

# Gender equality, employment and green transition: policies for inclusive development

## Uruguay in the «Fair transition energy and green job creation» study

COUNTRY  
**URUGUAY**



Uruguay has demonstrated a strong commitment to sustainable development, gender equality and the promotion of green jobs. As a signatory to the Paris Agreement, the country has submitted its Third Determined Contribution at National Level (NDC) in December 2024, which incorporates the gender perspective and inclusion of vulnerable communities. The country has developed a number of national policies and programmes aimed at reducing gender inequalities in economic and labour markets, incorporating a specific approach to energy and environmental sustainability and resilience, defining fair transition and fair economic transition objectives as well as a green job creation target, developing action plans aimed at implementing measures related to investment in green and renewable energies that will lead to the creation of jobs, It will also seek to incorporate women into the emerging labour market.

### 1. Public Policy Review

#### 1.1. National policies for a just and energy transition

\* [National Climate Change Policy](#): published in 2017, contains measures aimed at mitigating the negative effects of climate change as well as actions necessary to achieve sustainable and equitable development with a green approach and a specific social dimension, with a time horizon of 2050.

\* [National Strategy for Development 2050](#): provides a strategic

framework for the sustainable development of the country, integrating economic, social and environmental objectives, and highlighting the importance of gender equity and social inclusion in the transition to a green economy.

\* [Gender and Climate Change Strategy](#): with a horizon between 2020 and 2025, defines the gender integration strategy of Uruguay in the PNCC, coordinating actions, Plans and recommendations that combine green job creation with women's inclusiveness in the just transition process.

\* [Long-term Climate Strategy of Uruguay](#): elaborated in relation to the objectives and targets set by the Nationally Determined Contribution and the National Climate Change Policy of Uruguay, seeks to establish a projection of the country's situation as regards the impacts of climate impact referral measures in the country for the year 2050. The Fair Transition has a specific section that articulates the whole of the Strategy, which also includes an account of the country's contribution to the objectives set by the Paris Agreement.

\* [National Strategy for Gender Equality 2030](#): designed by the National Gender Council, composed of institutional representatives from numerous public agencies, in conjunction with the Advisory Group for the Equality Strategy and UN Women's assistance, has set itself the objective of developing a medium-term path that addresses the needs for intervention in all aspects of social, economic and labour life in the country with regard to gender, including economic autonomy, Equal employment opportunities and environmental rights.

\* [Nationally Determined Contribution \(NDC\)](#): document that sets out Uruguay's commitments to reduce its carbon emissions, with a cross-cutting approach to gender equality and social justice.

## 1.2. Planning tools and instruments

\* [National Climate Change Response Plan \(PNRCC\)](#): this plan sets out a comprehensive strategy to address climate change, promoting the transition to a low-carbon and resilient economy. Includes specific measures for adaptation and mitigation, with a focus on gender equity and the participation of indigenous communities.

\* [Gender and Climate Change Action Plan 2020-2024](#): developed within the framework of the National Climate Change Response System (SNRCC), this plan seeks to integrate a gender perspective into climate policies, Promoting the active participation of women and equity in sharing benefits and responsibilities.

\* [National Plan for Equal Opportunities and Rights \(PIODNA\)](#): this plan establishes an agenda for gender equality, addressing structural inequalities and promoting the equitable participation of women in economic development, including emerging sectors such as green jobs.

\* [Renewable energy innovation fund \(REIF Uruguay\)](#): through a combination of private and public funds, including the United Nations, it is intended that Uruguay should have the necessary capacity to generate green jobs by encouraging the introduction of renewable energies and promoting a generalized energy transition, without losing sight of a gender approach that facilitates women's entry into the green labour market.

\* [Green jobs in the renewable energy sector](#): study developed by the ILO at the request of the Uruguayan Ministry of Labor and Social Security for the years 2016-2017. The document provides an analysis of the productive sectors with green job creation potential in the country, developing the social, economic and employment aspects and expected impacts, as well as a relationship of decent employment and gender for each of the sectors analyzed.

\* [Programme to improve industrial competitiveness and environmental performance in the priority industries of the Santa Lucía River Basin](#): this programme was developed by the ILO in collaboration with the Ministry of Labour and Social Security with the aim of generating training courses and assistance for technicians and specialists from academic bodies on environmental issues that contribute to sustainability, as well as for 24 companies

prioritized for the improvement of their production processes in relation to renewable energies and waste management as well as in the creation of quality jobs with a green approach.

\* [Green Mode Productive Investment Programme \(PIP Verde\)](#): this programme offers financial and technical support to small and medium-sized enterprises seeking to incorporate sustainable practices in their production processes, Promoting the generation of green jobs and the participation of women in sustainable economic activities.

\* [National System of Protected Areas \(SNAP\)](#): SNAP seeks to conserve biodiversity and promote the sustainable use of natural resources, generating employment opportunities in activities such as ecotourism and environmental management, with emphasis on the inclusion of local and indigenous communities.

\* [National Waste Management Plan \(PNGR\) Uruguay+ Circular](#): this plan establishes strategies for integrated waste management, promoting the circular economy and creating jobs in the collection, recycling and recovery of waste, with a focus on the inclusion of women and vulnerable populations.

\* [PAGE Project](#): launched in 2013 on an international basis following



the Rio+20 Conference, was implemented in Uruguay from 2017, with the objective of reformulating economic policies and practices around sustainability to promote economic growth, generate income and jobs, reduce poverty and inequality, and strengthen the ecological foundations of their economies.

### 1.3. Inclusion of the gender dimension in public policies

Uruguay has its own strategy for the cross-cutting development of gender equality in all aspects of social, political, economic and labour life in the country, with a time frame set for 2030; This means that the final results of the

strategy have yet to be assessed. However, the gender dimension has already been included in many national plans and strategies derived from the National Strategy for Gender Equality 2030, as in the case of the National Development Strategy 2050, which has made economic inclusion, women's policy and labour market is one of its major milestones.

Therefore, among the policies that favour the employment of women in Uruguay are:

- ▶ **National Strategy for Gender Equality 2030.**
- ▶ **National Development Strategy 2050.**

## ▶ Gender and Climate Change 2020-2025

### 2. Analysis of opportunities and potentials

#### 2.1. Identification of policies that favor the integration of women in green jobs

Uruguay has significantly integrated a gender perspective into its public policies related to sustainable development and green employment. The Action Plan on Gender and Climate Change (PAG-CC) is a prime example, as it sets out specific actions to ensure women's equitable participation in decision making and implementation of climate measures. The National Plan for Equal Opportunities and Rights (PIODNA) also addresses structural barriers faced by women in accessing employment and promotes their inclusion in emerging sectors of the green economy. Thus, among the policies which favour the integration of women into working life are:

- ▶ **Action Plan on Gender and Climate Change (PAG-CC) 2020-2024.**
- ▶ **National Plan for Equal Opportunities and Rights (PIODNA).**
- ▶ **Renewable energy innovation fund (REIF Uruguay).**

These policies reflect Uruguay's commitment to a just transition towards a sustainable economy, ensuring that women and indigenous communities participate actively and benefit from the opportunities offered by sustainable development.

## 2.2. Recommendations to improve the inclusion of gender in public policies

Uruguay has a wide range of well-developed national action plans, programmes and systems on fair transition, green job creation and women's inclusion in the labour market in relation to jobs generated by the green economy and renewable energy. Therefore recommends that it continue to expand the scope of action plans to meet the goals and objectives defined by the Nationally Determined Contribution without losing sight of the permanent inclusion of specific actions and measures to achieve the full integration of women in the Just Transition and green job creation.

## Practices to highlight

**National Plan for Equal Opportunities and Rights (PIODNA):** this plan sets out an agenda for gender equality, addressing structural inequalities and promoting the equitable participation of women in economic development, including emerging sectors such as green jobs.

**Green Model Productive Investment Programme (PIP Verde):** this programme offers financial and technical support to small and medium-sized enterprises seeking to incorporate sustainable practices in their production processes, Promoting the generation of green jobs and the participation of women in sustainable economic activities.

**Renewable energy innovation fund (REIF Uruguay):** through a combination of private and public funds including the United Nations, it is intended that Uruguay should have the necessary capacity to generate green jobs by encouraging the introduction of renewable energies and promoting a generalized energy transition, without losing sight of a gender approach that facilitates women's entry into the green labour market.

**Guidelines for gender analysis of the National Greenhouse Gas Inventories** developed as a roadmap for integrating a gender perspective among actors and institutions and as a detailed research and analysis accompanied by resources and case studies concrete to identify barriers, challenges and gaps to the integration of women in sectors strategic for green employment such as energy or agriculture.

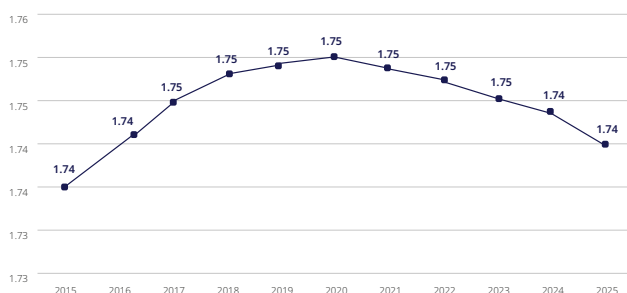
## Gender equality, employment and green transition: policies for inclusive development

### 3. Datos estadísticos

#### A. Demographic data

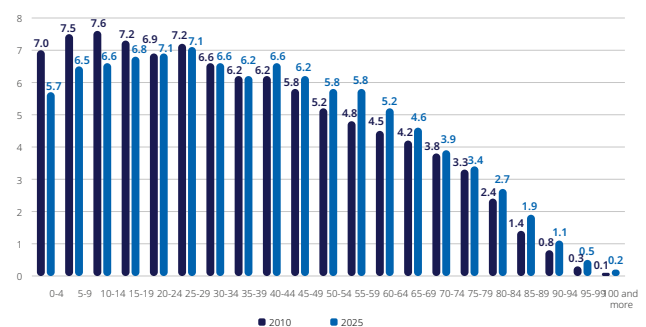
##### Population distribution statistics

##### Number of woman, millions

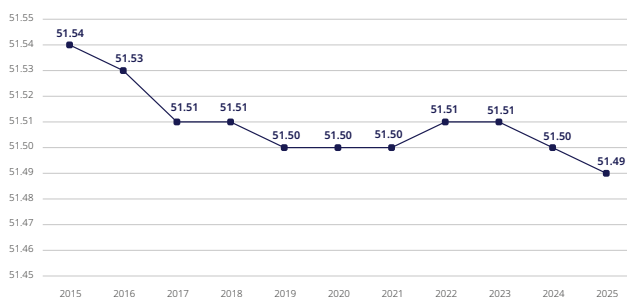


##### Age distribution statistics

##### Age distribution of the female population

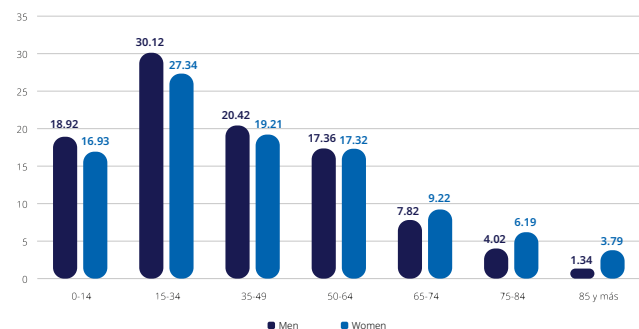
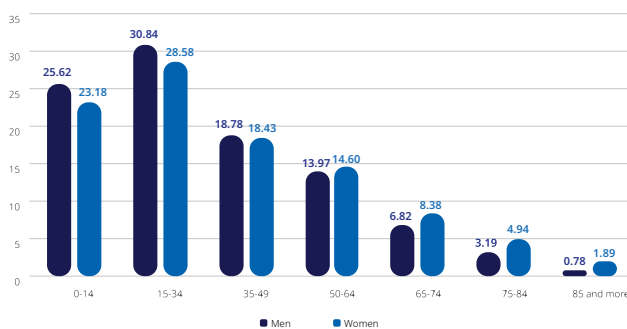


##### Percentage of woman



##### Population distribution statistics by age

##### Age distribution by sex, percentage





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Ages	Women			Men		
	2000	2025	Difference in percentage points	2000	2025	Difference in percentage points
0-14	23.18	16.23	-6.25	25.62	18.92	-6.7
15-34	28.58	27.34	-1.24	30.84	30.12	-0.72
35-49	18.43	19.21	0.75	18.78	20.42	1.64
50-64	14.6	17.32	2.72	13.97	17.36	3.39
65-74	8.38	9.22	0.84	6.82	7.82	1
75-84	4.94	6.19	1.25	3.19	4.02	0.83
85 and more	1.89	3.79	1.9	0.78	1.34	0.56

### Interpretation of demographic data

**Population distribution by age and sex (2000 vs. 2025):** Uruguay has one of the most advanced ageing processes in the region. In 2000, 23.2% of women and 25.6% of men were aged 0-14 years. By 2025, this proportion will fall to 16.9% and 18.9%, respectively, marking a drop of more than 6 percentage points.

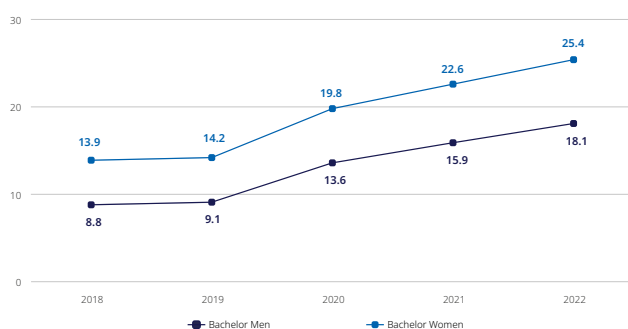
In contrast, groups aged 65 and over grow significantly. Women aged 65 to 74 increased from 8.4% to 9.2%, while those aged 75 to 84 increased from 4.9% to 6.2%. This population transformation requires strengthening policies to address ageing from a gender perspective.

**Evolution of the percentage of women in the total population (2015-2025):** The female proportion in Uruguay remains stable between 51.45% and 51.54% during the decade 2015-2025, with a predominance in the more advanced age groups.

### B. Education level data

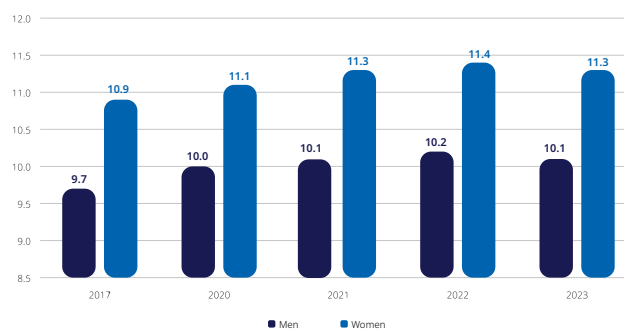
#### Educational attainment statistics

##### Percentage of bachelor, population 25+



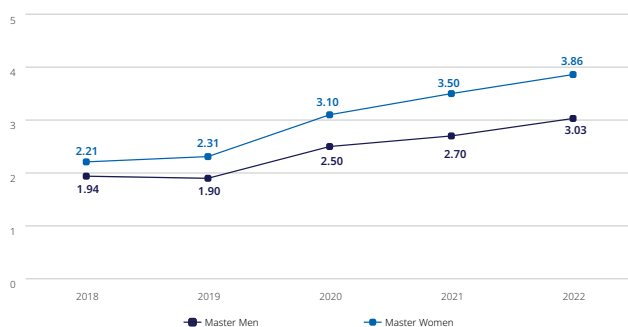
#### Statistics on years of study

##### Years of education

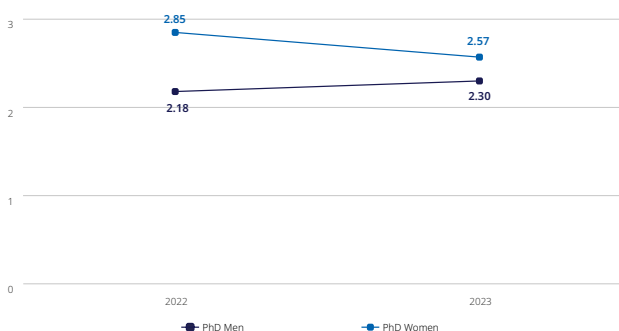


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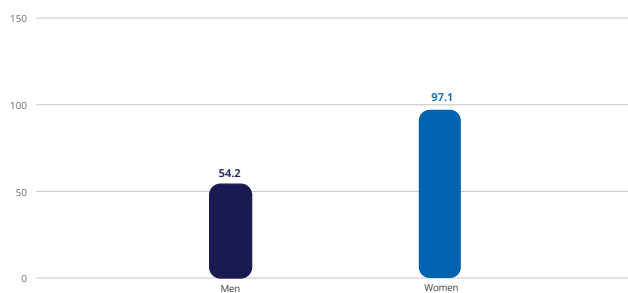
### Percentage of master, population 25+



### Percentage of PhD, population 25+



### Gross enrollment ratio at tertiary level, percentage



### Interpretation of training data

**Access to tertiary education:** in 2021, the gross tertiary enrolment rate was 97.1% for women, compared with 54.2% for men, one of the largest gaps in the region.

**Level of education achieved (bachelor's, master's, doctorate):** since 2018, women outnumber men at the undergraduate level: 25.4% compared to 18.1% in 2022. In master's programmes they also maintain an advantage (3.86% against 3.03%), as well as in doctoral studies, although the figures are still small.

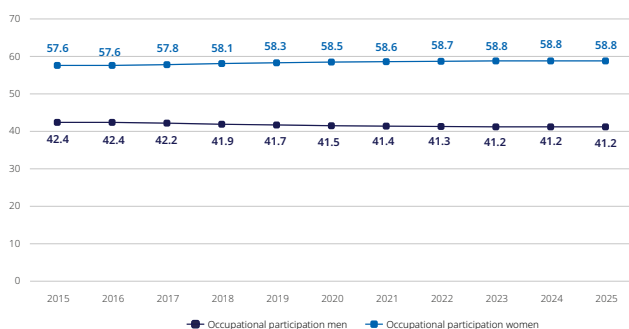
**Average years of formal education:** in 2023, women reached an average of 11.4 years of education, surpassing men (11.3), reflecting educational parity with a slight female advantage.

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### C. Employment data

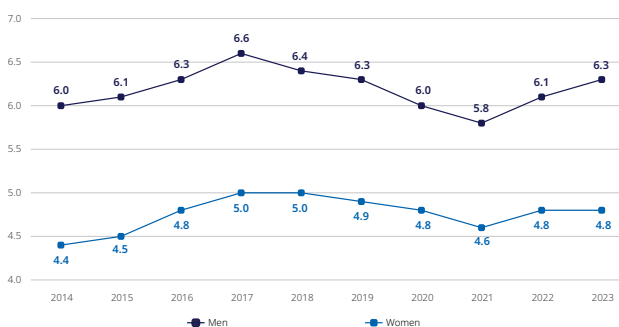
#### Employment statistics

##### Economic participation rate, percentage

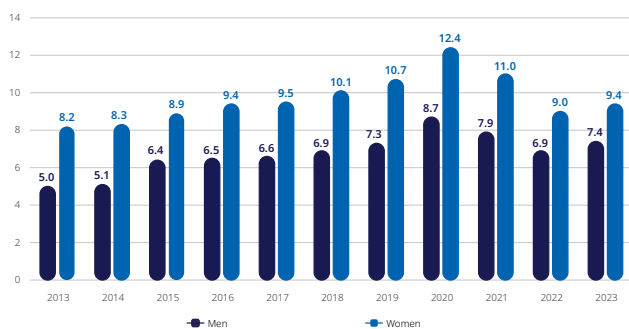


#### Income Statistics

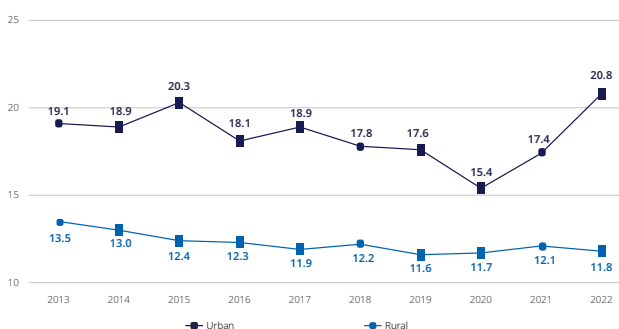
##### Average income, in multiples of the poverty line



##### Unemployment rate, percentage



##### Percentage of adult women dedicated exclusively to unpaid work



#### Interpretation of employment data

**Economic participation rate:** The female economic participation rate is projected at 41.2% by 2025, well below 58.8% for males, with a constant structural gap.

**Unpaid work:** In 2023, 12.4% of rural women and 11.0% of urban women were engaged exclusively in unpaid work, compared to marginal values among men.

**Unemployment rate:** Women consistently face higher levels of unemployment. In 2023, the rate was 6.3% for women compared to 4.8% for men.

**Income:** Men have an income equivalent to 3.8 times the poverty line, while women barely reach 3.1 times, with a constant gap in time.

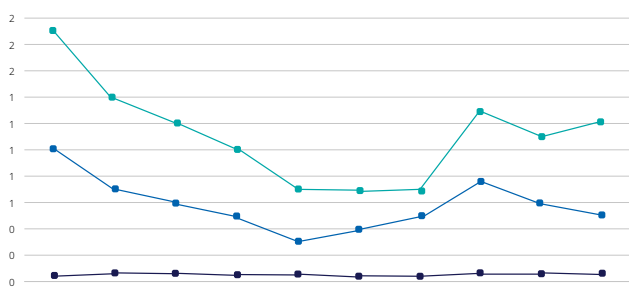


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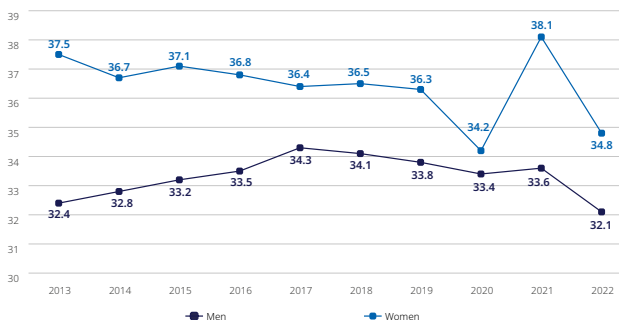
### D. Poverty data

#### Statistics on poverty and extreme poverty

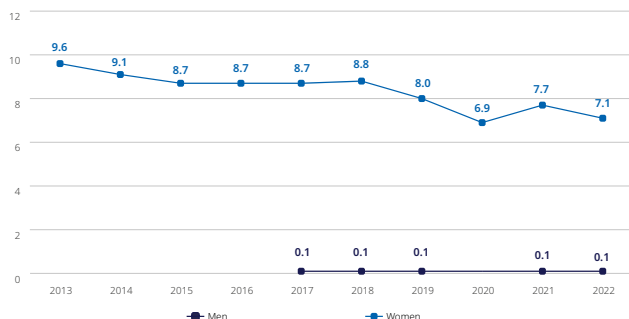
##### Poverty gap coefficient, percentage



##### Percentage of employed people in low-productivity jobs



##### Employment in domestic work, percentage



#### Interpretation of poverty and vulnerability data

**Low productivity jobs:** in 2022, 44.0% of employed women worked in low productivity jobs, compared to 38.1% of men.

**Poverty gaps by type of household head:** in 2022, households headed by women had higher levels of poverty (38.8% vs. 33.6%) and extreme poverty (34.8% vs. 32.1%) than those led by men.

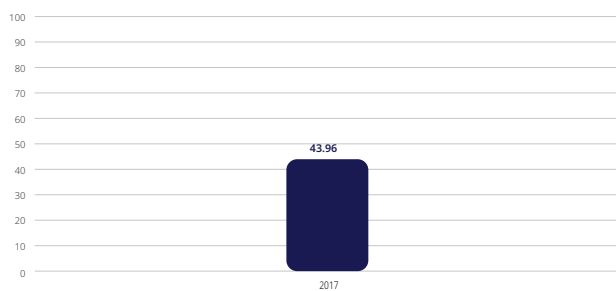
**Integration into paid domestic work:** in 2022, 7.1% of women were employed in paid domestic work, compared to 0.1% of men, which shows a strong feminization of this sector.

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### E. STEM education and employment data in the energy and transportation sectors

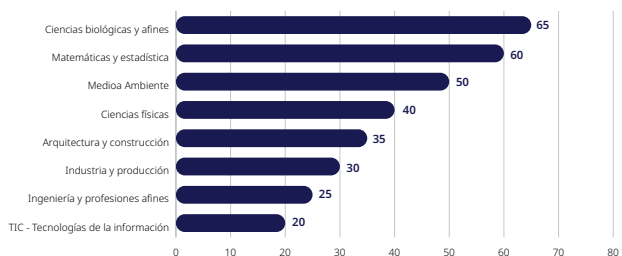
#### Graduate Statistics

##### Percentage of STEM graduates (2017)

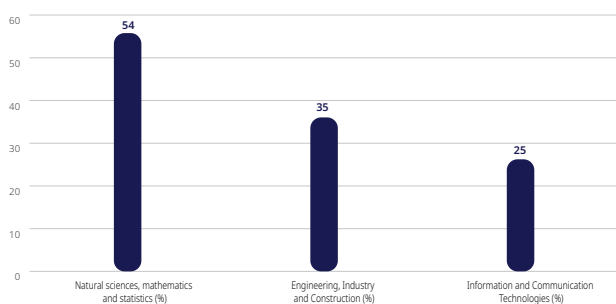


#### Student statistics by STEM major

##### Percentage of female graduates from selected STEM majors (2022)

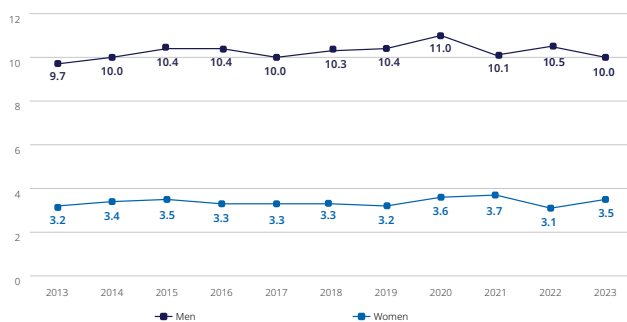


##### Participation of women in STEM careers (2022)



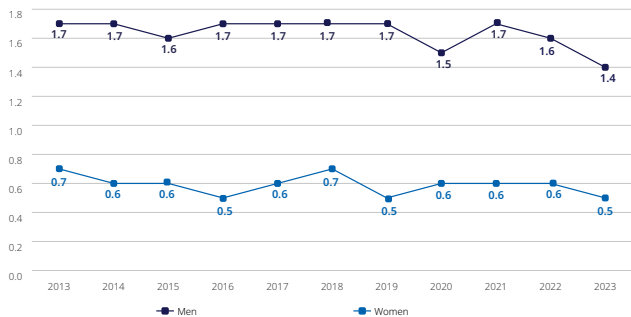
#### Transportation employment statistics

##### Population employed in transport, percentage



#### Energy employment statistics

##### Population employed in energy, gas and water, percentage



## Interpretation of training and employment data in STEM and strategic sectors

**Female participation in STEM careers:** in 2022, female participation in natural sciences, mathematics and statistics was 55%, but decreased to 35% in engineering and 25% in information technologies.

**Graduates in STEM disciplines:** in 2017, 43.96% of the graduates in STEM areas were women, which indicates a good basis for participation, although not necessarily an equal presence in all branches.

**Employment in strategic sectors (energy and transport):** in 2023, only 0.5% of people employed in energy were women (compared to 3.5% of men). In transport, the participation of women was 1.6% compared to 3.7% men.

## General conclusions

**Educational parity with low translation into employment:** despite the high level of education of Uruguayan women, their economic participation remains significantly lower.

**Persistent occupational segmentation:** women are concentrated in low-productivity jobs and domestic work, limiting their professional and economic development.

**Unpaid work as a structural barrier:** full-time domestic work limits women's access to the labour market and reinforces their economic dependence.

**Under-representation in strategic sectors:** despite advances in STEM training, women remain excluded from key sectors such as energy and transport.