 2020), and they can serve as vehicle to raise awareness on discrimination and promote gender-equality. They can contribute to reducing the gender pay gap through carrying out job evaluations and ensuring job descriptions enable women and men to be hired at the same levels for the same job.

Vocational and on-the-job training programmes can improve employability of women in the green economy and upgrade their skills to adapt to new occupational profiles. Short and tailor-made courses linked to specific occupations and to opportunities of entrepreneurship in the green economy can also support their transition to a green economy. Apprenticeships that target young women or women who are re-entering the labour market can reduce skills mismatch and ensure that green sectors find workers equipped with the new skills in demand (European Commission; 2020).

Hiring and wage subsidies can be provided to green enterprises and businesses that support climate action towards carbon neutrality -such as wind and solar energy systems, sustainable waste management, or green procurement and logistics. If well targeted, these subsidies can lower labour costs and encourage hiring more women in sectors where they are under-represented. Subsidies can also contribute to incentivising the creation of green jobs in locations with high levels of unemployment or in marginalized communities.

Strategies to break down gender inequality in PES include: (a) working with local employers to ensure gender neutral recruitment; (b) breaking down occupational segregation by working with job-seekers; (c) ensuring gender balance in activation measures delivered by PES; and (d) using both mainstreaming and gender specific approaches.

Learning experiences

Growing our Clean Energy Workforce initiative in Victoria, Australia. In 2022, the government of Victoria announced in 2022 a ‘Growing our Clean Energy Workforce package’, with almost USD 7 million in funds to subsidize apprenticeships, professional mentoring and access to ongoing education for women in the clean energy space. The state found that women were under-represented in the solar industry accounting for less than 1% of electricians, plumbers, air conditioning and refrigeration mechanics, solar designers and installers, and licensed electrical inspectors. The aim of the Growing our Clean Energy Workforce initiative was to increase the number of women working in the renewables energy industry. The government pledged 50% of the cost of new apprenticeships to support women entering the industry and a stipend for tools as well as incentive payments every six months. As part of the package, the industry organization Tradeswomen Australia offered targeted support for women already working in, or considering joining, the solar industry through online workshops, information sessions and professional mentoring opportunities. Source: (IEA, 2022).

Saving the tourism sector in the Caribbean. The Caribbean sub-region is highly exposed to the adverse impacts of climate change and weather events. It is estimated that the Caribbean experiences regular annual losses from disasters of around US$3 billion, with tourism and agriculture usually hit the hardest. The Caribbean is the most tourism-dependent region in the world, contributing up to 33% of Gross Domestic Product (GDP) and over 43% of indirect and direct employment, reaching up to 90% in Antigua and Barbuda. Tourism is a labour-intensive industry, with a predominance of female employment (up to 60%) in this region. They are facing unemployment,
Underemployment and loss of income as result of climate change. A combination of measures have been adopted in several Caricom states to stimulate the productive capability of micro and small tourist enterprises owned or operated by women – including handicrafts, natural medicines, ecotourism- and correct the current mismatch between training and the specialized knowledge and skills, specially digital literacy, required by the tourist industry.

Source: (WMO; 2023).

Together with public work programmes, Employment Intensive Investment Programmes (EIIPs) can play an important role in contributing towards environment sustainability, gender equality and poverty reduction. EIIPs can be used to generate temporary jobs and generate income for people in vulnerable situations during crises, including climate disasters. Outside crisis situations, public works can generate employment opportunities for those in need, support skill development and generate community assets and infrastructure to improve local resilience, for example through flood protection or watershed management, climate change mitigation, including afforestation. To be gender effective, EIIPs need to include intentional measures to attract women and to provide equal opportunities and treatment.

### Learning experience

**Gender equality in Public Works and EIIP**

- Identify women's specific vulnerabilities regarding climate change in order to address them in programme design and implementation, contributing to the reduction of their disadvantages in relation to men.
- Acknowledge differences in women's and men's educational levels and employability and the potential of EIIP to expand women's opportunities for employment.
- Apply gender-responsive and inclusive procurement for EIIPs and monitor performance, ensuring that women contractors have access to procurement opportunities and that selected contractors have gender-responsive policies in place.
- Identify factors that could constrain the participation of women in Green Works and EIIP programmes and come up with affirmative strategies to address them (such as the introduction of targets for the recruitment of women or working with partners to ensure there are no restrictions such as women not being able to obtain work permits in construction).
- Provide gender friendly working environment, including child-care facilities, maternity leave and care-related leaves, equal pay for work of equal value, prevention of and response to violence and harassment, use of gender-sensitive language.
- Include gender-sensitive indicators for project monitoring and review, tracking the progress of implementation and eventually assessing the impact on gender equality and women's empowerment. Involve female beneficiaries in performance monitoring.
- Adopt gender-responsive budgeting during the planning process (including providing resources for provision of separate bathroom facilities; provision of child-care support; provision of support for transport to and from the worksite; employment of a gender expert; creation of gender awareness and capacity building; gender-sensitive community mobilization and participatory planning).
- Make sure that the implementers (staff, consultants, contractors) have the necessary capacities to execute the programme in a gender-sensitive manner.
- Create gender awareness among communities and programme staff.

Entry points for action

At policy level:
- Design and delivery of ALMPs for a just transition with gender equality through coordinated efforts of ministries of labour and employment, environment, women, finance, planning, education, statistical offices and other government agencies.
- Involve, through social dialogue, employers’ and workers’ organizations to ensure that gender equality objectives are made explicit and are upheld in both, the formulation and implementation of ALMPs.

Concrete measures:
- Increase public employment’ services outreach to women to support them in identifying job opportunities emerging from the green transition and in accessing relevant skill development programmes.
- Design employment services responsive to women’s needs, for example in terms of opening hours.
- Consider including targeted career coaching and training for women to help in accessing job opportunities in the green economy, paying attention to the needs of women re-entering the labour market after maternity.
- Leverage public employment services as a channel to raise awareness on gender discrimination and promote gender equality among enterprises and job seekers.
- Consider green jobs hiring and wage subsidies that encourage the recruitment of women.
- Put in place measures for gender-responsive public works and EIIPs.

Policy area 8: Rights for all towards a just transition

A just transition towards environmentally sustainable economies and societies promotes a rights-based approach and, in particular, the right to decent work under safe, healthy working conditions, with social protection and adequate standards of living and non-discrimination opportunities and treatment. For environment preservation, participation rights among others play an important role. This section needs to be read together with policy area 9 and the enabling environment for gender equality and non-discrimination.

Adopting a gender lens on rights for women and men in all their diversity

Along with human rights treaties, such as the as the Universal Declaration of Human Rights and the Convention on the Elimination of All Forms of Discrimination against Women, international labour standards offer robust tools within the Just Transition framework for addressing women’s rights and other groups in situations of vulnerability. A gender-responsive, rights-based approach for climate action can lead to a just transition and a transformative agenda for gender equality and inclusion, where women in all their diversity do not bear the negative effects of the transition to low-carbon economies, while its positive effects contribute to gender equality and decent work.

Eliminating gender discrimination and existing legal impediments for women to participate on equal footing in the world of work is one of the requirements to achieve a just transition. Many laws that prevent women from having the same legal status as men derived from deep rooted cultural norms embodied in family, property and labour laws. They pose great obstacles to a sustainable development and social justice. International labour standards address the challenges posed to just transition through the promotion of environmental protection via standards for workers’ safety and health; guaranteeing workers’ rights to participate in decision-making processes, access information and be consulted; the protection of workers in sectors affected by the transition through skills training and social protection. To advance the agenda of gender equality and inclusion in the world of work there...
is a clear need to ratify and implement those standards that are particularly relevant to gender equality and the inclusion of other grounds of discrimination.

**Entry points for action:**

Over the time, the ILO has developed system of international labour standards (ILS) aimed at promoting opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, security and dignity. In the ILC.111 conclusions the ratification and effective implementation of international labour standards is a guiding principle for a just transition. There are a range of ILS that are relevant to different aspects and policy areas of a just transition (ILO; 2015a). When it comes to advancing gender and other dimensions of equality, there are several international labour standards that are significant.

- **Gender-related international labour standards in particular:**
  - C100 - Equal Remuneration Convention, 1951
  - C111 - Discrimination (Employment and Occupation) Convention, 1958
  - C156 - Workers with Family Responsibilities Convention, 1981
  - C183 - Maternity Protection Convention, 2000
  - C189 - Domestic Workers Convention, 2011
  - C190 - Violence and Harassment in the World of Work Convention, 2019

- **International labour standards that have effect on specific population groups:**
  - C159 - Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983
  - C169 - Indigenous and Tribal Peoples Convention, 1989
  - R200 - HIV and AIDS Recommendation, 2010
  - R204 - Transition from the Informal to the Formal Economy Recommendation, 2015
  - R205 - Employment and Decent Work for Peace and Resilience Recommendation, 2017

**Concrete measures:**

- Advocate to reform discriminatory laws and policies which allow gender-based discrimination.
- Campaign to transform discriminatory social norms and harmful gender stereotypes into more equal social structures and power relations for all women and men.
- Implement interventions aimed at preventing and addressing gender-based violence and harassment, including in the world of work.
- Guarantee the enjoyment of sexual and reproductive health and rights by all.
- Protect and expand the civic space of women activists.
- Facilitate equal participation of women, men and people of diverse gender identities in civil, political, economic, social and cultural life.
- Ensure that women's unpaid care work is valued in society and the economy.

**Policy area 9: Social dialogue and stakeholders’ engagement**

The transition towards job-rich and sustainable economies requires strong social consensus. Social dialogue can facilitate the transition towards a more sustainable economy by developing a joint understanding of the challenges faced by tripartite social partners, governments, employers' and workers' organizations and the way to address them. It is therefore essential that **social dialogue is an integral part of institutional frameworks for the**
formulation and implementation of policies at all levels. This requires an informed consultation process with all relevant stakeholders.

**Adopting a gender lens on social dialogues and tripartism in just transition**

Social dialogue plays a crucial role in designing policies to promote gender equality and inclusion. It can provide a platform for building a common understanding of gender equality, and for the promotion of commitments from employers’ and workers’ organizations to include women voices in this process. Tripartite social dialogue can provide governments and social partners an opportunity to **discuss strategies to incorporate gender equality into climate change responses**, providing a space for building a shared approach that allows all actors to foresee the effects of decarbonization strategies on jobs (ILO, 2022d). Consultations with representatives of workers’ and employers’ organizations are necessary for a Just Transition with decent work outcomes, both in the subsectors where jobs will be destroyed and in those with the potential for job creation.

Through social dialogue, gender equality and inclusion can be promoted at all levels, from the policy design phase to its implementation and evaluation phases, as well as to its dissemination by way of existing or newly created dialogue mechanisms and structures at all levels. For example, skills development requires the forging of social pacts, where tripartite constituents can contribute to the better integration of skills development policies and technical and vocational education and training systems with environmental policies in a manner that is relevant to the needs of workers and enterprises. Social dialogue, including collective bargaining can also contribute to the policy process through the incorporation of relevant clauses to **stimulate concrete agreements on just transition with a gender perspective**. A wide range of environmental and gender topics could be included, such as occupational safety and health, equal pay for work of equal value, women's priority training on green skills, reskilling and redeployment of women workers, the right of workers to refuse perform tasks transgressing environmental legislation, the protection of workers during climate disasters, and gender-inclusive green procurement practices, among others.

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**Learning experiences**

**The IOE Just Transition Task Force.** The International Organization of Employers is actively involved in shaping the dialogue and policy development for climate change. It recognizes the importance of gender in the climate agenda and calls for developing special policies to support MSMEs. To advance the agenda for business, the IOE has created a Just Transition Task Force to facilitate the exchange of experiences, establish partnerships and build capacity. Climate and employment issues are also high on IOE’s Policy Working Group on Sustainable Development agenda. Source (ILO, 2022)

**The ITUC gender transformative agenda for recovery and resilience.** Through its gender-transformative agenda for recovery and resilience the International Trade Union Confederation (ITUC) calls for gender-transformative just transition plans, including public investments in the care economy, green infrastructure and access for women to STEM-related education and jobs. The agenda recognizes the importance of women's access to decent work in strategic sectors for decarbonization, but also in other low-emission sectors, such as care. In the Americas, ITUC addresses the issue of just transition within the framework of the Development Platform of the Americas (PLADA), which incorporates the political dimension of sustainability, understanding that it is essential to address the power structures that gave rise to the current environmental crisis, emphasizing the role of participatory democracy to manage transformation processes. Source https://www.ituc-csi.org/climate-change

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A major challenge in the effective exercise of social dialogue is the **persistent underrepresentation of women in employers’ and workers’ organizations and in national social dialogue institutions.** The challenges to women's
Representation as relevant stakeholders in social dialogue prevent a stronger incorporation of gender equality as a priority. There is a clear gender gap in managerial and senior management positions of companies in green sectors and employer's organizations. According to a 2017 Gender Equality Survey of the International Trade Union Confederation (ITUC), women on average comprised 42.4 per cent of all its members. However, the average representation rate for women in the highest union decision-making bodies within ITUC affiliates was 28 per cent. Women are also underrepresented in national social dialogue institutions (NSDIs), such as economic and social councils, tripartite commissions, and labour advisory boards. Available data for 2018 shows that female membership in NSDIs ranged from 20 to 35 per cent. Women's representation in union membership and leadership still needs to significantly increase to close these gender gaps.

Women are also underrepresented in climate discussion and negotiation spheres, as well as in policy design, project implementation and budget allocation decisions, despite the fact that women tend to express greater concern for environmental issues and the effects of climate change, and to participate in greater proportions in environmental organizations. Their presence in negotiating tables on climate issues is still low, but some timid progress is worth mentioning as women's presence in ministerial positions on environment is at 32 per cent (IPU-UN Women; 2023). A gender-balanced leadership – a critical mass of women in positions of power - is needed for climate change policies to reflect women's needs and perspectives, be transformative, and empower women.

### Learning experiences

**Increasing women’s representation at the COP table.** Women's effective representation is the first step to comply with UNFCCC commitments. Since 2012, the representation of women has gradually increased, but a persistent glass ceiling is seen through women's low participation in COPs' technical bodies (33% on average by 2020), as well as in national delegations (35.6% of Party delegates at COP27 in 2022 were women). Being underrepresented, the needs and interests of women are poorly incorporated in the definition of priority issues and in policies designed to address them. Lack of balance in gender representation is also expressed in local spaces. Lack of information and consultation channels at community level exclude women to participate in decision making about issues important for their lives. Source, ILO 2022.

**The impact of women’s participation in community forest governance.** Based on primary data on communities managing their local forests in parts of India and Nepal, the study statistically assessed whether the gender composition of a local forest management group affected forest conservation outcomes, after controlling for other characteristics of the management group, aspects of institutional functioning, forest and population characteristics, and related factors. It found that groups with a high proportion of women in their executive committee showed significantly greater improvements in forest condition in both regions. Groups with all-women executive committees in the Nepal sample had better forest regeneration and canopy growth than other groups, despite receiving much smaller and more degraded forests. The beneficial impact of women's presence on conservation outcomes is attributable especially to women's contributions to improved forest protection and rule compliance. More opportunity for women to use their knowledge of plant species and methods of product extraction, as well as greater cooperation among women, are also likely contributory factors. Source, (Agarwal, Bina; 2009)

**Improving access to clean energy for workers in the informal economy through social dialogue in India.** The Self-Employed Women's Association (SEWA) organizes workers in the informal economy in several states in India and currently has 2.1 million members, including waste pickers, small farmers, and salt pan farmers. Salt pan farmers are independent workers, more than 95 per cent of whom are women, whose work is exposed to weather variations and is strongly affected by rains. They have long been neglected by public policies and are facing increasing hardships. Rising energy prices have a direct effect in salt production, as workers need to pump water into the pans to harvest the salt. Traditionally, farmers burned diesel to provide energy to such pumps, leading to high levels of CO2 emissions. Through SEWA initiatives towards green energy and just transition, diesel
Entry points for action:

- Put in place mechanisms to increase the participation and representation of women in trade unions and employers’ organizations, as well as in social dialogue institutions such as National Labour Committees or Economic and Social Councils.
- Promote gender parity and quota instruments to secure women’s voices and leadership in climate action spaces for the discussion, negotiation and decision-making processes.
- Use gender parity tools in the design, implementation and follow up of just transition plans and programmes, and through the promotion of an intersectional approach to labour rights and representation of women in all their diversity.
- Sensitize, raise awareness and advocate the advantages of gender equality in climate action through media campaigns.
- Organize trainings and sharing of best practices on mainstreaming gender issues into the agenda of social dialogue and collective bargaining.
- Strengthen the voice of women and men workers in the informal economy as well as those most affected by climate change through organizing their adherence to workers’ organizations.
V. Institutional arrangements: Integrated approach and policy coherence for a gender responsive and inclusive just transition

Just transition, sustainable development and gender equality are fundamentally interconnected, although not always recognised as such. The gender-environment nexus still lacks attention by policy makers, especially regarding the world of work. Mainstreaming gender in climate and environmental action is crucial for establishing their links coherently in national policy, which together with effective institutional arrangements, furthers a common ground for action. An integrated approach should guarantee women’s involvement in decision-making, so that policies and investment initiatives address both, gender and environmental considerations, and the promotion of decent work (OECD; 2021).

Integration requires strong inter-agency coordination to enable transversal action. States’ institutional mechanisms for intersectoral- cross-ministries coordination need to be established with decision making power and financial resources, challenging the traditional ‘silo’ approach to development. Ministries of Labour can make a strong contribution by prioritizing issues related to climate change in their decent work country programs, with a focus on gender equality. This would provide the opportunity to identify the way labour policies have to be adapted and highlight their role in the implementation of national commitments (NDCs). Coordination among Labour, Environment and Women’s Affairs Ministries would provide synergies and better results. At the same time, Ministries of Women’s Affairs should review their Gender Equality Plans, incorporating climate action and decent work as priorities for women’s empowerment.

Learning Experiences

Coordination efforts to mainstream gender in climate change policies. Uruguay created a Gender Working Group at the Climate Change National System to provide inputs in the design and implementation of NDC in relevant sectoral sectors such as transport, tourism and cattle raising. In Rwanda, gender is declared a cross-cutting theme at the national level, with a Ministry of Gender and Family Promotion supported by a legal framework that mandates its institutional coordination across government and sectors. Climate and gender are embedded into the Strategy for Economic Development: Vision 2050, and the first National Strategy for Transformation (The Commonwealth, 2022). In Côte d’Ivoire, several consultations have led to the establishment of a gender and climate change platform as well as the signing of a memorandum of understanding between the Ministry in charge of Environment and the Ministry in charge of Women, Family and Children’s issues to work towards the integration of gender issues into climate-related policies and strategies. (UNFCCC, 2022b)

The experiences of integration from a range of countries highlight the critical role that strong institutional and coordination frameworks play in the achievement of specific plans, strategies, and actions in gender, climate change and just transition. Capacity-building of all parties is a determinant element in the design and implementation of gender-transformative just transition initiatives in climate action. The main goals of capacity building are to develop appropriate human, organizational and institutional capacity to determine intersecting inequalities and climate change, and to develop and implement coordinated solutions at all scales (Khan et al.; 2018) including in the context of just transition. A comprehensive approach to capacity-building in gender, climate and the world of work should encompass: a) the development of knowledge, skills and attitudes regarding gender and climate impacts including in just transition processes; b) the development of appropriate structures and procedures to integrate combined knowledge and skills; and c) the development of capacities to
Implement gender transformative country-level policies, plans and strategies including in a context of climate action.

**Learning experiences**

**Strengthening capacities to incorporate gender in governmental bodies can include:**

- Establishing gender and decent work indicators in each relevant sector to climate and just transition.
- Develop a methodology for the management, planning, finance, monitoring and evaluation of gender goals and targets.
- Stimulate cultural challenges on gender private and public roles.
- Create guidelines for the implementation of an intersectional lens to climate action.
- Appoint gender focal points with technical capacity in each relevant area (energy, transport, agriculture, etc.).
- Providing sensitization and training to sectoral teams, responsible for the design and implementation of national policies in relevant areas of climate action.
- Establishing gender training to teams to provide technical assistance.

**Data and knowledge development for the inclusion of gender equality in a just transition**

Just transition policies must be based on sound statistical information grounded in international statistical standards. **Data gaps by sex, and other personal characteristics such as disability and ethnicity, should be addressed, and data analysis of green job outcomes considering gender impacts should be carried out to ensure that climate action offers inclusive opportunities and support to women and men workers and enterprises in the green and blue economy (ILO; 2022d).** More specifically, data analysis should take into consideration the disaggregation of production sectors, workers' characteristics and working conditions. This information can provide a useful baseline from which to understand direct and indirect employment effects of climate change and of policies for carbon neutrality, on women and men in all their diversity.

Data gaps related to equality, environment and employment (the 3Es) need to be identified and filled, especially because **unreported inequalities, including in the world of work, conceal their existence, driving policy makers to gender and inclusion-absent approaches to climate action.** Invisible gender and other inequalities cannot be addressed by norms and public policies, nor have resources assigned to the mitigation of their effects and/or resolution. The issue of data gathering on the **dimension of gender equality, environment and employment represents a new conceptual and methodological challenge to data-collecting institutions, and will require efforts and cooperation at various levels, including government, employers and workers organizations, international agencies, academia, media and civil society.**

Closing information gaps on the three dimensions mentioned above should be a priority if countries are to improve decent work policy design and implementation and raise awareness among policy makers about the need for gender differentiated climate policies. **New indicators capturing the multidimensional and intersectional relations between socio-economic, gender and climate factors are required to provide timely and useful information for the design of public policies based on evidence (UNEP, 2018).** Such indicators should be developed together with strategies to provide the necessary data. This could include incorporation in national censuses, administrative data and sector specific statistics (Labour Force Surveys, Household and Living Standards Surveys, Enterprise Surveys), time use surveys or other surveys. It may also require the use of other data sources such as surveys that collect information on time use are essential in the collection of sex-disaggregated data related to the environment and the way climate change impacts people's time. These surveys provide information on the types of work performed by women and men, illustrating the division of labour and market economic contributions within households. Modules on time use measurement could be added labour force surveys.
big data sources where relevant. The Sustainable Development Goals Framework provides several indicators relevant to the gender-environment nexus (UNEP; 2019). Key areas include the right to own land, natural resources and biodiversity; access to food, energy, water and sanitation; climate change, sustainable production and consumption, and health and well-being; and environmental decision making at all levels.

In addition to the above, emphasis should be placed on collecting and analysing data that address the impacts of climate change and disasters on women and men vis-à-vis their engagement in different forms of work, including employment, own-use production of goods, own-use provision of services and volunteer work and care time as defined in the 19th ICLS. Moreover, data should also be collected and analysed on the impact of climate change and the just transition agenda on direct and indirect jobs for women and men, including in the rural and informal economy and according to their level of qualification and occupation. Data on gender-based violence and harassment in relation to climate events should also be included.

Without adequate statistics, barriers to women’s access to decent jobs and progress toward gender equality and inclusion cannot be identified or monitored. For example, gender-disaggregated employment indicators provide the opportunity to assess the current situation regarding employment and gender and to identify barriers to women’s entry into the labour market and their advancement into higher positions. Frequent and regular monitoring of data can also provide a better understanding of trends in just transition, employment dynamics and barriers to women’s entry into different green sectors.

Measuring the 3Es: equality, environment and employment

The way forward:

- National data producers are encouraged to use international statistical standards such as those adopted by the International Conference of Labour Statisticians (ICLS), as this facilitates the development of internationally comparable labour statistics and enhances the comparability and data coherence within a country over time.
- Incorporate gender-employment-environment related variables in national statistical surveys, and systematically display data disaggregated by sex and by other personal characteristics such as indigeneity, disability, and others when relevant and possible.
- Ensure data allows for the assessment of women’s experiences at the intersection of social inequalities of class, race, nationality, sexual identity, among others, and weigh the realities of women who live in situations of greater risks (ILO, 2022).
- Make use of already existing data while collecting and develop new data and indicators to identify a) the gender aspects of environmental degradation; b) the differentiated impacts of climate change on men and women; c) gender differences in vulnerability and coping capacity; d) women’s contributions to preservation of the environment and to mitigation and adaptation policies.

Pay attention to:

- Assessing the impact that the environment can have on women and men engaged in the different forms of work, including employment, own-use production of goods, own-use provision of services and volunteer work and care time as defined in the 19th ICLS.
- The impact of climate change on direct and indirect jobs for women and men, including in the rural and informal economy and according to their level of qualification and occupation.
- Collect and analyse data on women’s roles and access to land tenure, energy, water and sanitation facilities, disaster management, and employment.
- Collect and analyse data on gender-based violence and harassment and other discrimination-based considerations in relation to climate change events.
- Generate information systems that allow measuring and monitoring progress in women’s empowerment via environmental and climate action policies, securing the financial resources to accomplish this task.
### Examples of questions to be addressed by countries’ statistics in the areas of gender equality, environment and employment

#### Gender Equality - Environment

- Do women and men have equal inheritance and land rights according to formal and customary laws?
- Is land ownership data disaggregated by sole and joint ownership?
- Are data collected at the individual level in addition to household level?
- Are sex-disaggregated data on access to food, energy, water and sanitation gathered nationally and locally?
- Are data on average income of small-scale food producers collected and disaggregated by sex, indigenous status and/or other relevant intersecting variables such as disability?
- Are data gathered on credit use by female- and male-headed households in rural areas?
- Is food consumption data collected at the level of individuals instead of household level? If collected at the level of individual, are the data disaggregated by sex?
- Are impacts of disasters and extreme weather events assessed through the number of deaths, missing people and affected people, as well as economic losses?
- Are indirect impacts of disasters and extreme weather events measured, such as via agricultural productivity decline or biodiversity losses due to droughts?
- Are women’s role in environmental decision making measured at all levels?

#### Gender Equality – Environment – Employment

- Are data estimated on the number and percentage of women and men who access employment or increase their incomes due to climate change adaptation or mitigation activities?
- Are data gathered on what jobs are endangered by changing ecosystems and how do ecosystems impact jobs hold by women and men?
- Are data collected on changes of safe, healthy and decent working conditions?
- What groups of workers are affected by environmental degradation the most?
- Are data on direct and indirect employment tied to climate change, estimated by sex and level of qualification?
- What is the proportion of time spent on unpaid domestic and care work, by sex, age and location.
- Are data collected on the participation and involvement of poor women and men in developing and managing local adaptation and mitigation plans?
- Are women in all their diversity represented in decision making processes relating to just transition in sector-specific environmental committees, employers’ and workers’ organization and private sector committees).
VI. Gender and just transition financing

Just transition requires well designed and effectively implemented policies and adequate financing. The scale and diversity of financing needs for a just transition and the fiscal space constraints and increasing dept vulnerabilities for many developing countries call for a combination of financing sources: public and private, domestic and international (ILO; 2023a).

A range of actors in the finance ecosystems are crucial to ensure financing for a just transition that is gender responsive. For governments, this means integrating just transition in their financing and investment strategies and in their budgetary processes and ensuring that this is done in a gender sensitive manner. For the private sectors this means progressively incorporating a just transition logic in their strategies, operations and products. Strengthening the sustainable finance architecture by enhancing the elements related to social sustainability, including gender equality and inclusion, and their relation with the environment can increase dedicated financing efforts.

International public finance can play a pivotal role in just transition financing and in strengthening its gender equality dimension. Several multilateral development banks for examples are starting to address just transition through dedicated initiatives or strategies. This can be strengthened by reinforcing the links with their gender equality strategies and instruments, as well as paying attention to gender-related impacts and indicators in relation to climate finance, and considering expanding efforts towards financial inclusion, including through partnership with micro-finance institutions and blended finance solutions.

Climate and environmental funds play a key part in financing climate policies and investments and could play an important part in contributing to just transition financing. For this to happen their ability to address gender equality needs to be strengthened. Despite progress, a major challenge remains for a gender perspective in funding structures as well as securing women’s access to climate finance processes and/or funds. While there has been an important increase in funds allocated to programmes integrating gender equality objectives, climate funds dedicated to gender equality as the “principal” objective stood at only 2.4% of all climate-related Official Development Assistance (ODA) in 2018-2019 (source tbc). The integration of gender equality in the governance of funding and a gender-focused determination of priorities would contribute to further the participation of women’s representative groups. Without a gender-responsive lens, the sustainability of funded interventions can be undermined, and climate financing instruments could in effect, exacerbate patterns of discrimination against women.

The incorporation of gender equality principles in climate financing means allocating inclusive and equitable resources, and engaging women in funding governance and processes. Specific measures fostering gender integration in climate finance include cross-cutting mandates for gender equality in all climate finance instruments, paying attention to small-scale action and ensuring that public funding is passed to women as beneficiaries, incorporating gender criteria in result measurements and performance evaluation, securing a gender balance in decision-making bodies as well as among beneficiaries of funding; and implementing regular audits of the gender impacts of funding allocations (Schalatek; 2022).
### Examples of climate change-related funding sources with gender mandates

**Green Climate Fund (GCF).** Established under UNFCCC to help developing countries respond to the multiple challenges of climate change. The Fund establishes a gender mainstreaming mandate under its funding objectives and guiding principles, as well as a gender balanced staff and Board. The Fund's revised gender policy (2020-2023) increases capacity-building support to developing countries to fulfil gender mandates; it requires gender-responsive activities in projects and the provision of gender-performance indicators and sex-disaggregated targets, with appropriate budgets against each proposed activity.

**Global Environment Facility (GEF).** In 2017, GEF approved a Policy on Gender Equality that requires a gender integration approach and improved reporting on gender-disaggregated targets and results (GEF, 2017). GEF Gender Implementation Strategy, approved in 2018, provides guidelines to track and report gender equality progress and to better integrate gender considerations throughout the GEF project cycle.

**Adaptation Fund (AF).** It finances initiatives to help developing countries adapt to the adverse effects of climate change. The Fund highlights gender equality as a cross-cutting issue to achieve its mission. AF Gender Policy explicitly acknowledges the importance of intersectional approaches to gender mainstreaming in climate interventions, and the need for more capacity-building support for implementing entities to address the intersectionality of gender with other social vulnerabilities.

**Climate Investment Funds (CIF).** It is a World Bank financing programme to speed up climate action by enhancing transformations in clean technologies, energy access, climate resilience and sustainable forests in developing and middle-income countries. Efforts to integrate gender requirements have shown progress, as a new CIF Gender Action Plan approved in 2020 increases gender technical support to countries for enhanced gender monitoring and reporting.
VII. Conclusions

The transition towards low carbon resilient economies can only be just if it tackles gender equality and inclusion.

This guide seeks to support all actors in taking a gender-responsive and inclusive approach as they embark in their pathways towards a sustainable future. This means actively promoting decent work for all men and women with attention to their different needs and aspirations. It means ensuring non-discrimination in opportunities and treatment through all just transition processes providing adequate social protection coverage, a supportive enabling environment for social and economic empowerment and rights. Addressing structural barriers that limit women in all their diversity to be part of labour market on equal footing as men requires commitment towards addressing gender gaps in paid and unpaid care work, wages, occupational safety and health including violence and harassment, and access to skills development.

Addressing just transition, gender and equality in an integrated manner in climate policies is of the essence if just transition is to be realized. For this to happen, gender responsiveness has to be systematically applied across all nine policy areas outlined in the ILO Guidelines for a Just Transition: macroeconomic and growth policies, industrial and sectoral policies, policies on enterprises, skills, active labour market policies occupational safety and health, social protection, rights, and social dialogue. They need to be underpinned by an enabling environment for gender equality and care policies. Adequate finance aligned with just transition and gender equality goals is vital and needs to be urgently scaled up.

Promoting a just transition for all requires putting gender and all equality dimensions at the core of policies and investments. As the ILO is committed to step up its efforts to promote the realization of a gender-responsive and inclusive just transition, it is hoped that this guide supports social partners and other stakeholders in the transformative change needed to move towards a more equal and sustainable economy with social justice for all at its core.
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