

Mapping justice in national climate action: a global overview of just transition policies

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Policy insight

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Summary

This report is an initial exploratory study of global trends in just transition policies and laws. It empirically reviews 159 policies and laws across 61 countries and the European Union that are available from the [Climate Change Laws of the World](#) database. It offers an overview of policies and laws that include reference to a just, fair, equitable and inclusive transition approach, even where the precise term ‘just transition’ may not be used. The focus is on examples of economy-wide and energy policies where justice implications of climate change policy response measures are being explicitly and implicitly considered.

The pathway towards achieving the goals of the Paris Agreement and delivering a just transition will be distinct for each country. How a country shapes a just transition is based on many factors, including their nationally defined development priorities, historical contributions to the climate crisis, vulnerabilities, key sectors and demographic characteristics. The findings in this report highlight some of these differences, but we also acknowledge that differences in terminology and framing by different countries mean that our methodology has been unable to capture the totality of government action.

Finance is one of the policy levers most frequently mentioned by governments in the policy documents reviewed, and it acts as a key enabler for implementing these policies. Acknowledging this critical role of finance, financial institutions – both public and private – are one of the key audiences for this report. One of our motivations for mapping which countries are integrating concepts associated with the just transition into domestic climate policy is to understand how governments intend to use and leverage finance to support just transition efforts, and what this means for a just transition across different country contexts. Given this reality, we therefore draw out recommendations for both policymakers and finance actors.

Main findings

Types of justice

The idea of justice can be understood differently in different contexts, and various concepts or types of justice are referred to in the literature on the just transition. The type of justice contemplated in a law or policy can have significant implications for its implementation. This is true both in terms of the types of policy levers that are likely to be introduced in the law or policy, and in the ways in which the policy may be applied or enforced.

- Our mapping of the types of justice explicitly or implicitly discussed in climate policies finds that the concept of distributive justice is by far the most common, appearing in 128 assessed documents from 59 countries. Procedural justice also features relatively strongly, in 63 documents across 35 countries.
- However, more attention to this issue is required. In a political climate where disinformation proliferates, there is real scope for public backlash against ambitious climate action when laws and policies are not developed in a manner that is procedurally fair and inclusive.

Recommendation: Policymakers in countries where distributive justice is the current priority should consider strengthening commitments to procedural justice. Creating platforms at the local, national and international level for stakeholders strongly affected by the transition to own the process and co-create policies may help achieve this. Given that the definition of a just transition unites different types of justice into one term, policymakers should consider collecting more information on which specific injustices need to be addressed in a given situation, before determining policies that would most appropriately address those injustices. Researchers must support policymakers and finance actors to map different policy challenges to key concepts of justice, to help foster shared understanding of the increasingly crowded discourse around just transition.

Affected groups

Workers, their families and communities are intrinsically linked, and they are not homogenous groups. Our review suggests countries have moved away from the narrower definition set out in the Paris Agreement of the “just transition of the workforce” to encompass broader impacts within society, including on women, Indigenous Peoples, low-income households and young people.

- Across 159 policies, 98 refer to impacts on communities, 94 address workers, and 61 refer to consumers and households.
- There is also a growing recognition that groups that are already affected disproportionately by climate change impacts are likely to also experience comparatively greater negative impacts from policy interventions targeted at climate change.

Recommendation: Policymakers should undertake impact assessments for each policy to identify affected groups and communicate targeted interventions to address identified impacts. This process should be influenced by contextual demographic characteristics and be well integrated with existing data on social determinants of health and wellbeing. Transparency on what data is collected and how the data is then integrated into policies is essential for accountability. Recognising that countries may face challenges in collecting such data (especially around intangible non-economic impacts), submissions to the United Nations Framework Convention on Climate Change (UNFCCC) like nationally determined contributions, long-term strategies and biennial transparency reports are places to signpost what financial and other resources are required to enable such data collection. The UNFCCC-led [Work Programme on Just Transition Pathways](#) could also act as a platform to foster knowledge-sharing and capacity-building across countries.

Concepts of change

There is a spectrum of different interpretations of a just transition and how it should be implemented. This can vary from policies that focus on maintaining the status quo (i.e. avoiding worsening the economic situation of any group through the transition), to policies that take a more transformative approach of redressing historical, systemic challenges linked to deepening social inequities.

- Of the 159 policies reviewed, 107 contain status quo approaches, 64 touch on managerial reform, 34 include policies that address a just transition from a structural reform perspective, and six demonstrated transformative thinking.
- Importantly, while many policies may touch upon narratives associated with a type of concept of change, this does not guarantee that the policy delivers or includes measures implementing such change. Implementing a just transition may require a mix of policies that span the spectrum of concepts of change, from status quo to transformative.

Recommendation: There is a diverse nature of approaches towards a just transition and varied benefits, costs and challenges associated with each. Pursuing managerial approaches can be more convenient and efficient in terms of time, cost and competing interests. A transformative approach is more difficult to implement and requires policy interventions to account for non-economically quantifiable elements of the transition (e.g. cultural and knowledge systems, or redressing historical harm). Policymakers and researchers should seek to better understand the benefits, drawbacks and mechanisms of implementing a more transformative approach, considering its feasibility. More research may be needed to identify testing grounds for alternative models of social organisation at national and subnational level.

Policy levers and the role of finance

There is no one-size-fits-all approach to implementing the just transition. Countries are starting to adopt a diverse range of policy 'levers' and instruments geared towards addressing justice in climate policy. The economy-wide nature of delivering a just transition means that these tools are often spread across multiple policy documents.

- Our analysis identified four prominent policy levers: public and private finance, found in 149 assessed documents; institutions and strategy articulation in 92 documents; labour market policies and skills development in 73 documents; and participation, stakeholder engagement and social dialogue mechanisms in 67 documents.
- Finance is a key enabler for implementing just transition policies. Financial institutions need clear communication from governments on the policy and legal frameworks available to support them to redirect existing financial flows and generate new financing towards green technologies and innovations, adaptation solutions, social protection mechanisms, or community benefit schemes.
- The next round of nationally determined contributions (NDCs) must be submitted by 2025, providing countries with an opportunity to signpost and provide detail on existing and planned strategies and measures to implement a just transition. Comprehensive, time-bound just transition planning, communicated through vehicles such as NDCs, can provide essential information about where finance is most direly needed, the type of financing needed, and when.

Recommendation: The complex interaction between policy instruments needed to implement a just transition reinforces the value of using high-level documents like NDCs as a way of enabling countries to synthesise the actions they plan to take and how these will work together with existing social protection systems. NDCs should be co-created with affected stakeholders and take into account impact assessments and data on existing socioeconomic inequalities. Clear signposting of comprehensive climate policy frameworks that integrate the implications of a just transition can help finance actors to translate them into a pipeline of investable or investment-ready projects, while also addressing the investment bottlenecks that currently exist for many financial institutions. (We also provide specific recommendations under each of the four prominent policy levers: finance; institutions and strategy articulation; labour market policies and skills development; and participation, stakeholder engagement and social dialogue mechanisms.)

Taking the analysis forward

Priority areas for future research include gathering data to assess the impact of just transition policies; exploring accountability mechanisms that ensure equitable policy implementation; and expanding this research to sectors beyond energy. While this research provides insights into just transition policies designed for implementation within national political boundaries, it will also be important to understand the potential transboundary justice implications of climate change response measures. As new waves of global industrialisation and deindustrialisation have contributed to growing geographical disconnections between places of consumption and production, there is an acute need to dissect potential hidden and distant injustices upstream and downstream that arise from the global transition to low greenhouse gas emissions and climate-resilient development. Doing so involves better accounting for the global, systemic political-economic structures and forces that influence policymaking and landscapes of justice and injustice, to lead to more transformative visions of change.

1. Introduction

This report seeks to map globally which countries are integrating ideas associated with the just transition into domestic climate policy, and how. It focuses on economy-wide and energy policies and provides recommendations to national policymakers and finance actors.

Emergence of the just transition agenda

Nearly a decade after the adoption of the 2015 Paris Agreement, the world stands at another crossroads. Our cumulative efforts to reduce greenhouse gas emissions, limit global warming and adapt to climate change remain insufficient, and the requisite system-level transformations across energy, land use, agriculture and other sectors are not yet fully integrated into policymaking. Moreover, the process of implementing the Paris 'Rulebook' is being made more complex by historically uneven development and associated struggles, the need to clarify in negotiations the differentiated responsibilities between developed and developing countries, and the continued uneven distribution of "means of implementation", which include a combination of access to finance, technology development and transfer, capacity-building, legislative and policy environments, and other capabilities.

The agenda of ensuring a global just transition has risen out of the trade union movement and is now mainstreamed in multilateral climate negotiations, most recently culminating in the operationalisation of the new UNFCCC Work Programme on Just Transition Pathways. The 2015 Paris Agreement and 2015 International Labour Organization (ILO) Just Transition Guidelines have underscored the concept's significance at a high level. The Paris Agreement acknowledges 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". The 2021 Glasgow Pact expanded the definition to include promoting sustainable development and eradication of poverty. Importantly, while this offers one definition of a just transition, there is no universal interpretation of what a just transition looks like in practice, which is unsurprising given the sheer diversity of national circumstances, local contexts, and affected stakeholders' needs and perspectives.

Efforts to track progress on just transition pathways (i.e. pathways to achieve the temperature goals of the Paris Agreement in a just and equitable way) have started to emerge (see Box 1.1 for examples). However, existing analysis has tended to focus on specific countries or regions, or emphasise policy documents expressly named as 'just transition' strategies or laws. This may overlook the fact that, in practice, the ways in which countries choose to articulate and integrate ideas of justice into domestic climate policy are likely to differ and may not always involve the 'just transition' label. Governance approaches vary across countries.

Finance as a key enabler

The global financial system today is not designed nor operating appropriately to respond to the climate crisis and just transition needs. The Independent High-Level Expert Group on Climate Finance estimates that annually, \$2.4 trillion needs to be mobilised by 2030 to emerging markets and developing countries, of which an annual \$75 billion should be dedicated to just transition activities (Bhattacharya et al., 2023). 'Finance as usual' approaches will be insufficient, and both public and private finance are expected to play sizeable roles in turning this rhetoric into reality.

The just transition is not 'free' in financial terms; it is also not free from contradictions and tensions in policy design and implementation. Policy frameworks can either make or break finance for just transitions. They can either create or misapply price signals, and either ensure coherent accountability through disclosure or produce a fragmented picture. Laws can help increase transparency on whether finance is flowing to those who need it most. Perceptions and practices of an unjust transition will also pose higher risks of social backlash and transition delay, both of which can translate into financial risks, with varying implications for financial institutions. Given the complexity of different local contexts and affected stakeholders' priorities, a mapping of the diverse range of national just transition policy developments is urgently needed to provide more clarity to finance actors on where and how funds are needed. Each country's risks and opportunities associated with the transition will differ. It is to this need that we are responding with the finance-focused analysis in this report.

Box 1.1. Initiatives to understand regional and national approaches to the just transition

The UNFCCC, as part of its synthesis review of nationally determined contributions (NDCs) and long-term low-emission development strategies (LT-LEDS), has identified where Parties provide information on their consideration of social and economic consequences of climate change response measures and how countries plan to achieve a just transition (UNFCCC, 2023a; UNFCCC, 2023b). Recent analysis by the World Resources Institute (WRI) found a rapid increase in the number of countries that explicitly mention the term 'just transition', from 33 NDCs of 59 countries in 2022 to 45 NDCs of 71 countries in 2023 (WRI, 2024).

Regional databases to track ongoing just transition developments have also emerged. For example, in Europe, the European Commission provides an online 'Knowledge Repository' that highlights just transition policy approaches and projects across Member States. In Africa, the Independent Expert Group on Just Transition and Development offers a valuable resource on the development of a just transition across the continent. Climate Strategies leads the South to South Just Transitions project, an initiative that connects researchers across nine countries in the Global South.

There are also tools to help non-state actors assess which countries are managing the just transition (Hizliok and Scheer, 2024). For example, the Assessing Sovereign Climate-related Opportunities and Risks (ASCOR) tool, developed by the Transition Pathway Initiative Centre, enables sovereign bondholders to assess climate risks and opportunities in their investments, and supports dialogue with governments. Just transition features as one component of its country assessments. The World Benchmarking Alliance also provides assessments of how high-emitting companies are planning for and implementing a just transition, in particular around social dialogue mechanisms and time-bound targets to protect workers, consumers and suppliers from the impacts of the low-carbon transition.

In addition, there is a swathe of academic literature that variously focuses on the development of the just transition as a concept (e.g. Wang and Lo, 2021; Heffron and McCauley, 2018), provides insights into national and regional case studies (e.g. Hasan et al., 2024; Heffron et al., 2024; McCauley et al., 2023), or focuses on individual policy packages like the EU Just Transition Mechanism (e.g. Schuster et al., 2023).

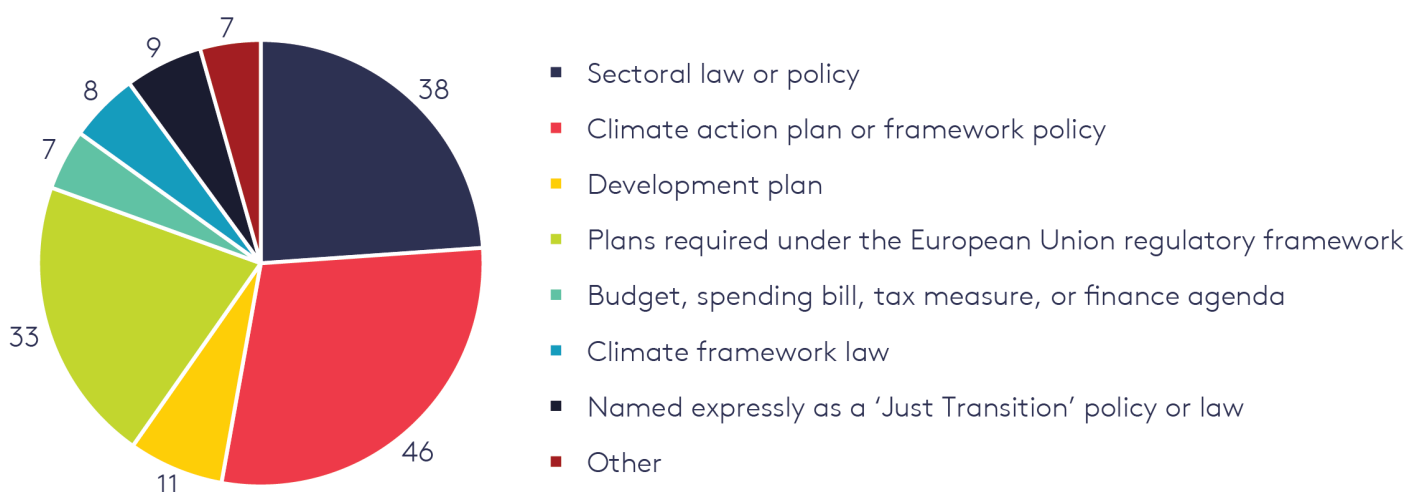
Our approach

This report aims to provide an overview of policies and laws that look at framings and articulations of justice in climate policies more broadly, even where the precise term 'just transition' is not used. By interpreting a just, fair, equitable and inclusive transition approach widely, we can expand the scope of our understanding of global trends in national just transition policies and incorporate examples of where different ideas of justice are being mainstreamed into a broad range of climate policy initiatives. We then map how specific policy levers are being designed to implement this linked climate action and justice agenda.

The analysis represents an empirical review of 159 policies and laws across 61 countries and the EU¹ that are available from the Climate Change Laws of the World database. Where we refer to 'policies', this includes both policies passed by the executive branch of government and laws passed by the legislative branch. The database, although by no means fully comprehensive, represents one of the largest collections of national climate laws and policies in existence. Drawing on the database as a starting point enables us to take a broad cross-sectional view of policy action that may not have previously been associated with the just transition agenda. Figure 1.1 provides an overview of the diverse types of documents included in our review.

¹ The EU is the only supranational organisation included in the Climate Change Laws of the World database. This is because of the unique nature in which EU law is applied in Member States, and because EU climate policy drives so much of the domestic policy of those states.

Figure 1.1. Breakdown of the 159 documents reviewed by type



The policies in our dataset were identified using the search interface of the database, which is powered by machine learning and natural language processing technology developed by [Climate Policy Radar](#). Policies identified include references to terms such as 'just', 'fair', 'equitable' or 'inclusive' transition, or make reference to specific types of justice relevant to climate policy. The full list of search terms is provided in Appendix 1.

The intention of this review is to provide a broad stocktake of the current status of 'just transition approaches' based on this admittedly limited dataset; it is not a gap analysis of all potentially relevant policies within the global climate policy ecosystem. There may be relevant policies in a given country that have not been captured; this should not be taken to mean that no such policies exist. The limitations of the dataset and search are more fully explored in Appendix 1, along with further details about the methodology.

Our analysis centres on economy-wide and energy policies. The economy-wide focus is to provide a broad overview of how the just transition is being mainstreamed into overall climate governance priorities. The energy focus is because this is the sector to which most of the existing academic and policy literature is applied, in which the decarbonisation and workforce transition agenda is anchored, and where we expect the most policy action as a result. This is just a start. Understanding whether and how justice considerations are being integrated into other areas of climate action, in particular agriculture and forestry, is also crucial and an area for future research.

From this broad stocktake, we highlight where progress has been made and where further action may be needed, drawing out recommendations for national policymakers and finance actors. Governments need finance to implement climate action and finance actors need policy certainty to invest. Such insights are particularly critical in a year where countries, as Parties to the Paris Agreement, must develop new NDCs (prior to submission in 2025) and finalise the [New Collective Quantified Goal on Climate Finance](#).

Structure of the report

Section 1 provides an overview of how key concepts related to justice and the just transition appear in the policies and laws reviewed. We discuss the types of justice prioritised by policymakers, the people for whom justice is considered or protected by the policies and laws, and the concepts of change embedded within each document.

Section 2 gives a more practical insight into the policy levers being identified or deployed in the documents reviewed. We identify broad categories of policy instruments that appear most frequently in the assessed documents, providing analysis of the four most commonly occurring.

Section 3 connects our findings to the broader climate finance debate, providing recommendations for financial stakeholders.

Each section includes recommendations and actionable insights for policymakers.

2. Justice in national climate action

In this section we assess the different conceptual aspects of just transition that are emerging in national climate policy in 61 countries and the EU, as captured by our search. Each policy was assessed against a series of criteria developed by the authors following a review of relevant literature on just transition policymaking. See Appendices 1 and 4 for further details on the review process and criteria.

A. Types of justice

A key issue highlighted by the academic and policy literature on defining a just transition is the difference in use of the term by diverse stakeholders, which is influenced by their lived experience and contextual realities. While this issue can appear somewhat academic, the specific type of justice contemplated in a law or policy can have significant implications for its implementation. This is true both in terms of the types of policy levers that are likely to be introduced by the law or policy, and the ways in which the policy may be applied or enforced. In the view of [Wilton Park and the Institute for Human Rights and Business \(2022\)](#), without “sufficient clarity or accountability” around what is meant by ‘just’ in different contexts, there is a danger that the “transformative potential” of the just transition will be lost, and that just transition messaging could be used “improperly”, resulting in key stakeholders becoming alienated and disengaged.

In our review, we sought to understand which conceptions of justice were present either explicitly or implicitly in policies. Table 2.1 shows these results; see Appendix 2 for policy-by-policy assessments.

Table 2.1. Definitions of justice and frequency of identification within national climate policies

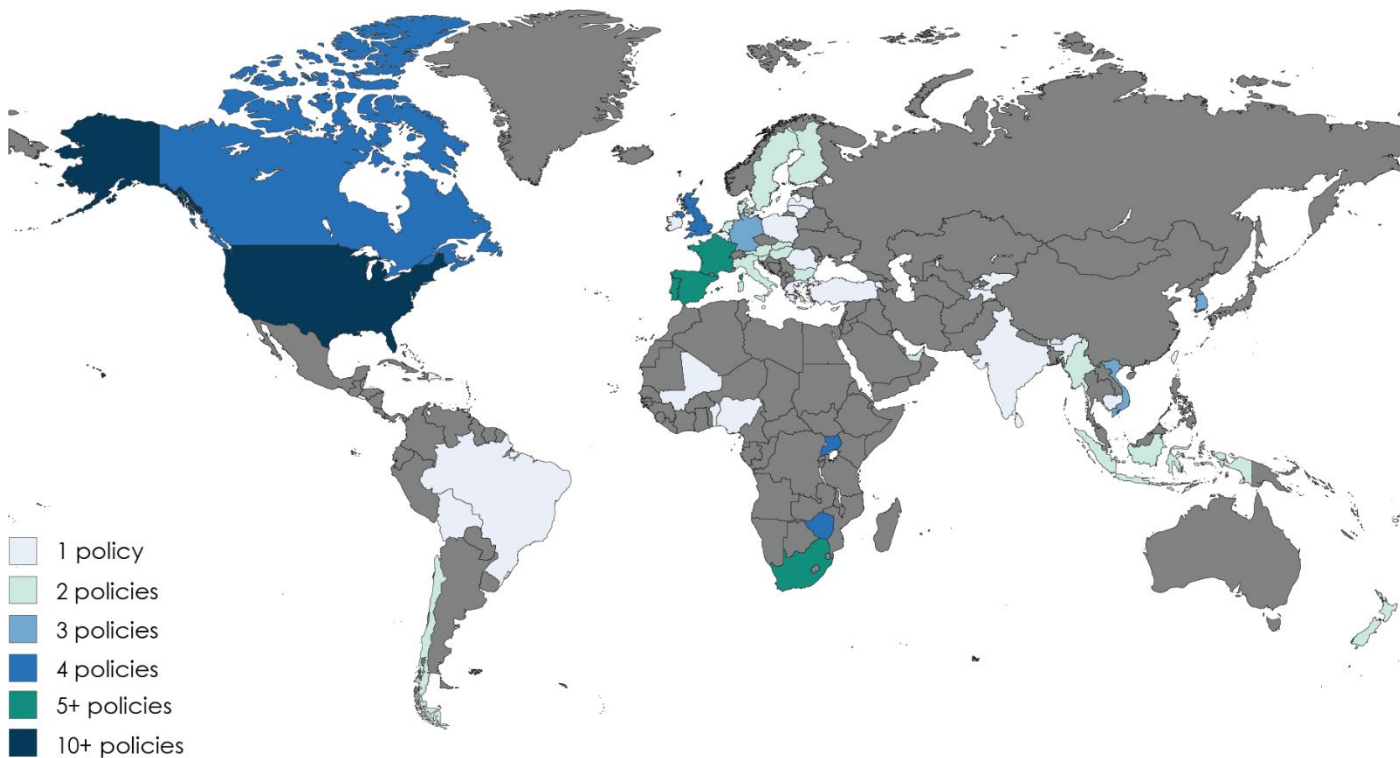
Type of justice	Description	No. of policies	No. of countries
Distributive justice	Concerns the fair distribution of risks and opportunities, cognisant of gender, race and class inequalities. Typically focuses on ensuring impacted workers and communities do not carry the overall burden of the transition.	128	59
Procedural justice	Focuses on the agency of those affected by the economic and industrial transitions to have a say in the decisions that will affect them.	63	35
Environmental justice	Acknowledges existing inequality between communities in terms of exposure to pollution and health hazards associated with environmental damage and the need to address this through fair treatment and meaningful involvement of all stakeholders in environmental action.	41	9
Intergenerational justice	Concerns the idea that present generations have certain duties towards future generations and how to balance the rights of those alive today against the rights of future generations.	25	20
Restorative justice	Concerns redressing historical damages, often in the context of just transition, and healing the land and people that have been harmed by the traditional fossil fuel and other extractive industrial practices that led to the climate crisis.	18	11
Climate justice	Addresses the moral and legal implications of vulnerability to climate change, and unequal historic contributions of different actors to greenhouse gas emissions.	14	10
Transitional justice	A human rights-based concept that centres on redress for victims of past harm, with the transformation of social and political systems at its root. In the context of just transition, transitional justice principles can inform the objectives of achieving transformational change through decarbonisation action, and the concept shares many similarities with restorative justice.	11	7
Ecological justice	Includes non-human beings and ecosystems in the concept of justice, and emphasises the need to challenge extractive cultures and systems.	9	7

Source: Adapted from [Wilton Park and the Institute for Human Rights and Business, 2022](#)

The types of justice shown in Table 2.1 are closely interrelated, and it is not always straightforward to distinguish between them. The degree to which different policies engage with the types of justice is highly variable. While many policies touch upon certain types of justice, their implementation does not necessarily mean they will deliver that type of justice.

The concept of distributive justice is by far the most common in the policies we reviewed, appearing in a wide range of countries and regions (see Figure 2.1). This is unsurprising given the origins of the just transition in the labour movement, and the overall focus in the majority of the existing literature on ensuring that the economic burden of the transition does not fall on workers in high emitting industries. However, our review also confirms that distributional concerns have moved beyond the workforce, with many policies seeking to address disparities between households and consumers, particularly regarding the costs of and access to energy in light of the recent energy crisis.

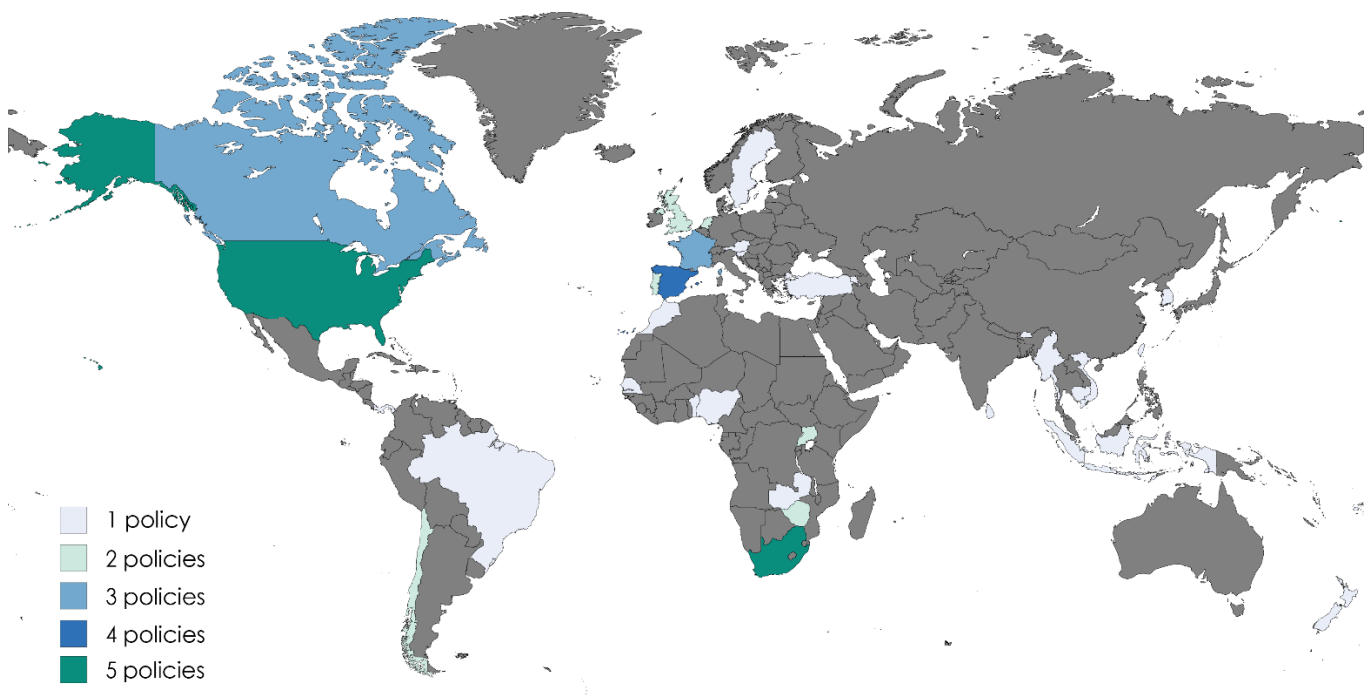
Figure 2.1. Frequency of reference to distributive justice in climate policies by jurisdiction



Notes: Where a country is shaded dark grey, that should not be taken to mean that no relevant policies exist but rather that no reference to distributive justice has been identified by the authors. Policies that include broad mentions of ‘social justice’ and ‘intragenerational justice’ are included in the count: while each has a distinct definition, our view is that they are sufficiently closely connected in policy practice to justify including them under one category. EU-wide policies are not shown.

Procedural justice also features relatively strongly in the policies reviewed and appears in a fairly wide range of geographical contexts (see Figure 2.2). However, the fact that procedural justice or mechanisms associated with it are not articulated in a broader range of policies may be cause for concern. In a political climate in which climate disinformation is rife, there is real scope for public backlash against policies that are not perceived to have been developed in a fair and inclusive way, as the recent experience of attempts to introduce legislation regarding home heating systems in Germany bears out, for example. According to recent research, efforts to introduce the Buildings Energy Act (*Gebäudeenergiegesetz*), also referred to as the ‘heating law’, were significantly hampered by a lack of social impact analysis and efforts to engage the public beforehand (see [Averchenkova et al., 2024](#)). While in some cases a country’s existing legislative and policy procedures may be sufficient to ensure procedural justice, where this is not articulated explicitly in a given policy, examples like this suggest that additional safeguards may be required.

Figure 2.2. Frequency of reference to procedural justice in climate policies by jurisdiction



Notes: Where a country is shaded dark grey, that should not be taken to mean that no relevant policies exist but rather that no reference to procedural justice has been identified by the authors. EU-wide policies are not shown.

Other types of justice, including environmental, ecological and transitional justice, inherently contain elements of participation and recognition. We recorded about 35 policies that referred to these three types of justice, without making explicit reference to the procedural aspect. This is reflective of the discursive fluidity of the justice typology, which is highly influenced by the politicisation of justice language in distinctive policymaking environments. Box 2.1 below illustrates examples of these contextual factors in practice.

Policy insights and recommendations

- Policymakers in countries where distributive justice is the current priority should consider strengthening commitments to procedural justice. This includes recognising that even where a provision is made for addressing the sharing of benefits and burdens, questions about how stakeholders are included in their development should be further considered, in order to ensure strong social support for policies and buy-in from all stakeholders.
- Ensuring there are platforms at local, national and international governance levels for stakeholders strongly affected by the transition in which to participate, deliberate and own the process may help achieve this. Taking workers as an example, trade unions were successful in giving workers due recognition in the Paris Agreement and a voice in international climate negotiations. It is then also crucial that national policymakers meaningfully engage with trade unions and workers, in both the formal and informal sectors, in the design of domestic policy interventions that implement this political commitment made to just transition.
- Given that the definition of a 'just transition' unites different types of justice into one term, policymakers should consider ex-ante collecting more information on which specific injustices need to be addressed in a given situation, before determining policies that would most appropriately address those injustices. Communicating a general narrative of a 'just transition' that does not account for existing injustices may weaken the ability to get stakeholders on board. More research is also needed to understand the potential benefits of incorporating the less well-represented concepts such as ecological justice into policies in different social and political contexts. Researchers need to support policymakers and finance actors to map different policy challenges and objectives to key concepts of justice, as they see them, to help foster shared understanding in an increasingly crowded international discourse around just transition.

Box 2.1. Concepts of justice in context – and methodological limitations

Although it was clear from our review that countries are incorporating justice into national policy, there is significant variance in the ways in which countries have adopted and integrated multiple conceptions of justice. While an explicit ‘just transition’ framing is common in policy documents produced by the EU and its Member States, in the United States the terminology of ‘environmental justice’ appears more frequently. First recognised in federal policy in 1994, since 1997 this concept has been integrated into federal environmental impact assessments (Outka, 2006). In recent years, this well-established framing has been extended to incorporate issues of climate justice and the just transition. For example, under the 2023 Executive Order on “revitalizing” the national commitment to environmental justice, federal agencies are tasked with ensuring that the benefits of climate mitigation, adaptation and resilience efforts are accessible to communities with environmental justice concerns, and refers to facilitating an equitable transition of the workforce. There are also numerous references to environmental justice within the country’s Inflation Reduction Act.

The development of how the integration of social and environmental issues is framed within national contexts may partially explain the absence of policies from some countries in our review. In China for example, the concept of *ecological civilisation* is enshrined in the constitution and underpins its domestic environmental discourse (Fu and Nielsen, 2023). It is a characteristic of the country’s economic planning and environmental governance, which emphasises the symbiotic nature of society and nature, and unifies priorities such as environmental management, ecological restoration and green development (Xue et al., 2023). To this end, implementing an ecological civilisation is seen to guarantee sustainable socioeconomic development, thus enfolded the social justice dimension of the transition into the broader concept. Climate policy is viewed as an aspect of development policy, and its implementation is under the mandate of the developmental and industrial departments of the executive branch (Zhu, 2023). Unique to China’s political governance structure, perceptions and experiences of (in)justice are highly sensitive to political legitimacy and stability. The pragmatic delivery of an equitable transition (Huang et al., 2022), without the explicit label of a ‘just transition’, would arguably be inherent within the realisation of an ecological civilisation. This does not necessarily guarantee that climate policy will be delivered in a just and fair manner in the Chinese context. However, it does highlight the need to look more broadly at different terms for a more comprehensive understanding of issues relating to justice in climate policy. It also highlights potential limitations of the search conducted for this report.

In many of the policies we reviewed from African countries, particularly national development plans, explicit references to the just transition are not very common, but there are instances of implicit reference to relevant types of justice, which are often closely integrated with the concept of sustainable development and the UN Sustainable Development Goals (SDGs). In countries where contributions to cumulative global emissions remain low, and there is a need to focus on ‘transitioning in’ green technologies to support resilience, energy access and positive socioeconomic transformations, approaches to combining social and environmental considerations in policymaking may differ from those in high-emitting countries. This has led to calls for “endogenous ideas and leadership” from African actors to be adopted as key narratives guiding climate action on the continent, including when it comes to understanding the just transition in the African context (Sokona et al., 2023; Otlhogile and Shirley, 2023).

Similarly, the concept of people-centric development has long been on the policy agenda for India (Selvaraju et al., forthcoming). Our review has not captured recent policies in India related to the just transition (likely because of the methodology behind the database and report). However, researchers have highlighted the early evolution of a just transition agenda in the sustainable finance discourse (ibid.). For example, throughout the Long-Term Low Emission Development Strategy,¹ there is a focus on the workforce and subnational work on just transition (ibid.). India has also established an Inter-Ministerial Committee on Just Transition From Coal, led by the government think tank NITI Aayog, but because of the nature of this institution it is not included in the database.

In Brazil, the [Law 14.299/2022 on a Just Energy Transition](#), passed under the previous Bolsonaro administration, creates a Just Energy Transition Program and Just Energy Transition Council, and requires a Just Transition Plan. However, it is a policy that extends the use of coal as an energy source in the state of Santa Catarina by subsidising thermal coal-powered plants until 2040. The law is currently subject to litigation assessing its constitutionality, with the litigants criticising it for being “contradictory to the concept of a just transition” (see [ADI 7332 \(Política de “transição energética justa” do Estado de Santa Catarina\)](#)). This example raises important questions about how ‘just transition’ narratives can arguably be (mis)used or (mis)appropriated in laws and policies. These narratives can also change across administrations. For example, the Lula administration that replaced Bolsonaro’s government announced an [Ecological Transformation Plan](#) at the 2023 UN climate conference COP28, which it described in press releases as placing social justice and jobs as a core goal.

These examples highlight some of the limitations of the approach adopted in this report. By relying on the semantic search functions of the database, we prioritised certain descriptions and articulations of justice over others, meaning that our results do not capture everything that could be relevant to the just transition agenda. Additional work may be needed to provide a more thorough understanding of the commonalities and divergences of approaches in different regions.

B. Affected groups

Climate policies affect a range of stakeholders including consumers, workers, specially affected communities and businesses ([Green and Gambhir, 2020](#)). This range of groups appears to be gaining recognition in policies and legislation on just transition: our analysis finds that although workers remain a strong focus, countries have moved beyond the narrower “just transition of the workforce” definition set out in the Paris Agreement and are now seeking to address a broad range of disadvantaged groups (see [Figure 2.3](#)). Out of the 159 policies, 98 refer to impacts on communities and 94 address workers. (Some policies addressed multiple vulnerable groups and appear in both these counts.) ‘Communities’ is an umbrella term we used to track policies that use general terms to describe a collective group impacted by the transition, e.g. “affected”, “disadvantaged”, “underserved”, “vulnerable” or “marginalised” communities. Where expressly identified in the policy document, we then additionally mapped policies in which a specific group was mentioned (see [Figure 2.4](#)).

This snapshot gives us an understanding of emerging patterns in countries’ approaches to just transition policy, and the process through which they identify key stakeholder groups and emphasise targeted intervention and support measures, if any. The process is influenced by contextual demographic characteristics and development priorities.

Figure 2.3. Breakdown of affected groups mentioned in the 159 climate policies reviewed

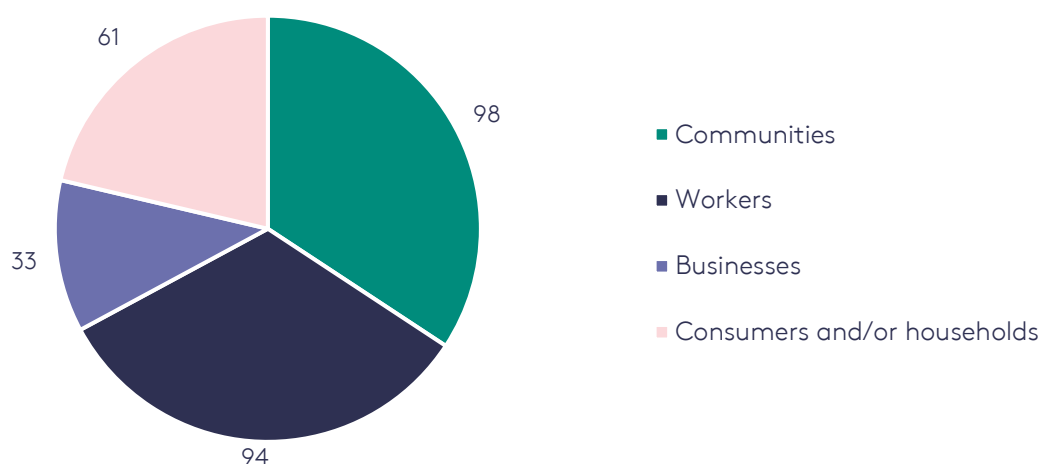
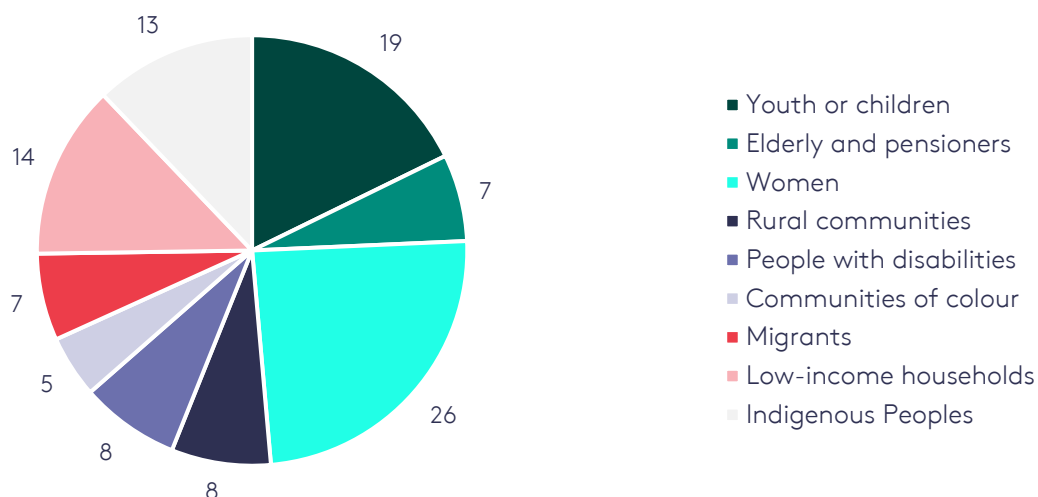


Figure 2.4. Snapshot of affected groups expressly mentioned in the 159 climate policies



The reviewed policies indicate growing recognition that the groups already affected disproportionately by climate change impacts are likely to also suffer disproportionately from policy interventions targeted at climate change. In Box 2.2, we highlight examples of policies that explicitly link these related priorities.

Box 2.2. Policies signposting the need for transitional assistance policies – examples

Zambia’s Climate Change Gender Action Plan sets out a case for a gender-responsive implementation of national climate change policy. It emphasises the role of women in the transition, noting that “disregarding women’s role as energy managers... particularly with renewable energies, including their participation in the production, development, marketing and servicing of new low-emission energy fuels and technologies, limits the uptake and success of implementing these mitigation strategies”. Under its energy and energy efficiency objectives, the Plan sets an action to “enable easier access to credit facilities to help... especially vulnerable groups such as female-headed households, buy solar home systems”.

Gambia’s 2050 Climate Vision pays close attention to the issue of intergenerational equity in creating political will for sustained climate action, introducing institutional arrangements to build future generations’ climate capabilities. This is echoed in one of the Vision’s guiding principles, namely the “use of inclusive processes based on informed participation, equity (including intergenerational equity and social inclusion)”. The Vision also seeks to account for future generations’ needs, with plans like transformation of the transport system to cater for a younger and more mobile population, and reorienting its educational system to contribute to a low-carbon and green economy.

Indigenous Peoples are mentioned in multiple distinct contexts. Most of those policies that mention Indigenous Peoples refer to consulting and engaging with Indigenous communities. In some cases, there are more substantive priorities such as ensuring Indigenous food sovereignty [the right to choose, cultivate and preserve food practices and biocultural values – IFAD, 2022] (e.g. Bolivia’s Economic and Social Development Plan), trying to improve access of Indigenous Peoples to funding mechanisms (e.g. U.S. Ocean Climate Action Plan), or establishing legal protections for the right of free, prior and informed consent, along with compensation, as in the case of Taiwan’s Just Transition Strategy under its Pathway to Net Zero Emissions 2050.

Turkey’s 2022 Roadmap appears to link climate migration with the just transition agenda, potentially acknowledging that migrants are likely to be further disadvantaged compared with citizens and less able to access transitional assistance policies. Within the just transition chapter, the Roadmap encourages support mechanisms to provide onsite employment opportunities to climate migrants, and to evaluate sector and skill profiles of such migrants.

Although using ‘communities’ broadly enables policymakers to catch a wide (and evolving) range of affected groups in policy design and implementation, we found that policies that name certain groups are more likely to include targeted policy instruments. Communities are not homogenous, and understanding of just transition and the policy instruments needed to address it will vary. For example, there are a number of policies that refer to farmers as vulnerable to both the transition and climate change, and specifically set out policy actions to assist them in implementing climate-smart agricultural practices (e.g. [South Africa National Climate Change Adaptation Strategy](#)), or provide farmers with economic incentives to reduce emissions, while also investing in research and development that “fosters high-quality employment creation” to ensure social and territorial cohesion (e.g. [Denmark’s Recovery and Resilience Plan](#)). This focus on farmers reemphasises the need for a place-based and country-specific approach to just transition. For some countries, employment and social cohesion in rural communities remains highly dependent on a sustained competitive agricultural sector. This is likely to require different policy levers to countries focused on phasing out other carbon-intensive sectors.

Workers, their families and communities are intrinsically linked. This may explain why a similar number of references to impacts on workers and impacts on communities were identified in the reviewed policies. As with communities, workers are not a homogenous group. Farmers, discussed above, are also workers. However, given the scope of our dataset, most reviewed policies focus on impacts on workers in the energy sector or in related carbon-intensive sectors. It is positive that policies are referencing both risks and opportunities to the workforce. For example, [Canada’s 2030 emissions reduction plan](#) refers to compensation to those directly employed (and therefore at risk of displacement). There are also policies that refer to preparing for future skills needs and investing in education and vocational training (e.g. [Portugal’s Long-Term Strategy for Carbon Neutrality in 2050](#)), or to preparing the youth labour force (e.g. [Uganda’s Third National Development Plan](#)). See Section 3C for further examples on ‘labour market policies and skills development’.

Consumers and households were addressed in 38% of the policies reviewed (61 of 159), which particularly represent policies from Europe (see Box 2.3). In many of these cases, the policy also mentions existing social protection and access to energy policies that address energy poverty in general, but can also be applied to just transition concerns related to energy transition policies.

Box 2.3. How the EU drives the just transition agenda across Member States

The just transition is expressly mentioned in policies produced under EU regulatory frameworks, specifically the National Energy and Climate Plans (NECPs), required under the [Governance Regulation](#), and [Recovery and Resilience Plans](#) as part of the [Recovery and Resilience Facility](#).² Although these policies are driven by templates and guidance from the EU, they illustrate how just transition has been adapted by individual countries in domestic climate and social policy.

The NECP template suggests identifying macroeconomic impacts, including “just transition aspects (in terms of costs and benefits as well as cost-effectiveness) of the planned policies”. Our review found that many NECPs focused on vulnerable households, with some plans going further to encourage energy communities (e.g. Lithuania). However, country- and region-specific priorities also emerged, such as workers in manufacturing and heavy industries (e.g. Romania); coal regions (e.g. Poland) and power generation and lignite regions (e.g. Greece); and electric vehicle initiatives (e.g. France).

We also observed that narratives using the term ‘just transition’ were stronger in the draft updates submitted in June 2023 than in the existing NECPs published in late 2019. This change in language is likely tied to the momentum for just transition at the supranational level and increased availability of EU just transition financing.

² The Territorial Just Transition Plans (TJTPs), required under the EU Just Transition Fund (part of the Cohesion Policy), fell outside the scope of our analysis. TJTPs describe the types of operations to be funded by the Just Transition Fund and identify eligible territories expected to be negatively impacted by the transition process towards the EU’s 2030 targets and 2050 climate-neutrality objective. For this report, we focused on domestic policies that illustrate the development of just transition as a nationally and locally owned agenda. We refer readers to the [European Climate Neutrality Observatory](#), which tracks the number of accepted TJTPs and implementation and published a [report](#) in June 2023 summarising progress. A [comparative analysis](#) of territorial just transition plans is also available from [Stapper](#) (2023).

Businesses are mentioned least out of the four main affected groups (in 33 policies). This low frequency was anticipated, as many would argue that apart from small and medium-sized enterprises (SMEs), groups affected by the need for a just transition would not extend to stakeholders already entrenched in positions of decision-making power. However, of the 33 policies, we observed only 13 that referred to SMEs specifically: they arose in the context of persisting higher barriers to the transition, such as a lack of financing and knowledge, as well as challenges in accessing resources to provide training for workers. In some policies, this was then tied to compensation towards SMEs (see Section 3A below on finance policy levers).

Policy insights and recommendations

- Recognising that climate change policies will affect different countries, regions and sectors in distinct ways, policymakers should undertake impact assessments for each policy to identify affected groups and communicate targeted interventions to address identified impacts. Acknowledging that climate change and climate policy will exacerbate existing socioeconomic inequalities on aggregate is important. However, evidence-based impact assessments using data on existing social determinants of health and wellbeing can guide more targeted policy interventions.
- Transparency on what data is collected and how the data is then integrated into policies is essential for accountability. Nationally determined contributions (NDCs), long-term low-emission development strategies (LT-LEDS) and biennial transparency reports (BTRs) are places where this information can be disclosed. Recognising that countries may face challenges in collecting such data (especially around intangible non-economic impacts associated with, for example, planned relocation), NDCs can also be a place to signpost what financial and other resources are required to enable such data collection. For example, [Vanuatu's NDC](#) states that US\$1.8 million is required to implement its commitment to expanding the use of culturally relevant and comprehensive indicators to track progress towards achieving sustainable development and climate action goals.
- While policy design and implementation of just transition interventions should be adapted to local contexts and cognisant of socioeconomic development contexts, knowledge-sharing and capacity-building between countries with similar industrial structures, emissions profiles and resilience risks can be helpful in identifying strategies and opportunities. The UNFCCC-led [Work Programme on Just Transition Pathways](#) could act as a platform to foster this discussion. As mentioned in Section 2B above, inclusive and meaningful participation of affected groups in these discussions is crucial. The Work Programme can also be a place to collate and present practical resources that help countries plan their just transition pathways; for example, the [Gender and Environment Data Alliance \(GEDA\)](#) is a platform to find data related to the environment that is disaggregated by gender.

C. Concepts of change

Different interpretations of a just transition, as explored above, also manifest in the types of change that policies can induce. This can range from entity-level retraining programmes for affected workers that focus on changes in the status quo, to a more transformative approach of redressing historical, systemic forces of oppression, including racism, patriarchy or (neo-)colonialism that are linked to the deepening social inequities amid climate change. Table 2.2 presents a typology of the spectrum of change, with discursive examples.

Table 2.2. Concepts of change in reviewed policies

Concept of change	Example policy	Extracts from the policy
<p>Status quo: seeks a just transition through voluntary, bottom-up, corporate and market-driven changes, including retraining programmes, pension schemes and other forms of compensation for affected workers. Does not address root causes.</p>	<p>North Sea Transition Deal (2021) – UK</p>	<p><i>“The People & Skills commitment contains actions that will both facilitate reskilling of existing parts of the oil and gas workforce and ensure that everyone employed in the sector, whatever their background, can fulfil their potential.”</i></p> <p><i>“Many of the skills present in the sector are also transferrable across the wider energy sector. Offshore renewables, as well as the future CCUS [carbon capture, utilisation and storage] and hydrogen industries, will rely heavily on many of the current skillsets in the oil and gas industry.”</i></p>
<p>Managerial reform: facilitates change within the existing economic system without challenging systemic forces, with particular emphasis placed on social dialogue and tripartite negotiations between governments, unions and employers to secure rights and benefits for workers and communities.</p>	<p>Integrated National Energy and Climate Plan (2019)– Italy</p>	<p><i>“Considering the importance, including from a territorial and social perspective, of this change, the Italian government and the Ministry of Economic Development in particular intend to engage in a dialogue with the relevant operators and with the workers’ associations and representatives of regional and local bodies, also evaluating possible site developments, again for energy purposes and related supporting activities.”</i></p>
<p>Structural reform: secures both distributive and procedural justice, implying institutional change with solutions not solely produced via market forces, but also from modified and new forms of governance structures, democratic participation and public/social ownership that challenges the current power relations.</p>	<p>National Renewable Energy Policy (2021) – Zimbabwe</p>	<p><i>“Benefits to local communities: the policy makes provisions for minimum contribution of at least 1% of total revenue for community development, and that appropriate local ownership of each project with capacity less than two mega watts as per the indigenization laws. For larger projects, the developers need to contribute a certain percentage of their returns in developmental activities of nearby communities.”</i></p> <p><i>“In order to achieve the [policy’s] objectives, the key action points that are suggested [for Ministry responsible for energy] include: conduct consultation workshops for children and youth to understand their issues and design specific provisions to address them.”</i></p>
<p>Transformative: implies an overhaul of the existing economic and political systems, including seeking an alternative development pathway that does not fixate on continuous growth while dismantling the interlinked systems of oppression. Such a just transition entails grassroots empowerment and the elevation of culture, tradition and ancestral wisdom as essential elements of a just transition.</p>	<p>Economic and Social Development Plan (2021–2025) – Bolivia</p>	<p><i>“Promote mitigation, adaptation and monitoring actions for climate change, with effective response measures to its impacts in harmony and balance with Mother Earth: establish positions as a country aimed at defending the rights of Mother Earth at the international level, in sub-regional, regional and/or multilateral organisations.”</i></p> <p><i>“...it is a decolonising and depatriarchalising revolution based on the visions and knowledge of the Indigenous native peasant nations and peoples, which is enriched by a process of intercultural, intracultural and plurilingual dialogue of knowledge and wisdom, strengthening a revolutionary process with the participation of all nations, all peoples, communities, and neighbourhoods of the country.”</i></p>

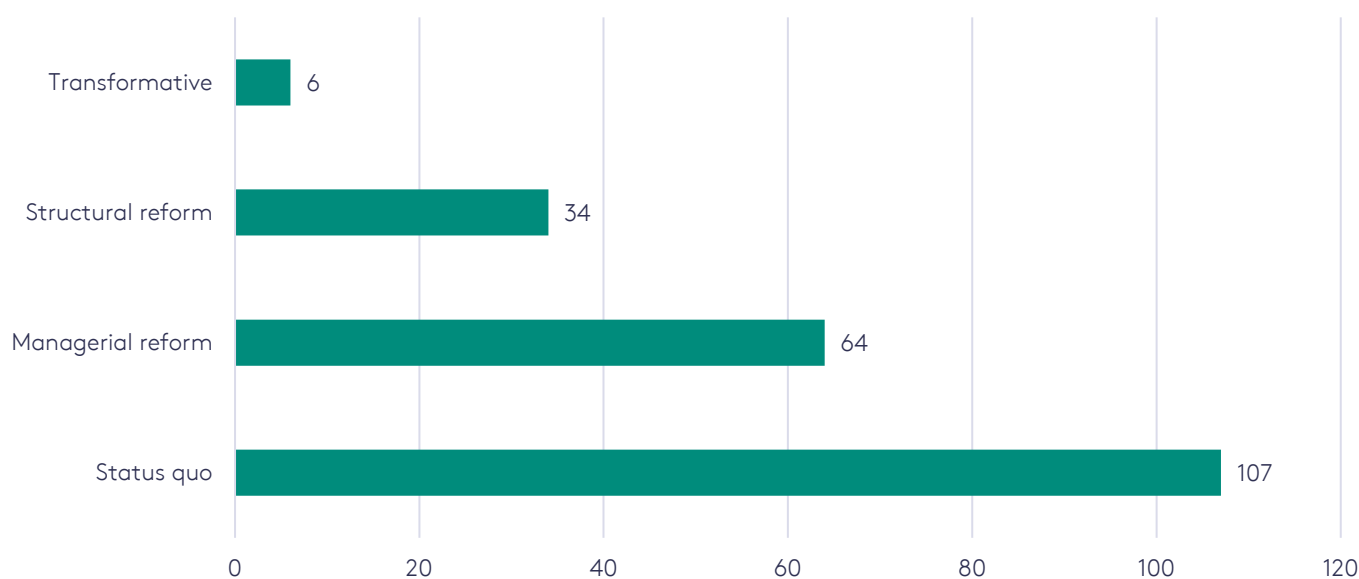
Source: Adapted from Morena et al., 2018

Note: For non-English documents, the extracts were translated using machine translation services.

Importantly, while many policies may touch upon narratives associated with a type of concept of change, this does not guarantee that the policy delivers or includes policy instruments implementing such change. Furthermore, the concepts of change outlined below exist within a spectrum, and the reviewed documents can contain more than one type of change depending on the policy lever discussed: our analysis found that of the 159 policies reviewed, 107 contained status quo approaches, 64 touched on managerial reform, 34 included policies that addressed just transition from a structural reform perspective, and six demonstrated transformative thinking – see Figure 2.5.

There also appears to be a broader trend whereby countries with comparatively less economic, political and diplomatic power to implement changes are putting forth comparatively more transformative proposals. This could be explained by the historical contexts and intersectional forces of oppression many of these countries have experienced in the global political and economic architecture, and the transformational changes that would need to take place at a systemic level to unroot these forces of oppression.

Figure 2.5. Frequency of reference to concepts of change across the 159 policies reviewed



Our analysis suggests that current government approaches towards a just transition remain focused on designing interventions that maintain or marginally adapt existing structures of power and political economy to the impacts of the transition. Such an approach relies on the existing social and political system to provide solutions, and those taking this approach are not yet comprehensively considering the systemic forces that underpin the intersecting crises of social inequality, global injustice and environmental breakdown. Within the current architecture and system of operations for policymaking, the predominance of status quo and managerial approaches is to be expected. There are significant challenges to altering existing economic and political systems, as competing and vested interests may influence perspectives on what changes are needed. For governments, pursuing managerial approaches can be more convenient and efficient, both in terms of time, cost and delegation of responsibilities. The policy levers (such as stakeholder engagement and retraining programmes) are more easily identifiable, costed, and their intended outcomes quantifiable in the policy cycle. In terms of financing such policies, status quo and managerial approaches focus on mobilising, redirecting or maximising public and private finance within the existing economic system through incentives-based mechanisms.

A transformative approach is more concerned with questioning and dismantling existing systems of production, consumption and resource distribution, and subverting power relations. It is undoubtedly more difficult to implement, not least because of the short electoral, policy and budgeting cycles in most countries, but also because it requires policy interventions to account for non-economically quantifiable elements of the transition, including considering cultural and knowledge systems, or redressing historical harm perpetuated by colonialism, imperialism and extractivism.³ As such, in the pursuit of transformative change, visions of policy pathways can be less coherent and the stakeholder buy-in process more complex (especially considering transformative change for intergenerational equity, where future beneficiaries are not yet born). Transformative approaches also necessitate a fundamental redefining of concepts such as growth and development, value and risk, and assets and profit, which are not yet reflected in and may be in conflict with the existing fiduciary duties of financial institutions and political contexts.

Ultimately, implementing a just transition may require a mix of policies that span the spectrum of concepts of change, from status quo to transformative. A more transformative vision requires global policy coordination and cooperation, including understanding the knock-on effects and up- and downstream implications of one country's policy implementation on other locations.

Policy insight and recommendation

There is a diverse nature of approaches towards a just transition, and varied benefits, costs and challenges associated with each. As a result, more research, as well as testing grounds for alternative models of social organisation at national or subnational level, may be required to better understand the benefits, drawbacks and mechanisms of implementing a more transformative approach in relation to its feasibility in terms of time and cost. While engaging with such approaches may arguably be warranted in the long run, the recommendations provided throughout this report are geared more specifically towards short-term immediate action, considering the need to 'think and act' given the magnitude of the current crisis.

³ Extractivism refers to activities that remove large quantities of natural resources for export (Acosta, 2013). It is a modality of capital accumulation and premised on the centralisation of power and relational power imbalances, and can create uneven benefits and costs favouring developed countries over developing countries (Chagnon et al., 2022).

3. Types of policies and policy levers

A range of policy levers can be applied to manage the risks and impacts of the net zero transition, and to create opportunities and maximise positive social benefits. Policy and academic literature have identified numerous typologies or frameworks to analyse development and implementation of the just transition (e.g. Macquarie et al., 2023; Krawchenko and Gordon, 2021; Cha et al., 2020; ILO, 2016).

In this section, we provide the results of a bottom-up analysis of the key policy levers and instruments appearing in our dataset. Our objective is to highlight what has been done so far and where there might be room for increased policy focus. Figure 3.1 shows the frequency with which different policy levers were identified in our review, highlighting that the most prominent were finance (public, then private); institutions and strategy articulation; labour market policies and skills development; and public participation, stakeholder engagement and social dialogue. These are discussed in turn below.

Figure 3.1. Policy levers and frequency of identification across the 159 policies reviewed



It is important to note that not every document contains clear policy levers, whereas some documents may refer to an extensive range of instruments. This reflects the diverse nature of the documents reviewed (see Figure 1.1 for the types of documents assessed).

Policy insights and recommendation

To address concerns and secure buy-in from affected stakeholders, policymakers should clearly communicate which policy levers are being applied to address impacts of the transition, and how the design of these policy interventions has taken into account impact assessments and data on existing socioeconomic inequalities. Our review shows that the economy-wide nature of delivering a just transition means that these tools are often spread across multiple policy documents. This complexity reinforces the value of using the submission of NDCs, co-created with affected stakeholders, as a way to synthesise the actions that countries are planning and implementing. This transparency can also help finance providers to direct their resources accordingly, and for civil society groups to hold public actors to account.

A. Public and private finance

While governments indicate in the reviewed policies a predominant reliance on public finance to enact a just transition, a wider range of finance policy levers is being used to channel and redirect both public and private finance. Table 3.1 provides illustrative examples of those levers most frequently identified across the assessed documents; note that the list is non-exhaustive.

Table 3.1. Examples of public finance policy levers identified in the 159 policies

Policy lever	Example policy	Extracts from the policy
Consumer tax rebate and targeted social protection interventions	Budget 2022: The Use of Carbon Tax Funds (2022) – Ireland	<p>“In light of the [Economic and Social Research Institute] research and the commitment to ensure that the carbon tax is progressive, the Government has committed to very significant increases in a targeted package of social protection supports [including]:</p> <p>“An increase to the fuel allowance of €5 per week – this will compensate a broad range of lower income households... for the additional energy costs they are likely to incur due to an increase in the carbon tax.</p> <p>“An increase in the income threshold for the Working Family Payment of €10 per week – research has found that children in energy poverty have a greater likelihood of respiratory illness.”</p>
Tax reform	Integrated National Energy and Climate Plan (2019) – Cyprus	<p>“Induce energy conservation measures through the adoption of a fiscally neutral green tax reform, by imposing a gradually increasing carbon tax on all non-ETS [emissions trading system] sectors. The revenues of such a tax can be recycled in the economy by reducing labour taxes and providing financial support to energy conservation and green transport policies. Such a reform can have substantial economic benefits without harming low-income households or the competitiveness of firms.”</p>
Procurement	Federal Sustainability Plan: Catalyzing America’s Clean Energy Industries and Jobs (2021) – USA	<p>“The Federal Government will advance the goals of the Administration’s Justice40 Initiative by ensuring that economic equity and environmental justice are key considerations in operations planning and decision making... To incorporate equity, agencies will support the President’s Executive Order on <i>Advancing Racial Equity and Support for Underserved Communities Through the Federal Government</i>, which helps ensure that government contracting and procurement opportunities are available on an equal basis.”</p>
Employment insurance system	Korean New Deal (2020) – South Korea	<p>“Employment and Social Safety Net – protecting those who are particularly vulnerable in times of crisis, and building a stronger and tighter employment and social safety net (24 trillion won including 22.6 trillion won from the Treasury will be invested by 2025 to create 159,000 jobs)... The employment insurance will be expanded in phases to cover workers in non-standard forms of employment.”</p>
Green taxonomy	Just Energy Transition Partnership Indonesia Comprehensive Investment and Policy Plan (2023) – Indonesia	<p>“...recommended for further improvement of Indonesia Green Taxonomy ... 5. Mitigation of socioeconomic impacts... Indonesia needs to expand its existing green and sustainable finance framework, to widen its investment coverage in decarbonization activities... The next iteration of Indonesia’s taxonomy is meant to streamline guidance on which activities are aligned with decarbonization goals, and therefore increases investors’ confidence, including in investing for transition projects such as early retirement of coal plants.”</p>

Note: As the example texts are extrapolated from the broader policy document, they reflect the broader document content that has a focus on the just transition, even if the policy instruments mentioned in the extracts do not themselves expressly mention the just transition.

These levers can be broadly categorised into direct provision of public finance, fiscal policies and financial regulation. Notably, our analysis is limited to identifying tools detailed in the policies and does not extend to examining whether the stated policies have been implemented in practice. Countries exercising these finance levers often use several in complementarity rather than individual levers separately.

Several of the reviewed policies create an integrated investment plan for financing a just transition. The [Austrian Green Finance Agenda](#) presents a comprehensive suite of finance levers aimed at mobilising capital, managing risks, promoting transparency, elevating sustainability and its impacts while strengthening cost-effectiveness. Approaches like this offer a coherence to creating a policy framework for an array of financial actors, while clarifying what constitutes environmentally sustainable and socially just economic activities. As the Green Finance Agenda describes, doing so is intended to avoid “lock-in effects and prevent greenwashing”.

A few of the policies refer to support and potential compensation for businesses. One example is set out in Articles 49 and 50 of [South Korea’s Carbon Neutral and Green Growth Framework Act](#). Under this Act, the Government may provide support to SMEs that are “likely to be affected in the course of coping with the climate crisis and the transition to a carbon neutral society” if they convert to green business models. The Government will also evaluate the impacts of the transition on the operation of enterprises, like the decline in value of existing assets, and “formulate policy measures for support to minimise property loss”.

Our policy dataset does not contain many policies that allocate public finance to social protection supports, although this finding should not be interpreted as a complete absence of social safety nets. Policies that do expressly mention social protection mechanisms can be seen as good practice (e.g. South Korea’s employment insurance system mentioned in Table 3.1), demonstrating to stakeholders a deliberate attempt to marry existing social protection measures with climate policies in the implementation of a just transition.

Nor did we find significant evidence of policy levers creating mandatory just transition-related disclosure obligations for non-state actors in line with broader developments in sustainable finance policy. This is despite the existence of a number of policies that refer to the need for private actors to assess climate risks and opportunities, and make climate-related financial disclosures (e.g. [New Zealand’s Emissions Reduction Plan](#)). This may be indicative that more policy action is required in this area. The [Just Transition Finance Lab](#) and others have identified emerging frameworks that encourage voluntary disclosures on just transition in financial disclosures ([Transition Plan Taskforce Just Transition Working Group, 2024](#)). This reflects a proliferation of just transition-relevant guidance targeting non-state actors that seeks to provide clarity for investment decision-making.⁴ Real economy policy on the just transition should be better integrated with rapid developments in voluntary non-state action.

Despite the lack of integration in disclosure regimes, we did identify some policies encouraging or enabling mobilisation of private finance towards the energy transition, and more specifically providing finance and resources towards (re)training and skills development. For example, [Romania’s National Energy and Climate Plan](#) calls on the private sector to participate in retraining opportunities in the Jiu Valley coal region: “*on the initiative of the private sector, the Ministry of the Economy, Energy and the Business Environment will support the project for the retraining/training centre. Its objective involves reallocation, reskilling and improvement in the workers’ competences, education, initiatives related to job searching...*” (emphasis added). However, it is important to acknowledge the contestation over the justice implications of blended finance, particularly when private finance is provided at market rate of return ([Kenny, 2024](#)).

Hydrogen and low-carbon technologies are an area in which several policies emphasise governments’ role in de-risking investments to encourage industry to invest in these growing industries and thus encourage increases and shifts towards green jobs (e.g. [Canada’s Hydrogen Strategy](#)). Two US energy policies – the [U.S. National Clean Hydrogen Strategy and Roadmap](#) and the [Federal Sustainability Plan: Catalyzing America’s Clean Energy Industries and Jobs](#) – refer to “stimulating” and “jumpstarting” private sector investment as a priority, and also to acting “as a model for the private sector” by supporting high-quality employment strategies, guiding the incorporation of community conditions into operations planning, and creating opportunities for innovative actions that support environmental justice.

⁴ Much of the existing guidance is non-binding voluntary guidance, which is not captured by the database.

Policy insight and recommendation

To ensure that finance is a service function to the just transition, policymakers should look at implementing financial levers that serve public interests without further entrenching existing social inequity. Arguably, public financial institutions need to do more, and the policy environment to transform finance needs to first correct existing (dis)incentives in the financial system, such as through tax reforms and direct interventions over finance towards harmful activities.

Ensuring finance and the just transition are compatible also requires a coherent understanding around environmentally sustainable and socially just financing activities, and enhancing the resilience of the financial market for private and public financial actors alike.

B. Institutions and strategy articulation

The high number of institution-related policy levers suggests that countries are still at an early stage of the just transition policy cycle (Macquarie et al., 2023) and are focused on laying the groundwork to deliver on implementation.

A common theme that emerges from several countries is the creation of cross-departmental taskforces focused on justice issues and improving the coordination of climate policy. For example, several US policies refer to the Interagency Working Group on Coal and Power Plant Communities and Economic Revitalization and the White House Environmental Justice Interagency Council. We also found examples of narrower mandates, such as that of the UK Green Jobs Taskforce. This type of institutional arrangement resembles what others like ASCOR have tracked as an increasing trend of establishing 'Just Transition Commissions' (Scheer et al., 2023). However, these 'Commissions' or new institutions have diverse mandates: some may be independent bodies that provide expert advice to government on the ways to achieve a just transition (Heffron, 2022) and may be charged with public consultation responsibilities, while others only coordinate actions across government departments.

Many of the reviewed policies focus on strategy articulation, but with varying approaches. For example, there are principle-setting initiatives like South Africa's Just Transition Framework, or national mitigation or energy transition plans, that may also signpost other sectoral strategies (e.g. Ireland's Climate Action Plan refers to a report by the National Economic and Social Council report on Just Transition in Agriculture and Land Use). Although we focused on national-level policies, some of these also involved subnational authorities: for example, Spain's Law 7/2021 on climate change and energy transition refers to the participation of Autonomous Communities in Spain in just transition agreements. Box 3.1 provides further examples of climate framework laws that strengthen accountability for just transition across public authorities. These processes increase transparency to the public and can provide policy certainty for finance providers.

There are also policy proposals to reform existing laws. For example, Bulgaria's Recovery and Resilience Plan refers to updating the Climate Change Limitation Act, to establish a "clear plan for the phasing out of coal-fired power plants by 2038" and "provide... measures related to the socioeconomic consequences", which will be financed through the Just Transition Fund. There are also nascent signs of potential reform of laws regarding the electricity market, to encourage collective projects. For example, Belgium's National Energy and Climate Plan refers to "studying the possible amendment of regional rules on the operation of the electricity market to encourage the emergence of collective projects and better use of renewable electricity generated locally within districts... based on the lessons learnt from pilot projects, the government will support energy community development projects".

Box 3.1. Using climate framework laws to mainstream just transition across government and strengthen accountability

Climate change framework laws establish the strategic direction for national climate change policy, and often contain medium- and long-term objectives or targets, institutional arrangements and accountability mechanisms (Averchenkova et al., 2017). Incorporating the principles of just transition in a law designed for high-level narrative- and direction-setting can facilitate desirable social outcomes and prevent silos from forming between the ministries and subnational authorities involved (Averchenkova et al., 2024).

Our dataset included climate change framework laws from Chile, the EU, Portugal, South Korea, Spain, Nigeria and Uganda. Across this small sample, there are examples of different ways to approach mainstreaming just transition across government decision-making. For example, [Chile's Framework Law on Climate Change](#) establishes a responsibility for different governmental entities (e.g. municipalities) to participate in the creation of programmes that ensure a just transition. The Ministry of Education and Culture may establish programmes to educate individuals on climate change mitigation and adaptation, and on justice.

[Uganda's Climate Change Act](#) contains an innovative provision to advance restorative justice and ensure that government is accountable for its actions on climate change. Section 26 of the Act gives standing for any person to bring a case before the High Court of Uganda against any individual or entity that, by act or omission, threatens efforts towards climate change adaptation or mitigation. In cases where the act or omission has caused 'loss and damage' to the person, damages may be awarded, in line with the [polluter pays principle](#) (Higham et al., 2023). This provision can be interpreted to include situations where those efforts to tackle climate change are implemented unjustly.

Political accountability can also be strengthened through public participation. For example, [Portugal's Framework Climate Law No. 98/2021](#) affirms that citizens have a right to participate in the processes of drafting and reviewing climate policy instruments, and that on the request of at least 30 citizens, debate sessions have to be organised between citizens and those responsible for decision-making (see Article 9). See Section 3D below for other examples of stakeholder engagement.

Implementation of the just transition in energy transition plans

We anticipated that our search would capture a significant number of policies regarding energy system transitions and the phasing out of existing fossil energy, particularly coal, given the significance of the sector to decarbonising economies. While some notable examples were captured, including the Just Energy Transition Partnerships (JETPs) investment plans discussed in Box 3.2 below, these were comparatively scarce.

Among the policies captured, the [Netherlands' National Climate Agreement \(Klimaatakkoord\)](#) stands out as a policy document in which detailed provision is made for the creation of a coal fund to provide direct support to workers in the coal sector. Interestingly, other research has suggested that this is only one of a small number of similar policies that relies primarily on domestic, rather than EU, financing (in the case of EU Member States) or on funding through multilateral agreements such as the JETPs (see [Nacke et al., 2024](#)).

Another policy worth noting is [Chile's Just Transition in the Energy Sector Strategy](#), which was developed following a lengthy consultative process. This strategy, published in December 2021, followed earlier litigation brought by labour unions over the involvement of and support for workers in Chile's energy sector decarbonisation. In the court case, the Supreme Court confirmed that the coal phase-out must guarantee respect for the workers' rights (see [Company Workers Union of Maritima & Commercial Somarco Limited and Others v. Ministry of Energy](#)). Research into this type of litigation, which raises questions over the justice and fairness of policies that respond to climate change, is developing (first identified by [Savaresi and Setzer](#) in 2022 and elaborated in a working paper by [Savaresi et al., 2024](#)).

Germany's 'coal exit' law does not explicitly mention any of the terms we searched and thus was not included in our search (but is included in the [Climate Change Laws of the World](#) database).⁵ However, it can be understood as intended to address the question of a just transition by providing compensation to regions, companies and employees affected by the coal phase-out. To understand how often fossil fuel phase-out policies that do not contain references to justice concepts were appearing in the database, we conducted a separate search for policies using terms associated with fossil energy phase-out. The results included 88 energy and economy-wide laws and policies from 2018 onwards, only 23 of which were also included in the primary dataset reviewed for this insight.⁶

Further analysis is required to understand the degree to which the limited overlap between the two search results is a result of the wording of policies, the design of the search function, or the comprehensiveness of the dataset. However, at first glance, this limited overlap suggests that either there is a gap in the way that policymakers are communicating the work being done to ensure a just transition, or there is a significant number of fossil fuel phase-out-related policies in which justice considerations have not been adequately integrated. The latter may be more likely. Other recent analysis of coal phase-out policies has identified that although at least 24 countries have adopted compensation measures as part of a phase-out package, only four of these involve the direct provision of finance to workers and affected communities (Nacke et al., 2024). As the authors note, "the existence of compensation policies by no means ensures a just coal phase-out" (ibid.).

Box 3.2. Investment plans to implement Just Energy Transition Partnerships

One of the major developments in just transition policy of recent years at the international level has been the announcement of a series of Just Energy Transition Partnerships (JETPs) – multilateral political declarations that involve the commitment of funds from donor governments (known as the International Partners Group) and from financial institutions participating in global coalitions such as the Glasgow Financial Alliance for Net Zero (GFANZ). Since the announcement of these partnerships, first with South Africa at COP26 in Glasgow, and subsequently with Indonesia and Vietnam, all three of these countries have published plans or roadmaps on their implementation at the national level. (A fourth partnership has recently been announced with Senegal but is in its very early stages.)

All three of the investment plans consist of a set of key recommendations to facilitate the allocation of resources to projects and programmes within the country to support the goals of the just energy transition. Notably, all three involve proposals for significant regulatory reforms to underpin the implementation of the transition. These range from reforms in Vietnam's plan to regulation on environmental impact assessments to ensure that relevant projects are assessed against "just criteria", to the introduction in Indonesia of local content requirements⁷ and a roadmap for reform of the power purchase agreement regime for renewables.

While the countries are not legally bound by the policies – a point explicitly made in Indonesia's plan – they nonetheless provide significant granular detail and analysis on priorities and needs for financing each country's transition, along with proposals for how the development finance committed by the International Partners Group will be used and where private capital will be needed. South Africa's plan, for example, provides a detailed analysis of financing priorities, with a breakdown of the types of instruments that could support each one, to provide an overview of "entry points for investors".

⁵ However, the coal exit law refers to "socially responsible" decommissioning.

⁶ The terms searched included: fossil fuels phase-out; fossil fuels ban; fossil fuels subsidy reform; fossil fuels moratorium; coal phase-out; coal ban; oil phase-out; oil ban; fracking ban; gas phase-out; and gas ban.

⁷ Local content requirements give preferential treatment to projects with in-country supply chains. These are often intended to ensure that the economic benefit of projects is felt by the countries and communities in which they are situated.

Policy insights and recommendations

Policymakers should take steps to integrate just transition principles into energy sector transition strategies, which must be co-developed with relevant stakeholders, including energy sector workers. Policymakers should also review the approach to compensation adopted in fossil fuel phase-out policies, considering how to ensure a more direct flow of compensation to workers and communities. However, compensation is only one tool to address the social challenges created by such phase-outs, and policymakers should also consider complementary measures related to reskilling and retraining, and how siting of new industries can be made for optimal social gain.

C. Labour market policies and skills development

Although policies are increasingly recognising impacts beyond the workforce (see discussion on ‘affected groups’ in Section 2B), many of the specific policy levers remain focused on coordinating skills development policies and retraining fossil fuel workers. However, as this impact on workers is intrinsically linked to socioeconomic effects on the workers’ spatially defined communities, policymakers have made links to other public finance levers designed to revitalise regions concentrated in these industries (e.g. [Slovenia’s National strategy for coal mining and restructuring in accordance with the principles of a fair transition](#)).

An area where there is proactive policy planning is in reforms to education to anticipate evolving skills needs in the low-carbon transition, particularly in terms of upscaling renewable energy (e.g. [Vietnam’s Decision No. 500/QĐ-TTg on approving the National Electricity Development Plan for 2021–2030, vision to 2050](#)) and the hydrogen industry (e.g. [Portugal National Hydrogen Strategy](#)). This is a crucial policy lever not only for delivering just outcomes but also for delivering a transition in the first place, as researchers predict that multiple G20 countries will experience “severe shortages of labour until 2030” and nearly 13 million additional workers are necessary across the G20 to meet the demand in green growth industries ([Feyertag, 2024](#)).

Policy insights and recommendations

Policymakers should mitigate unjust labour market effects by employing active labour market policies such as reskilling and place-based training, social protection and cash transfers, and should address the issue of workers that are out of work as a result of environmental degradation or nature loss ([Feyertag, forthcoming](#)). Policies to address impacts on workers and their communities will touch upon the mandate of several government departments and agencies. The increased role that Ministries of Finance are playing in climate action (e.g. see [Coalition of Finance Ministers for Climate Action](#)) should be leveraged by encouraging ongoing dialogue between these ministries and ministries in charge of employment and education, as well as ministries in charge of business/industry and innovation. Proactive planning to align short-, medium- and long-term priorities across ministries may facilitate a more comprehensive just transition approach.

D. Participation, engagement and social dialogue

Participatory and deliberative processes are key to addressing the potential exclusionary effects of climate change policies and creating opportunities for collaborative knowledge production ([Abram et al., 2022](#)). In line with our findings on procedural justice, we find a spread of mechanisms for participation, engagement and social dialogue⁸ across 66 of the 159 reviewed policies.

In some cases, the policy sets out how these participatory processes are then integrated into the broader policymaking process within ministries. For example, [Taiwan’s Pathway to Net Zero Emissions 2050](#) establishes a ‘Just Transition Commission’ convened by the Minister of the National Development Council and made up of representatives from each government agency responsible for the 12 strategies that form the pathway to net zero, plus representatives of industries, academia, NGOs and citizen groups. This feeds into a ‘Cross-ministry implementation task force’.

⁸ Social dialogue is one form of worker-focused participation and engagement. It is defined by the International Labour Organization as including “all types of negotiation, consultation or exchange of information between, or among, representatives of governments, employers and workers, on issues of common interest relating to economic and social policy”.

However, more frequently, policies refer to one-off participatory processes (e.g. public consultation) that take place in the lead-up to the development of the policy, and provide little clarity on whether participation is iterative and ongoing or who is allowed to participate in decision-making. For example, while the [UK North Sea Transition Deal](#) references “engaging with key stakeholders to develop a People and Skills Plan, which will be an integrated workforce plan” for the oil and gas workforce, the Deal has faced criticism for its failure to include trade unions, worker representatives or the wider public in the governance process ([Dambacher et al., 2024](#)). Provisions defining entities responsible for convening the participatory process and how follow-up of outcomes will happen are also lacking across the policies reviewed. This is in line with findings from previous research looking at governance pathways to implementing net zero targets ([Averchenkova and Chan, 2023](#)).

Importantly, our review has largely covered liberal democracies and more research is required on whether and how affected groups in authoritarian regimes can have a role in decision-making processes ([Wang and Lo, 2021](#)). There are also limitations to our analysis as it is restricted to participatory mechanisms referred to in climate change, and specifically just transition policies. There may be existing public consultation or other policy or investment processes that are not specifically designed for climate change or environmental issues, which dictate engagement with stakeholders. For example, the requirement for local authorities in the UK to consult residents is under the Town and Country Planning Act, which, by itself, is not a climate change law or policy. More work is required overall to assess whether and how participatory mechanisms in transition policies are implemented in practice, as well as the potential challenges and benefits of doing so.

Policy insights and recommendations

To avoid the perception of a trade-off between the speed of the transition and procedural safeguards, policymakers should consider improving existing, or creating new, institutionalised and permanent platforms for participatory processes. The intended outcomes of these processes must be articulated at the outset, with appropriate follow-up steps. Frameworks establishing these processes must also make clear who is responsible for convening the process, which groups are allowed to participate, and how their views are ultimately integrated. The experience of academia, civil society organisations and, depending on country context, subnational authorities should also be leveraged. To be effective, these authorities need to be adequately resourced to engage in design and implementation.⁹

⁹ For example, the Estonian Fund for Nature and NGO Rohetiiger, with the support of the regional authority, organised a youth climate assembly in 2021, which resulted in 26 proposals for the territorial just transition plan ([Jõgeva, 2022](#)). A youth NGO was later founded and included in the state-led just transition fund steering committee ([Schmitz, 2022](#)).

4. Implementing and communicating just transition policies: what role for finance?

Among the interdependent mix of *means of implementation*, finance plays a core role as an enabler of action for the just transition. As a service function for society, finance is needed for governments to implement climate policies, but also for private sector entities to align with ambitious and inclusive development pathways. To have justice at all, there first needs to be a commitment from public and private actors to transition to a low greenhouse gas emissions economy and climate-resilient society.

Perception that the transition is being carried out in an unjust way – or this happening in reality – can heighten the risk of social unrest and transition delay occurring, which in turn can translate into financial risk with implications for both corporate investors and sovereign bondholders. Tools and guidance are emerging to inform financial institutions on how countries are managing climate-related risks through dedicated policies, which includes those to bring about a just transition (e.g. the [ASCOR](#) tool). Countries that consider and implement climate policies with adequate social dimensions to address the just transition will likely create more stable environments for corporate operations – and vice versa.

Our findings reveal that justice – in its various forms of interpretation and different concepts of change – is increasingly being mainstreamed into finance policy design in the transition to net zero.

This might take the form of just transition-specific policies that make explicit mention of the relevant terms (such as ‘just transition’, ‘fair transition’ or ‘equitable transition’), or more general climate policy or development plans with embedded social and justice dimensions. In understanding the evolving policy environment, finance stakeholders should be aware of this consolidated and integrated approach to policy design.

Nonetheless, financial institutions need clear communication from governments on policy and legal frameworks to support them to redirect existing financial flows and generate new financing towards green technologies and innovations, climate change adaptation solutions, social protection mechanisms and community benefit schemes, as appropriate.

The policy options to facilitate this process exist on a spectrum, from status quo and managerial reform to structural reform and transformative approaches, to rethinking how to finance the just transition. Ultimately, no single policy solution will transform finance. A combination of interventions and incentives is needed. These interventions should align with one another in a way that avoids duplication or contradiction, crowds-in existing resources, and remains attuned to their global equity implications (e.g. the upstream impacts of green procurement plans of a developed, consuming market on a developing, producing country). While our findings have identified some instances of this coordination occurring (e.g. integrated investment plans that, for example, clarify elements such as investment needs, priorities, mobilisation), this does not yet appear to be a widespread practice.

Investment planning should be connected to countries’ nationally determined contributions (NDCs), national adaptation plans (NAPs), and long-term climate strategies (LT-LEDS), where different elements of climate policy involving justice can come together.

The next round of NDCs must be submitted by February 2025. With this deadline rapidly approaching, countries have an opportunity to signpost and provide detail in these updated NDCs on existing and planned strategies and measures to implement a just transition. This level of detail has been identified by the UNFCCC as a gap in current NDCs and LT-LEDS (see Box 4.1 below for further details). There is clearly scope for this policy agenda to be more fully integrated into these documents. Such documents must also be credibly backed up by enacting comprehensive domestic policies and laws that unify many of the policy levers and interventions discussed in this report. The process of revising and updating these documents, which is built into the UNFCCC framework, is an opportunity for countries to identify existing gaps in their domestic policy frameworks and clearly communicate how they intend to address these. [NDC 3.0 Navigator](#), a new tool provided by the UNFCCC Secretariat and NDC Partnership, can support countries in this process.

Importantly, investment planning processes need to be adapted to countries' distinctive realities in terms of their fiscal circumstances, access to resources and capabilities, and climate ambitions. Identifying the unique contexts and needs within holistic investment plans and signposting these in countries' NDCs, NAPs and LT-LEDS will also provide clarity and confidence for financial institutions in structuring financial solutions. Signposting relevant frameworks clearly can facilitate finance actors to translate them into a pipeline of investable or investment-ready projects, while also addressing existing investment bottlenecks for many financial institutions.

Box 4.1. Just transition in NDCs and long-term climate strategies

In November 2023, the UNFCCC published reports that synthesised information on the just transition from LT-LEDS and NDCs. It found that 57% of LT-LEDS describe commitments to just transition. Of those, 26% included a dedicated chapter with further details (UNFCCC, 2023a). Of the 43% of LT-LEDS that did not expressly mention 'just transition', 24% "illustrated elements that are linked to just transition, such as fairness, equity and inclusiveness" (ibid.). Forty-five per cent of NDCs considered "mitigation co-benefits resulting from their adaptation action and/or economic diversification plans" (UNFCCC, 2023b). Of those, 58% considered "social and economic consequences of response measures and included an economic diversification plan and/or a just transition or social pillar for designing climate policies" (ibid.).

The UNFCCC's syntheses and our own analysis align on two key aspects. First, both analyses find an increasing number of countries stating their commitment to ensuring justice in the transition. However, both analyses suggest that the level of detail provided by governments on how they intend to achieve this pathway varies significantly. Only 9% of LT-LEDS provided "comprehensive details" on strategies for achieving elements of just transition – for example, by highlighting a national climate action plan, a strategy for phasing out coal, a just transition mechanism or a workforce transition (UNFCCC, 2023a).

Second, impacts on workers have received the most policy attention thus far, with job creation, education and training being the most frequently mentioned measures. In the UNFCCC's analysis, 68% of LT-LEDS referred to job creation measures, 62% to investment for economic transformation, 60% to training and education, and 44% to stakeholder engagement (ibid.). However, as also found by our analysis, the UNFCCC found weak interaction between fossil fuel phase-out policies and just transition measures. Only 4% of NDCs "mentioned the need and/or measures for a just transition for communities and workers dependent on coal" (UNFCCC, 2023b), despite the fact that the proportion of countries specifically mentioning coal phase-out measures was more than double this. About 5% of NDCs paid "special attention to addressing impacts of response measures on vulnerable groups and communities in relation to poverty, job opportunities and inequality during transition" (ibid.).

5. Conclusion

This report has provided a picture of how domestic climate policies and laws are incorporating ideas of justice. We find many examples of climate policies with justice concerns mainstreamed within them that have the potential to make a significant difference to the just transition agenda. However, our analysis suggests that current policy approaches may be fragmented, insufficiently well communicated to, and not consistently co-created with, key stakeholders. Clearer communication on how individual climate change policies are intended to work with each other and with existing social protection policies to deliver a just transition may help channel finance towards implementation. This would be of strong value to finance providers in particular. The upcoming round of updates to nationally determined contributions is a key opportunity for countries to recognise these shortcomings and more effectively signpost how they are approaching the just transition at the international, regional, national and subnational levels.

Our analysis has also revealed the benefits of taking a broader approach to assessing justice in climate policies, as opposed to limiting the search to policies and laws that contain 'just transition' in their name. However, this type of policy-by-policy assessment is only a starting point. A country's just transition approach and progress need to be considered alongside an assessment of existing labour laws, social protection and participatory governance structures. Data needs to be gathered to assess the impact of just transition policies and explore accountability mechanisms that ensure equitable policy implementation. Policymakers also need to urgently address the level of interaction between fossil fuel phase-out policies and policies to address the distributive, procedural and other justice concerns, moving away from a siloed approach in some cases. What a 'just transition' means for each country and each sector will continue to evolve as the world transitions. We also need to urgently increase knowledge of just transition policies in the context of sectors beyond energy. Land use and the broader climate adaptation and resilience agenda is a crucial part of this picture.

Lastly, this report has focused on national policies and their domestic impacts. It is important to understand the potential transboundary justice implications of climate change response measures (such as the EU Carbon Border Adjustment Mechanism and EU Corporate Sustainability Due Diligence Directive) and their role in affecting a just transition globally. As new waves of global industrialisation and deindustrialisation have contributed to growing geographical disconnections between places of consumption and production, there is an acute need to dissect potential hidden and distant injustices upstream and downstream that arise from the global transition to low greenhouse gas emissions and climate-resilient development. The empirical richness of place-based implications in one locale needs to be balanced with broader analysis of time and scale that identify the justice implications of one place-based transition for another place (Healy et al., 2019). Achieving this involves better accounting for the global, systemic political-economic structures and forces that influence policymaking and landscapes of justice and injustice, which would lead to more transformative visions of change.

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Appendix 1. Methodological notes

About the database

The source of information for this insight was the [Climate Change Laws of the World Database](#), maintained by the Grantham Research Institute for Climate Change and the Environment. This database contains more than 3,000 domestic climate law and policy documents from every country in the world and the European Union. Only documents introduced by national legislatures, national executive bodies or the EU equivalents are included.

To the best of our knowledge, the database is the most comprehensive resource of its kind. However, it is far from complete. A significant limitation is the fact that it does not include laws and policies passed by subnational governments.

The data is regularly updated by researchers at the Grantham Research Institute and Climate Policy Radar following a [publicly available methodology](#). The following primary data collection approaches are used:

- Monitoring of media and social media, including through email alerts for relevant terms.
- Identification of potentially in-scope policy documents in academic and policy reports.
- Reviewing countries' self-reported data on policy actions in the nationally determined contributions (NDCs).
- Regular review of individual countries, checking both official government websites and academic and policy analysis of countries' climate policy responses.

Despite best efforts to ensure that the database is as up to date as possible, there are inevitably gaps in data collection given the pace and scale of climate policymaking across the world.

The dataset contains a high number of economy-wide laws and policies that are explicitly framed as climate laws and policies. While we also seek to capture sectoral laws and policies that integrate climate issues in parts or section, along with other policy frameworks that incorporate climate action (e.g. development plans), this data is likely to be less comprehensive for most countries. Despite this limitation, the database provides a broad starting point for identifying how key themes and issues are being treated by climate policymakers, enabling users to look beyond only the most well-researched countries' policy responses and capture a broader range of state practices.

Since 2023, the database has been powered by Climate Policy Radar, a not-for-profit startup that aims to tackle climate change policy problem through the application of natural language processing and machine learning technologies. The database includes a semantic search function, which enables users to search for key terms and see where these and related concepts appear within policies.

A search run in English will also use machine translation processes to search for the equivalent term in non-English-language documents. At the time that the search was conducted for this report, the search returned up to 100 relevant results for each search term.

Selection of laws and policies

We downloaded a sample of laws and policies in February 2024. Search terms included:

- Just transition
- Just transition finance
- Just transition commission
- Just transition bond
- Just energy transition partnerships
- Climate justice
- Distributive justice
- Ecological justice
- Environmental justice
- Intergenerational justice
- Procedural justice
- Restorative justice
- Transitional justice
- Equitable transition
- Fair transition
- Inclusive transition
- Transitional assistance

These terms were selected as they enabled us to focus on transition policies that expressly engage with questions of justice or related ideas and linked to our interest in mobilising finance towards the just transition. Several similar terms were included as although the semantic search of the database often captures related concepts, there are still limitations to this functionality. We acknowledge that there are multiple other terms that could point towards an engagement with justice, such as those regarding human rights.

After duplicate results were excluded, our initial search produced in excess of 500 documents. We narrowed the scope of the search in the following ways:

- We reduced the search to documents passed since the agreement of the Silesia Declaration on Solidarity and a Just Transition in December 2018. Searching only for policies within this time period is congruent with our goal of understanding how the increase in international attention to issue of the 'just transition' is informing the implementation of nationally owned policy at the domestic or EU level.
- We focused our review on economy-wide and energy sector policies within the search. This is consistent with our goal of getting a broad cross-cutting understanding of state practice. However, as noted in the Introduction to this report, it also means that our analysis misses key elements of a holistic just transition, particularly by not being able to consider the just transition in the land use sector. Policymaking in that sector is ripe for a similar review.

Narrowing the scope of our search reduced our sample to 186 unique policies and laws. 30 of these were subsequently excluded as they were either deemed not to be relevant during our manual policy review (likely because of the limitations of the search function on the database) or because we were unable to find, read or translate the full text of the relevant policy.

Upon completion of our review and informal consultations with policy experts, we became aware of two just transition investment plans developed as part of the 'just energy transition partnerships' in [Vietnam](#) and [Indonesia](#). These documents were not available in the Climate Change Laws of the World database at the time of our searches. We added these to our list of policies for review, as this enabled us to conduct analysis alongside the [South Africa Just Energy Transition Investment Plan](#), a document giving effect to the country's just energy transition partnership. We were also notified of [Law 14.299/2022 on a Just Energy Transition](#) from Brazil, which creates the 'just energy transition program'. This was added to our review given its explicit use of the just transition narrative.

The list of policies reviewed in full is available in Appendix 2, and a count of policies reviewed by country is available in Appendix 3. We are aware that the large volume of policies from countries such as the US has the potential to skew our overall results, and where relevant this has been made clear in the main text of the report.

Documents reviewed range from climate change framework laws, national and agency-level climate-action plans, to law on energy taxation, national budgets, and plans framed specifically as just transition plans (see Figure 1.1 in the report). Readers should also note that reference to a 'policy lever' in the policy does not guarantee credible implementation.

Review process

Each of the laws and policies included in our sample was reviewed by a member of our research team. Where possible, policies were reviewed in their original language. For shorter documents, the full text of the law or policy was reviewed. For longer documents, the review was based on the most relevant sections identified by researchers. Each policy was assessed against a series of criteria, developed following a review of relevant literature on just transition policymaking. Our analysis does not include a summary of the results for all aspects of the original criteria, but rather for those where there was sufficient data to derive relevant policy insights and conclusions. The full list of criteria is included as Appendix 4.

This review has been conducted based on the best information available to the reviewers about each policy or law. However, in some cases, our reviews were either based on or supplemented by informal or automated translations, meaning that some relevant provisions may have been missed or misinterpreted. It was also not possible to provide reviewers with significant knowledge or experience in the broader regulatory, legal practice, or socioeconomic and political context for all the countries whose legislation is described here, which may also have led to some omissions or misinterpretations. Deciding whether a given element was present or absent in a document was also a subjective exercise.

Appendix 2. Policies and laws reviewed

Document	Policy or law	Jurisdiction	Types of justice identified ¹⁰	Concepts of change identified
Programme of the Government of Armenia 2019 – RA Government Decision No 65-A/2019	Policy	Armenia	Distributive; procedural; environmental	Managerial; structural
Green Finance Agenda	Policy	Austria	Procedural; distributive	Managerial; status quo
Out of Responsibility for Austria. Government Programme 2020–2024	Policy	Austria	Distributive	Status quo; managerial
Belgium’s National Energy and Climate Plan	Policy	Belgium	Distributive	Status quo; managerial
Belgium’s Recovery and Resilience Plan	Policy	Belgium	Distributive	Status quo
Climate Change Management Policy for 2030	Policy	Benin	Procedural	Status quo
National Development Plan (PND) 2018–2025	Policy	Benin	Distributive	Managerial
National Environment Strategy 2020 ‘the middle path’	Policy	Bhutan	Intergenerational; distributive; procedural; restorative; intragenerational; environmental’ climate; ecological	Managerial; structural
Economic and Social Development Plan – PDES 2021-2025	Policy	Bolivia	Distributive; restorative; ecological	Transformative
Law 14.299/2022 on a Just Energy Transition	Law	Brazil	Distributive; procedural	Status quo
Bulgaria’s Recovery and Resilience Plan	Policy	Bulgaria	Social	Status quo
Bulgaria’s National Energy and Climate Plan	Policy	Bulgaria	Distributive	Status quo

¹⁰ As stated in the main report, we have included policies that included broad mentions of “social justice” and “intragenerational justice” in the count for distributive justice. While both these concepts have distinct definitions, our view is that they are sufficiently closely connected in policy practice to justify including them under one category.

Document	Policy or law	Jurisdiction	Types of justice identified ¹⁰	Concepts of change identified
Law on the adoption of the National Strategic Development Plan (NSDP) 2019–2023	Law	Cambodia	Distributive; procedural; ecological	Managerial; status quo
2030 emissions reduction plan – Canada Next Steps for Clean Air and a Strong Economy	Policy	Canada	Restorative; procedural	Managerial; status quo
Canada’s hydrogen strategy	Policy	Canada	Distributive	Managerial; status quo
Canada's National Adaptation Strategy and Adaptation Action Plan	Policy	Canada	Distributive; procedural; restorative; climate; environmental; intergenerational	Managerial; structural
Task Force on the Just Transition for Canadian Coal Power Workers and Communities	Policy	Canada	Distributive; procedural; transitional; intragenerational; intergenerational ¹¹	Managerial; structural
Framework Law on Climate Change	Law	Chile	Procedural; intergenerational; distributive	Managerial
Just Transition Strategy in the Energy Sector	Policy	Chile	Distributive; procedural; intergenerational	Managerial; status quo
Accelerated Growth and Sustainable Development Strategy (SCA2D) 2018–2021	Policy	Comoros	Distributive	Managerial
Comores Emerging Plan (PCE 2030)	Policy	Comoros	Distributive	Managerial
Cyprus’ Integrated National Energy and Climate Plan	Policy	Cyprus	Distributive	Status quo
Denmark’s National Energy and Climate Plan	Policy	Denmark	Distributive	Status quo
Denmark’s Recovery and Resilience Plan	Policy	Denmark	Distributive	Status quo
Climate Change and Gender Action Plan (PAGCC-RD)	Policy	Dominican Republic	Distributive; environmental	Managerial; status quo
2020-2050 National Energy Policy	Policy	El Salvador	Distributive; intergenerational	Status quo

Document	Policy or law	Jurisdiction	Types of justice identified ¹⁰	Concepts of change identified
Commission Decision (EU) 2020/1804 replacing Commission Decisions 2009/300/EC and 2018/59 on the ecological criteria for the award of the Community Eco-label to televisions	Law	EU	Procedural	Status quo
Decision (EU) 2022/591 on a General Union Environment Action Programme to 2030	Law	EU	Intergenerational	Status quo; managerial
EU External Energy Strategy	Policy	EU	Distributive	Managerial
EU Solar Energy Strategy	Policy	EU	Procedural; distributive	Structural
European Commission Communication: REPowerEU Plan	Policy	EU	Distributive; procedural	Managerial
Recast Energy Efficiency Directive (EU) 2023/1791	Law	EU	Distributive	Status quo
Regulation (EU) 2021/1056 establishing the Just Transition Fund	Law	EU	Distributive; procedural	Status quo
Regulation (EU) 2021/1119 establishing the framework for achieving climate neutrality (European Climate Law)	Law	EU	Procedural	Status quo
Regulation (EU) 2021/241 of the European Parliament and of the Council of 12 February 2021 establishing the Recovery and Resilience Facility	Law	EU	Distributive; procedural	Status quo

Document	Policy or law	Jurisdiction	Types of justice identified ¹⁰	Concepts of change identified
Regulation 2018/1999 on the Governance of the Energy Union and Climate Action	Law	EU	Procedural	Status quo
The European Green Deal	Policy	EU	Distributive	Status quo
Finland's National Energy and Climate Plan	Policy	Finland	Social	Status quo
Finland's Recovery and Resilience Plan	Policy	Finland	Social	Status quo
Climate Convention report	Policy	France	Procedural; distributive	Transformative
France Nation Verte: Ecological Plan	Policy	France	Distributive; procedural	Structural
France's National Energy and Climate Plan	Policy	France	Social	Status quo; structural
French Strategy for Energy and Climate	Policy	France	Distributive; social; procedural	Managerial
The Gambia 2050 Climate Vision	Policy	Gambia	Climate; intergenerational; procedural; intragenerational; restorative; transitional	Structural
Germany's Recovery and Resilience Plan	Policy	Germany	Social	Status quo
Germany's National Energy and Climate Plan	Policy	Germany	Distributive	Status quo
Package of federal measures to secure an affordable energy supply and to increase income	Policy	Germany	Distributive	Managerial
Greece's National Energy and Climate Plan	Policy	Greece	Distributive	Status quo; structural
Climate and nature protection plan; energy policy strategy	Policy	Hungary	Distributive; ecological	Status quo
Hungary's Recovery and Resilience Plan	Policy	Hungary	Distributive	Status quo

Document	Policy or law	Jurisdiction	Types of justice identified ¹⁰	Concepts of change identified
Roadmap of a sustainable and holistic approach to National Energy Efficiency	Policy	India	Distributive	Status quo
Law No. 7 on the Harmonisation of Tax Regulations	Law	Indonesia	Distributive	Managerial
Just Energy Transition Partnership: Comprehensive Investment and Policy Plan 2023	Policy	Indonesia	Distributive; procedural	Managerial
Budget 2022: The Use of Carbon Tax Funds	Policy	Ireland	Distributive; intergenerational	Managerial; status quo
Ireland Climate Action Plan	Policy	Ireland	Climate	Managerial; structural
Italy's National and Energy Climate Plan	Policy	Italy	Distributive	Managerial
Italy's Recovery and Resilience Plan	Policy	Italy	Distributive	Status quo
Program for the Development of a Green Economy in the Kyrgyz Republic for 2019-2023	Policy	Kyrgyzstan	Ecological; distributive	Managerial
Latvia's National Energy and Climate Plan	Policy	Latvia	Distributive	Status quo
Lithuania's National Energy and Climate Plan	Policy	Lithuania	Distributive	Status quo; structural
Luxembourg's National Energy and Climate Plan	Policy	Luxembourg	Distributive	Status quo
Strategic Framework for Economic Recovery and Sustainable Development (CREDD) 2019-2023	Policy	Mali	Distributive; environmental	Managerial; structural
Malta's National Energy and Climate Plan	Policy	Malta	Distributive	Status quo
Decree N°2.19.721 establishing the National Climate Change and Biodiversity Commission	Law	Morocco	Procedural	Status quo

Document	Policy or law	Jurisdiction	Types of justice identified ¹⁰	Concepts of change identified
Climate Change Strategy 2018–2030	Policy	Myanmar	Distributive; restorative; transitional' intragenerational; intergenerational; procedural	Structural; managerial
National Climate Agreement	Policy	Netherlands	Distributive; procedural	Managerial
The Netherlands's Global Climate Strategy	Policy	Netherlands	Distributive; procedural	Status quo; managerial
2019 Hydrogen Green Paper vision for hydrogen in New Zealand and Interim Hydrogen Roadmap	Policy	New Zealand	Distributive; procedural	Status quo; managerial
First Emissions Reduction Plan	Policy	New Zealand	Intergenerational	Status quo; managerial
Wellbeing budget	Policy	New Zealand	Distributive	Status quo; managerial; structural
Energy Transition Plan	Policy	Nigeria	Distributive; procedural	Managerial; status quo
Climate Change Act	Law	Nigeria	Procedural	Managerial
National Energy Secretariat Resolution N. 4747 energy transition agenda	Policy	Panama	Procedural	Managerial
Poland's National Energy and Climate Plan	Policy	Poland	Distributive	Status quo
Framework climate law no 98/2021	Law	Portugal	Intergenerational; social	Status quo
National Hydrogen Strategy	Policy	Portugal	Distributive; procedural	Status quo; managerial
Portugal's National Energy and Climate Plan for 2021-2030	Policy	Portugal	Ecological; procedural; distributive	Status quo
Portugal's Recovery and Resilience Plan	Policy	Portugal	Social	Status quo
Resolution no. 107/2019 of the Council of Ministers approving the Long-Term Strategy for Carbon Neutrality of the Portuguese Economy in 2050	Policy	Portugal	Social	Status quo

Document	Policy or law	Jurisdiction	Types of justice identified ¹⁰	Concepts of change identified
Romania's National Energy and Climate Plan	Policy	Romania	Distributive	Status quo
Energy Management Act 17/2020	Law	Samoa	Procedural	Managerial; status quo
Decree No. 2020-2214	Policy	Senegal	Procedural	Structural
Low-Carbon Development Strategy of the Slovak Republic until 2030 with a View to 2050	Policy	Slovakia	Distributive	Status quo
Slovakia's National Energy and Climate Plan	Policy	Slovakia	Distributive	Status quo
Resolution on the Long-Term Climate Strategy until 2050	Law	Slovenia	Climate	Status quo
Slovenia's National Energy and Climate Plan	Policy	Slovenia	Distributive	Status quo
National Strategy for Coal Mining and Restructuring In Accordance with the Principles of a Fair Transition	Policy	Slovenia	Distributive; procedural; environmental	Managerial; structural
Integrated Resource Plan	Policy	South Africa	Procedural	Status quo
Just Energy Transition Investment Plan	Policy	South Africa	Procedural; distributive; restorative; intergenerational	Managerial; structural
Just Transition Framework for South Africa	Policy	South Africa	Distributive; procedural; restorative; environmental; climate	Structural
South Africa's low emission development strategy 2050	Policy	South Africa	Distributive; procedural; transitional	Managerial; structural
The National Strategy for Climate Change Adaptation	Policy	South Africa	Distributive; procedural; transitional	Managerial
Korean New Deal	Policy	South Korea	Distributive	Status quo; structural

Document	Policy or law	Jurisdiction	Types of justice identified ¹⁰	Concepts of change identified
Carbon Neutral Green Growth Framework Act to tackle the Climate Crisis	Law	South Korea	Distributive; intergenerational climate; procedural; intragenerational	Status quo; managerial
Energy Storage Strategy	Policy	Spain	Restorative; transitional; procedural	Transformative; structural
Green hydrogen roadmap	Policy	Spain	Distributive	Status quo
Law 7/2021 on climate change and energy transition	Law	Spain	Procedural; distributive; transitional	Structural
Long Term Decarbonisation Strategy 2050 (ELP 2050)	Policy	Spain	Distributive	Status quo
Long-term strategy for energy rehabilitation in the building sector	Policy	Spain	Distributive	Status quo
National Climate Change Adaptation Plan 2021–2030	Policy	Spain	Intergenerational; transitional; distributive	Status quo; structural
Royal Decree-law 17/2019 establishing the new rate of reasonable return for renewable energy	Law	Spain	Distributive	Managerial
Royal Decree-Law 18/2022 on the protection of energy consumers and other clauses	Law	Spain	Distributive	Status quo
Royal Decree-Law 23/2020 which approves measures in the field of energy and in other areas for economic recovery	Law	Spain	Transitional	Status quo
Spain's National Energy and Climate Plan	Policy	Spain	Ecological; procedural; distributive	Status quo
Spain's Recovery and Resilience Plan	Policy	Spain	Environmental; distributive; procedural	Status quo; managerial
Spanish Strategy for Circular Economy	Policy	Spain	Distributive; ecological	Status quo

Document	Policy or law	Jurisdiction	Types of justice identified ¹⁰	Concepts of change identified
National Policy on Sustainable Consumption & Production for Sri Lanka	Policy	Sri Lanka	Distributive; procedural	Managerial
Climate Action Plan – all the way to net zero	Policy	Sweden	Procedural; distributive; intergenerational	Managerial
Sweden’s Integrated National Energy and Climate Plan	Policy	Sweden	Distributive	Status quo
Pathway to Net-Zero Emissions in 2050	Policy	Taiwan	Distributive; procedural	Status quo; managerial
Medium-term Development Program of the Republic of Tajikistan for 2021–2025	Policy	Tajikistan	Social	Status quo
National Climate Change Policy	Policy	Trinidad and Tobago	Distributive	Managerial
Medium Term Program 2024–2026	Policy	Turkey	Distributive	Status quo
Turkey’s 2022 Roadmap	Policy	Turkey	Climate; intergenerational; procedural; restorative	Structural; managerial
United Arab Emirates’ First Long-term Strategy	Policy	UAE	Intergenerational; distributive	Managerial; status quo
National Climate Change Act 2021	Law	Uganda	Intergenerational; intragenerational; distributive; procedural; restorative	Structural; transformative
Third national development plan (NDPIII) 2020/21 – 2024/25	Policy	Uganda	Distributive; intergenerational; transitional; intragenerational; procedural	Structural; transformative
Energy White Paper	Policy	UK	Distributive	Status quo
Heat and buildings strategy	Policy	UK	Distributive; procedural	Status quo
North Sea Transition Deal	Policy	UK	Distributive; procedural	Status quo
The Sixth Carbon Budget	Law	UK	Distributive	Status quo; managerial; structural

Document	Policy or law	Jurisdiction	Types of justice identified ¹⁰	Concepts of change identified
America's Strategy to Secure the Supply Chain for a Robust Clean Energy Transition	Policy	USA	Environmental; distributive; social	Status quo
Army Corps of Engineers Climate Action Plan	Policy	USA	Environmental	Status quo
Civil Nuclear Credit Program	Policy	USA	Environmental; procedural	Status quo; managerial; structural
Consolidated Appropriations Act, 2021	Law	USA	Environmental; procedural	Status quo
Department of Agriculture Action Plan for Climate Adaptation and Resilience	Policy	USA	Environmental; distributive; restorative; intergenerational	Status quo
Department of Commerce 2021 Climate Action Plan for Adaptation and Resilience	Policy	USA	Environmental; distributive	Status quo
Department of Defense Climate Adaptation Plan	Policy	USA	Environmental	Status quo
Department of Education Climate Adaptation Plan	Policy	USA	Environmental	Status quo
Department of Energy 2021 Climate Adaptation and Resilience Plan	Policy	USA	Environmental	Status quo
Department of Health and Human Services 2021 Climate Action Plan	Policy	USA	Environmental; restorative	Status quo
Department of Homeland Security Climate Action Plan	Policy	USA	Distributive; environmental; restorative	Status quo; managerial
Department of Housing and Urban Development Climate Adaptation Plan	Policy	USA	Environmental; climate	Status quo

Document	Policy or law	Jurisdiction	Types of justice identified ¹⁰	Concepts of change identified
Department of Justice Climate Action Plan	Policy	USA	Environmental	Status quo
Department of Labor Climate Action Plan	Policy	USA	Environmental	Managerial
Department of the Interior Climate Action Plan 2021	Policy	USA	Environmental; climate; intergenerational	Status quo
Department of the Treasury Climate Action Plan	Policy	USA	Environmental; climate	Status quo
Department of Veteran Affairs Climate Action Plan	Policy	USA	Distributive; environmental	Status quo
Environmental Protection Agency Climate Adaptation Action Plan	Policy	USA	Environmental	Status quo; managerial
Executive Order 14008 on Tackling the Climate Crisis at Home and Abroad	Policy	USA	Environmental	Managerial
Executive Order 14037 on Strengthening American Leadership in Clean Cars and Trucks and EPA rule on GHG emissions standards	Policy	USA	Environmental	Status quo
Executive Order on Catalyzing Clean Energy Industries and Jobs Through Federal Sustainability	Policy	USA	Environmental; distributive	Status quo
Executive Order on Protecting Public Health and the Environment and Restoring Science to Tackle the Climate Crisis	Policy	USA	Environmental	Status quo
Executive Order on Revitalizing Our Nation's Commitment to Environmental Justice for All	Policy	USA	Environmental; procedural; distributive; restorative	Managerial

Document	Policy or law	Jurisdiction	Types of justice identified ¹⁰	Concepts of change identified
Federal Sustainability Plan: Catalyzing America's Clean Energy Industries and Jobs	Policy	USA	Environmental	Status quo
General Services Administration Climate Change Risk Management Plan	Policy	USA	Environmental; climate	Status quo
Inflation Reduction Act	Law	USA	Environmental; distributive; restorative; procedural	Structural
Infrastructure Investment and Jobs Act	Law	USA	Environmental; distributive; procedural	Managerial
Millennium Challenge Corporation Climate Action Plan	Policy	USA	Environmental	Status quo
Ocean Climate Action Plan	Policy	USA	Environmental; climate	Managerial; transformative
Permitting Action Plan	Policy	USA	Environmental; restorative	Status quo; managerial
Smithsonian Institution Climate Change Action Plan	Policy	USA	Environmental	Status quo
The U.S. Global Change Research Program 2022 Strategic Plan	Policy	USA	Environmental	Structural
U.S. National Clean Hydrogen Strategy and Roadmap	Policy	USA	Environmental	Status quo
Decision No. 500/QĐ-TTg dated 15 May 2023 of the Prime Minister on approving the National Electricity Development Plan for 2021–2030, vision to 2050 ('Decision 500')	Policy	Vietnam	Distributive	Status quo
Resource Mobilisation Plan: Implementing Vietnam's Just Energy Transition Partnership	Policy	Vietnam	Distributive; procedural	Managerial

Document	Policy or law	Jurisdiction	Types of justice identified ¹⁰	Concepts of change identified
Zambia's Climate Change Gender Action Plan (CCGAP)	Policy	Zambia	Climate; intergenerational; procedural	Status quo; structural
National Climate Change Response Strategy	Policy	Zimbabwe	Distributive; procedural; transitional; restorative; intergenerational; intragenerational	Structural; managerial
National Renewable Energy Policy (NREP)	Policy	Zimbabwe	Distributive; procedural; intergenerational; intragenerational	Structural; managerial

Appendix 3. Number of policies and laws reviewed by jurisdiction

Jurisdiction	Number of policies/laws reviewed
Armenia	1
Austria	2
Belgium	2
Benin	2
Bhutan	1
Bolivia	1
Brazil	1
Bulgaria	2
Cambodia	1
Canada	4
Chile	2
Comoros	2
Cyprus	1
Denmark	2
Dominican Republic	1
El Salvador	1
European Union	11
Finland	2
France	4
Gambia	1
Germany	3
Greece	1
Hungary	2
India	1
Indonesia	2

Jurisdiction	Number of policies/laws reviewed
Ireland	2
Italy	2
Kyrgyzstan	1
Latvia	1
Lithuania	1
Luxembourg	1
Mali	1
Malta	1
Morocco	1
Myanmar	1
Netherlands	2
New Zealand	3
Nigeria	2
Panama	1
Poland	1
Portugal	5
Romania	1
Samoa	1
Senegal	1
Slovakia	2
Slovenia	3
South Africa	5
South Korea	2
Spain	12
Sri Lanka	1
Sweden	2
Taiwan	1
Tajikistan	1

Jurisdiction	Number of policies/laws reviewed
Trinidad and Tobago	1
Turkey	2
UAE	1
Uganda	2
UK	4
USA	33
Vietnam	2
Zambia	1
Zimbabwe	2

Appendix 4. Criteria to identify aspects of the just transition in climate change response measures

Question	Function	Dimensions	Categories	Reference(s)
What is the document seeking to achieve in the context of a just transition?	Agenda setting	What types of justice does the document explicitly or implicitly reference?	<ul style="list-style-type: none"> • Distributive • Procedural • Restorative • Climate • Environmental • Ecological • Transitional • Intergenerational 	Adapted from Wilton Park and the Institute for Human Rights and Business, 2022
		What international conventions and principles does the document explicitly or implicitly reference?	E.g. ILO Conventions UN Human Rights Conventions UN Guiding Principles Polluter pays principle Common but differentiated responsibilities (CBDR)	Authors – this list was iterative. An initial list of relevant international conventions and principles was developed based on a literature review but reviewers also added others when they were identified in the text.
		What concept of change is envisioned in the document?	<ul style="list-style-type: none"> • Transformation • Structural reform • Managerial reform • Status quo 	Morena et al., 2018
		How is the document framed?	<ul style="list-style-type: none"> • Risks and impacts • Benefits and opportunities • Both 	Authors
When are the intended policy interventions?	Stage	What stage of the policy cycle?	<ul style="list-style-type: none"> • Planning and analysis • Participation and deliberation • Policy design for transitional assistance • Implementation and accountability • Monitoring and evaluation 	Macquarie et al., 2023
		Which part of the transition?	<ul style="list-style-type: none"> • Pre-transition • Transition in • Transition out 	Authors, adapted from Harrahill and Douglas, 2019
		Does it target the full value chain?	<ul style="list-style-type: none"> • Upstream • Downstream • Full value chain 	Authors

Question	Function	Dimensions	Categories	Reference(s)
Where is the policy being implemented?	Scope	Which sector is being addressed?	<ul style="list-style-type: none"> • Agriculture • Transport • Energy • Waste • Environment • Tourism • Land Use • Land-Use Change and Forestry • Industry • Buildings • Water • Health • Public Sector • Other • Economy-wide • Cross-cutting area 	<p>Climate Change Laws of the World, 2023</p> <p>For this report, we focused only on 'energy' and 'economy-wide' policies.</p>
Who is the policy targeting and who has obligations?	Stakeholders	Who are the affected groups?	<ul style="list-style-type: none"> • Workers • Consumers or households • Workers • Businesses • Specially affected communities and other vulnerable groups expressly mentioned in the policy (e.g. young people, elderly, women, Indigenous Peoples, migrants, rural communities) 	Green and Gambhir, 2019
		Which entities are engaged in design and implementation?	<ul style="list-style-type: none"> • Public • Private • Both 	
How will the policy achieve a just transition?	Implementation	What policy tools and instruments are mentioned?	<p>E.g.</p> <ul style="list-style-type: none"> • Creation and strengthening of institutions and mandates • Participation, engagement or social dialogue • Public finance • Private finance • Labour market policies, skills development, retraining, education • Impact assessment • Social protection 	<p>Authors – this list was iterative. An initial list of policy instruments to consider was identified based on a literature review, drawing heavily on the ILO Guidelines for a just transition; Robins and Rydge, 2019.</p> <p>Further instruments were also identified by the reviewers and then the full list was grouped into the current categories.</p>