



Northern Ireland  
Assembly

## Research and Information Service Research Paper

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# Just Transition: Background and examples

**NIAR 171-24**

This paper provides some background on the concept of Just Transition as well as some current examples of its application in other jurisdictions.

This information is provided to Members of the Legislative Assembly (MLAs) in support of their duties, and is not intended to address the specific circumstances of any particular individual. It should not be relied upon as professional legal advice, or as a substitute for it.



## Key Points

- Just transition has evolved over time from more of a labour-oriented concept in the 1970s to an integrated framework for justice, including environmental justice in the 1980s and climate justice from the 1990s.
- In 2015, the United Nations Paris Agreement marked a global acceptance of just transition as an integral approach to addressing climate change.
- There appears to be no universally accepted definition of a just transition. It has been suggested that the lack of a formal universal definition allows for its adoption to be shaped according to local differences, needs and circumstances.
- However, a number of organisations have attempted to define or describe what they consider just transition to mean with regards to their more local circumstances.
- On this basis, it appears that there is no 'one size fits all' to just transition. With this in mind, just transition appears to be based on principles that may guide a tailored approach to its development, whilst allowing for flexibility of implementation.
- There still remains questions around the policy development of just transition in NI, the functions of a Just Transition Commission and the funding of a Just Transition Fund for NI.
- Examples provided have taken a range of legislative approaches to just transition. Scotland and Ireland have provided the legislative framework through climate change legislation, while Wales is considering using well-being legislation under the Future Generations and Well-being Act 2015. Canada, which has had a history of a more industry specific and labour orientated approach to just transition, has recently used the Sustainable Jobs Act 2024 as the main legislative mechanism.
- Not all examples have a specific national level just transition commission or commissioner similar to the proposals under the NI Climate Change. While Germany and Scotland have Commissions, Scotland seems to be the most similar to the proposals under the NI Act.

- Earlier examples of funds e.g. US, Canada, NZ have a very specific focus in relation to providing support for workers and with an emphasis on job creation and retention. Scotland and Ireland have a similar Just Transition Fund to NI, albeit that they are broader in remit and not specifically for agriculture only.
- Based on the examples explored, section 6 of the paper makes a number of further considerations in relation to the operation of just transition in NI.
- Finally, section 7 provides recommendations made to the Scottish Just Transition Commission which may be relevant to the delivery of just transition in NI.

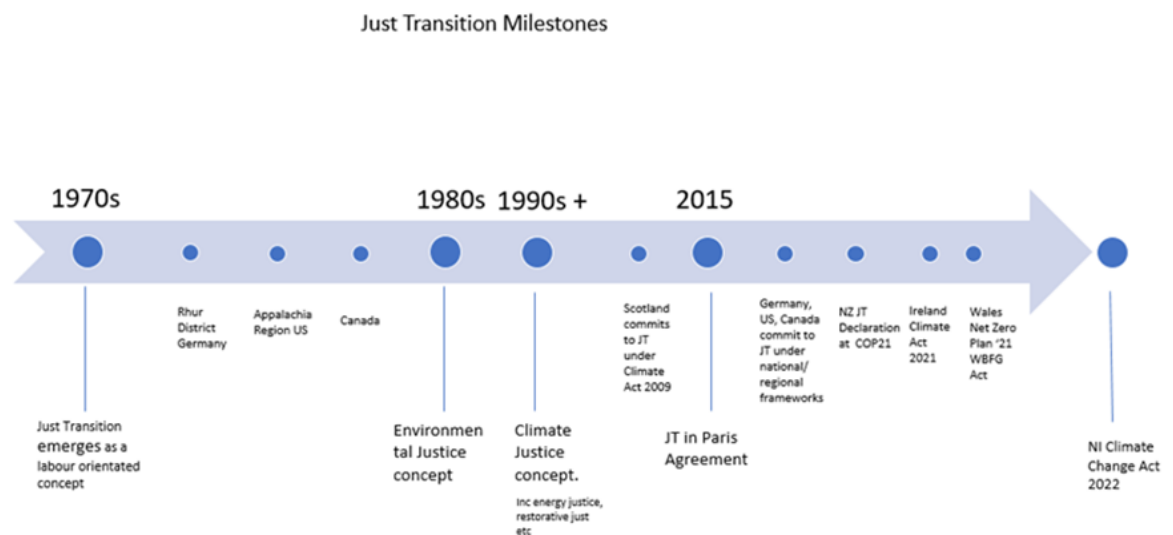
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# 1 Introduction

The following paper provides background information to the term 'just transition'. It considers its origin, definition, and how it has been introduced in Northern Ireland. It also provides examples of just transition elsewhere (Canada, United States, Germany, New Zealand, Scotland, Ireland and Wales), in terms of its policy/legislative framework, delivery, Commission and just transition fund. Where possible it provides overviews and comparisons.

The following diagram gives a timeline of the some of the main milestones and examples of just transition explored in this paper (see Appendix 1 for a larger version):



## 2 Origin

The concept of just transition emerged in North American trade unions in the 1970s<sup>1</sup>. As more of a labour-oriented type approach, it focused on the rights of workers and communities in industries undergoing transitions<sup>2</sup>. Simply put, it

<sup>1</sup> Dr A.Pinker (2020) for the Just Transition Committee [Just Transitions: a comparative perspective](#)

<sup>2</sup> Wales Centre for Public Policy (WCPP) (2020) [International-approaches-to-a-just-transition.pdf \(wcpp.org.uk\)](#)

was considered as a programme of support for workers who lost their jobs due to environmental protection policies.

The term “just transition” is thought to have been developed by US labour and environmentalist activist, Tony Mazzocchi. He campaigned for a type of “Superfund for Workers” to give those exposed to toxic chemicals minimum incomes and education to allow them to transition to healthier jobs. Environmentalists felt the term ‘superfund’ gave the wrong impression, and from this ‘just transition’ was born.

Source: [Just Transitions: a comparative perspective](#)

As interest of climate change and its impacts grew, unions began to link just transition to climate change action<sup>3</sup>. As such, the concept became much broader than a labour -oriented approach as it took into consideration the transition to environmentally and socially sustainable jobs, sectors and economies<sup>4</sup>.

Trade unions campaigned to have just transition inserted into international human rights regimes, including United Nations Framework Convention on Climate Change (UNFCCC) negotiations<sup>5</sup>. While they didn’t use the exact term, in 2015, the UN agreed to Sustainable Development Goals that would collectively represent just transition. In particular, the goals of decent work for all (Goal 8), clean energy for all (Goal 7), climate protection (Goal 13) and poverty eradication

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<sup>3</sup> Just Transition Centre (2017) Just Transition A Report for the OECD [Just-Transition-Centre-report-just-transition.pdf \(unitetheunion.org\)](#)

<sup>4</sup> Just Transition Centre (2017) Just Transition A Report for the OECD [Just-Transition-Centre-report-just-transition.pdf \(unitetheunion.org\)](#)

<sup>5</sup> Just Transition Centre (2017) Just Transition A Report for the OECD [Just-Transition-Centre-report-just-transition.pdf \(unitetheunion.org\)](#)

(Goal 1).<sup>6</sup> In fact the Declaration to the UN Transforming our world: the 2030 Agenda for Sustainable Development states:

*...to build peaceful, just and inclusive societies; to protect human rights and promote gender equality and the empowerment of women and girls; and to ensure the lasting protection of the planet and its natural resources. We resolve also to create conditions for sustainable, inclusive and sustained economic growth, shared prosperity and decent work for all, taking into account different levels of national development and capacities<sup>7</sup>.*

In 2015, the United Nations Paris Agreement marked a global acceptance of just transition as an integral approach to addressing climate change. Simply stated, it requires parties to increase action to reduce GHG emissions while:

*Taking into account 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 ...<sup>8</sup>*

More recently at COP26 Glasgow, 15 signatories committed to the [International Just Transition Declaration](#): EU Commission, UK, USA, Canada, Poland, Spain, New Zealand, Norway, France, Germany, the Netherlands, Denmark, Sweden, Italy and Belgium.

### 3 Definition

Research from the [Wales Centre for Public Policy](#) (WCPP) in December 2022 states that there is no universally accepted definition of a just transition. As such, there appears to be great debate around its meaning resulting in different

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<sup>6</sup> Just Transition Centre (2017) Just Transition A Report for the OECD [Just-Transition-Centre-report-just-transition.pdf \(unitetheunion.org\)](#)

<sup>7</sup> UN (p.3) [Transforming our world: the 2030 Agenda for Sustainable Development](#)

<sup>8</sup> [ADOPTION OF THE PARIS AGREEMENT - Paris Agreement text English \(unfccc.int\)](#)



approaches to its application. It has been suggested that the lack of a formal universal definition allows for its adoption to be shaped according to local differences, needs and circumstances (see s.3.1).<sup>9</sup>

That being said, a number of organisations have attempted to define or describe what they consider just transition to mean. Some of these include, and are not limited to:

The [WCPP research](#) for the Welsh Government refers to the International Labour Organisation (ILO), which has defined just transition as:

*greening the economy in a way that is as fair and inclusive as possible to everyone concerned, creating decent work opportunities and leaving no one behind*.<sup>10</sup>

The Just Alliance USA:

*Just transition is a vision-led, unifying and place-based set of principles, processes and practices that build economic and political power to shift from an extractive economy to a regenerative economy*<sup>11</sup>.

According to Ireland's [Climate Action Plan](#), the [Climate Action and Low Carbon Development \(Amendment\) Act 2021](#) situates a just transition as:

*...a process, within the wider statutory framework of climate action, which endeavours, as far as is practicable, to maximise employment opportunities, and support persons and communities that may be negatively affected by the transition*<sup>12</sup>

The Just Commission Scotland states the following:

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<sup>9</sup> WCPP(2020) [International-approaches-to-a-just-transition.pdf \(wcpp.org.uk\)](#)

<sup>10</sup> ILO (2024) [Climate change and financing a just transition | International Labour Organization \(ilo.org\)](#)

<sup>11</sup> [Just Transition - Climate Justice Alliance](#)

<sup>12</sup> Irish Climate Action Plan <https://assets.gov.ie/270956/94a5673c-163c-476a-921f-7399cdf3c8f5.pdf> p.69

*The imperative of a just transition is that governments design policies in a way that ensures the benefits of climate change action are shared widely, while the costs do not unfairly burden those least able to pay, or whose livelihoods are directly or indirectly at risk as the economy shifts and changes.*<sup>13</sup>

The Task Force on Just Transition for Canadian Coal Power Workers and Communities, defined just transition in its terms of reference as:

*...an approach to economic and environmental policy that aims to minimize the impact on workers and communities of this relatively rapid transition to a low carbon economy, to identify and support economic opportunities for the future, and to involve affected workers and their communities in discussions that would affect their livelihoods.*<sup>14</sup>

According to the Irish Climate Action Plan, in summary, a just transition can refer both to the broader policy framework of climate action to support individuals and communities in the transition, as well as the process of ensuring that individuals and communities have a voice and a role in informing and shaping these supports<sup>15</sup>.

A review by Wang et al (2021) explains how just transition has evolved over time, resulting in a diverse range of meanings and use of the term<sup>16</sup>. In summary, this includes, and is not limited to:

1. As a labour-oriented concept emphasising the origins of the just transition concept in the labour movement in the 1970s;
2. As an integrated framework for justice, including:

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<sup>13</sup> Just Commission Scotland, [Interim Report](#)

<sup>14</sup> [Task force on just transition for Canadian coal power workers and communities terms of reference](#)

<sup>15</sup> Irish Climate Action Plan <https://assets.gov.ie/270956/94a5673c-163c-476a-921f-7399cdf3c8f5.pdf> p.69

<sup>16</sup> WCPP [International-approaches-to-a-just-transition.pdf \(wcpp.org.uk\)](#) (p.8)

- Environmental justice – (emerging in the 1980s) concerned with addressing inequalities (class, gender, race) of environmental impacts of economic activity including industrial pollution and working conditions etc. It provides a link between protection of both people and the planet.<sup>17</sup>
- Climate justice – (more from the 1990s onwards) responding to the implications for vulnerable groups of rapid climate change and the negative consequences connected to it, e.g. as defined by Friends of the Earth:

*...finding solutions to the climate crisis that not only reduce emissions or protect the natural world, but that do so in a way which creates a fairer, more just and more equal world<sup>18</sup>.*

- Energy justice – achieving equity from a production and consumption perspective with the move to low carbon sources and energy efficiency, without compromising individual or community well-being and health.<sup>19</sup>

While it appears that there are number of elements of justice that underpin just transition, the WCPP describes other types of justice that, if taken into consideration, provide a more inclusive ‘whole systems justice’ approach to just transition. These include, and are not limited to: distributional justice (the equitable distribution of costs and benefits of a transition to ensure everyone is better off); participator justice (ensuring all stakeholders are empowered

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<sup>17</sup> For more information see [Environmental Justice Manual](#) and [Environmental Justice Network Ireland Network](#)

<sup>18</sup> FOE UK [online] [What's climate justice? | Local action \(friendsoftheearth.uk\)](#)

<sup>19</sup> [Home - Initiative for Energy Justice \(iejusa.org\)](#) and WCPP [International-approaches-to-a-just-transition.pdf \(wcpp.org.uk\)](#) (p.9)

throughout the process); restorative justice (provision of compensation for individuals and communities for past, present and future losses)<sup>20</sup>.

McCauley and Heffron (2018) are of the opinion that if just transition is used as a way to unite the different elements of justice in a holistic manner, then it should be defined as:

*...a fair and equitable process of moving towards a post-carbon society. This process must seek fairness and equity with regards to the major global justice concerns such as (but not limited to) ethnicity, income, gender within both developed and developing contexts<sup>21</sup>.*

### 3.1 Need for a definition?

There is no specific definition for just transition provided under the NI Climate Change Act 2022. Rather, the Act lists a set of principles, similar to other jurisdictions, such as the Climate Change Scotland Act 2009. In fact, the appropriateness and need for a common definition for just transition has been debated.

A report prepared for the [Scottish Just Transition Commission in 2020](#) explains that just transition means different things to different areas. This is because it is shaped depending on the industry, workforce and community in each region. For example, a [Guide by the Just Transitions Aotearoa Group](#), NZ, states:

*Both globally and in Aotearoa New Zealand, there is no single accepted definition of a just transition. Every group of people on a just transition journey together can choose the definition that best meets their vision and needs<sup>22</sup>.*

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<sup>20</sup> WCPP [International approaches to a just transition.pdf \(wcpp.org.uk\)](#) (p.10)

<sup>21</sup> Just transition: Integrating climate, energy and environmental justice [Just transition: Integrating climate, energy and environmental justice - ScienceDirect](#)

<sup>22</sup> [A guide to just transitions for communities in Aotearoa NZ | Motu](#) p.10

This implies that the lack of a formal definition allows it to be tailored to specific geographic and temporal needs. For example, the impact of the transition to low carbon approaches may vary across the UK and Ireland due to differences in emissions profiles and the sectors that are therefore focused on (as shown in the following information box).

Based on latest publications:

- [In NI](#) agriculture was the largest emitting sector in 2023 with 29%, followed by transport with 18%.
- At the [UK level](#), transport remains the largest emitting sector in the UK (29.1%) of all GHG emissions in 2023. With agriculture in 4<sup>th</sup> (12%).
- In [Ireland](#), agriculture was the biggest emitter in 2023 with 37.8% followed by transport with 21.4%.
- In [Scotland](#), transport was the biggest emitter in 2022, followed by agriculture.
- In [Wales](#), industry is the largest emitting sector in 2022, followed by buildings and supplies, then agriculture.

Sources: [DAERA](#), UK [DESNZ](#), [EPA Ireland](#), [Scottish Gov](#), [Welsh Gov](#)

Therefore, just transition may look slightly different in each region depending on the areas needing to make the biggest transitions. For example, Ireland's [Territorial Just Transition Plan](#) (TJTP) appears to have a large focus on peat extraction in the midlands, with it being one of its three priorities.

On this basis, it appears that there is no 'one size fits all' to just transition. With this in mind, just transition appears to be based on principles that may guide a tailored approach to its development, whilst allowing for flexibility of implementation.

A number of examples of guiding principles have been produced over the years; some from more of a labour-oriented perspective initially, and others, more recently, from a justice-based approach.

One of the earlier and most utilised set of guidelines was produced by the International Labour Organisation (ILO) in 2015 [Guidelines for a just transition towards environmentally sustainable economies and societies for all](#). The principles stated in the Guidelines were designed to guide the transition to environmentally sustainable economies and societies.<sup>23</sup> In summary, the principles are based on ensuring that any policies and their development and implementation:

- Have consensus through social dialogue and consultation;
- Promote rights at work;
- Consider gender dimension and equality;
- Enable enterprises, workers, investors, consumers to embrace and drive transitions; and
- Promote and create more decent jobs, including the sustainable protection of job losses and displacement, skills development and right to bargain collectively.

The ILO Guidelines have also been referred to in the more recent [International Just Transition Declaration](#). To which the examples in this paper have signed up to.

See Appendix 2 for further examples of guidelines.

### **Considerations**

- It may be of interest to find out what set of guidelines NI's just transition principles have been based on.

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<sup>23</sup> ILO Guidelines for a just transition towards environmentally sustainable economies and societies for all (2015) <https://www.ilo.org/media/435091/download>

- Also, is there a need for a more localised explanation of what just transition means specifically for NI? Will this be the role of the Just Transition Commission?
- And whether just transition in NI takes a whole systems justice approach (as described in s.1)?

## 4 Just Transition in NI

The Climate Change Act Northern Ireland was introduced in 2022 requiring NI to reach net zero greenhouse gas emissions (GHG) by 2050. In doing so, NI departments must ensure the principle of “just transition” is applied to the development of all proposals, policies, strategies and plans required under the Act<sup>24</sup>, e.g. sectoral plans (s.13). This is to be delivered through advice from the Just Transition Commission (s.37) and a Just Transition Fund for Agriculture (s.31).

The principle of “just transition” that must be considered in the development of plans is explained in section 30 (3) of the Act and include:

- Supporting persons who are most affected by climate change, particularly those who may have done the least to cause it or may be the least equipped to adapt to its effects,
- Reducing, with a view to eliminating, poverty, inequality and social deprivation,
- Eliminating gender inequality and advancing equality of opportunity between men and women,
- Supporting the social and economic needs of people in rural areas, and

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<sup>24</sup> DAERA [The Climate Change Act \(Northern Ireland\) 2022 - Key elements | Department of Agriculture, Environment and Rural Affairs \(daera-ni.gov.uk\)](#)

- Taking into account the future generations principle (to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs).

S.37 of the Act requires DAERA to establish a Just Transition Commission for NI. Its role will be to oversee the just transition aspects of the Act and ensure all NI departments comply with the just transition principles in the development of plans, strategies and policies etc<sup>25</sup>. However, the Act does not provide details on the specific functions and establishment. That being said, the DAERA Minister stated, in [Oral Questions](#) (10/0924) that proposals for the establishment of an independent Just Transition Commission will be consulted on soon. Regulations will then be made and the Commission established next year.

S.31 places a requirement on DAERA to establish a Just Transition Fund for Agriculture. This is to provide advice and financial assistance to the agricultural sector to help deliver its contribution under policies and proposals within the Climate Action Plan. However, the Act does not state when this must be set up and functioning by.

There has been discussion and questions raised around the funding of such as fund, whether it would be a separate and distinct fund to existing agriculture-based support or whether it would be taken from the same pot. In recent Ministerial Questions (10/09/24) DAERA Minister Muir has highlighted the value in having a separate just transition fund that would sit outside the Common Agricultural Policy. And that he would be making his case to the DEFRA Secretary of State for separate and additional funding<sup>26</sup>:

*I have made the case to the Secretary of State for Environment, Food and Rural Affairs that there should be a separate and additional*

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<sup>25</sup> DAERA [The Climate Change Act \(Northern Ireland\) 2022 - Key elements | Department of Agriculture, Environment and Rural Affairs \(daera-ni.gov.uk\)](#)

<sup>26</sup> Official Report (Hansard) Tuesday 10 September 2024 Volume 162, No 4 p.37-39 [plenary-10-09-2024.pdf \(niassembly.gov.uk\)](#)



*capital fund for Northern Ireland that would be the just transition fund for agriculture. That would be an invest-to-save measure, in that it would enable us not only to drive down greenhouse gas emissions but to deal with the air quality, ammonia and water quality issues that we have talked about today<sup>27</sup>.*

#### 4.1 Agriculture and just transition

According to the Nevin Economic Research Institute's (NERI) report (2020), '[Supporting People and Place: Planning for a Just Transition in Northern Ireland](#)', NI's agriculture emissions are nearly three times that of the UK as a whole, and due to this, employment in the agri-food sector could be majorly impacted by the move to a low-carbon economy<sup>28</sup>.

With respect to NI, NERI highlights that in order for there to be a just transition for agriculture workers, and those from other sectors impacted by climate change mitigation, there must be social dialogue; respect for workers' rights; gender equality; and policies and frameworks must be coherent and bespoke for the area.

In a paper titled '[Just Transition for Agriculture? A critical step in tackling climate change](#)' (2020), Blattner insists that farmers need their community and government's support to challenge climate damaging practices and processes and transition to regenerative farming approaches. They need to know there is a future, livelihood and stability in the transition. Blattner suggests that this can be achieved through sound investments in low emission and job-rich sectors and technologies; social dialogue; early research-based impact assessments; skills development and social protection; and local economic diversification plans. Finally, Blattner is of the opinion:

*...it is time that we acknowledge animal agriculture as a blind spot in climate politics; that we begin a conversation about the risks that we*

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<sup>27</sup> Official Report (Hansard) Tuesday 10 September 2024 Volume 162, No 4 p.37- [plenary-10-09-2024.pdf \(niassembly.gov.uk\)](#)

<sup>28</sup> [Planning a Just Transition for NI Jan\\_0.pdf \(nerinstitute.net\)](#)

*thereby create for society, farmers, consumers, and future generations; and that we embark on these challenges together, through collective empowerment, rather than through antagonism, denial, and fear—dynamics that currently frame the discussion of agricultural policy.*<sup>29</sup>

## 4.2 Considerations

- How will departments ensure the principle of just transition is applied? Will it be through an impact assessment type of exercise, similar to rural proofing?
- How will the application of just transition in a plan be measured, so as to ensure it's more than just a 'box ticking' exercise? Will the quality, extent and impact of a plan be measured?
- Is DAERA the lead for ensuring and measuring just transition across all departments?
- When will the consultation on the Just Transition Commission Regulations be established?
- How will the establishment of the Just Transition Commission next year fall in with the production of the Climate Action Plan?
- What is the lifespan of the Just Transition Commission?
- What will be the reporting periods of the Just Transition Commission?
- Will the Just Transition Commission be able to hold departments to account?
- What powers will the Commission have if departments are falling short?
- How will the role of the Just Transition Commission overlap with other organisations e.g. Climate Change Commission, Office for Environmental Protection, Public Ombudsman, Equality Commission, Children's Commission etc?

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<sup>29</sup> C. E. Blattner, Just Transition for Agriculture? A critical step in tackling climate change (2020) Journal of Agriculture, Food Systems & Community Development 9(3) 53-58 available at ([PDF](#)) [Just Transition for Agriculture? A Critical Step in Tackling Climate Change \(researchgate.net\)](#)

- Will this be provided for in the proposals to be consulted on? If not, where will this be addressed? Could it be done through MoUs e.g. similar to the [MoU between the OEP and the Office of the Northern Ireland Public Services Ombudsman](#)?
- Will other organisations such as the Equality Commission, Commissioner for Children and Young People, organisations and public bodies in relation to well-being (Executive Office, Department for Health etc), be consulted on in the development of plans under the Just Transition principles?
- If a plan etc is considered just for some, but not for others, what mechanism or power is there to change a plan? Will there be a form of appeal mechanism or legal address that can be taken?
- In relation to Assembly Scrutiny of Just Transition how will this be delivered?
- Is there a recognition of the need to have separate functions for the scrutiny of the work of the Just Transition Commission and wider Just Transition activity? How will this be facilitated?
- Which Assembly Committee or Committees will lead on this work?
- Will any forthcoming Just Transition regulations include a formal regular reporting requirement for the work of both the Just Transition Commission and wider Just transition work within departments?
- What form will any just transition reporting take? Will it simply be an indication of how many just transition impact assessments have been made, similar to rural needs impact assessments within the Rural Needs Act, or will there be substantive evidence and objective assessment of whether Just Transition is actually being delivered?
- Will any report require endorsement or sign off by the Assembly?
- In terms of the delivery of just transition, what consideration is being given to the challenges for each sector of the economy, and how these may differ?
- Will just transition be tailored to particular stakeholders, sectors and activities and the challenges it may pose?

- In relation to the Just Transition Agriculture Fund, if its to be separate and additional to CAP, how will this be funded, what is the source?
- What happens if the DAERA SoS does not agree to the proposals, how will it be funded?
- Will funding be ring- fenced?
- In Oral Questions, the Minister mentioned that a Agriculture Fund will also support addressing ammonia, air and water quality<sup>30</sup>. How will this be divided towards reaching net zero and the specific requirements of the Climate Change Act?

## 5 Examples elsewhere

The following section considers a number of examples of just transition across the world: Canada, United States, Germany, New Zealand, Scotland, Ireland, and Wales. These are in no way exhaustive, but provide examples of some of the earlier approaches to just transition, and how they have perhaps had a more specific sectoral focus (e.g. in the transition away from coal). This is compared to some of the more recent examples (such as Scotland and Wales), which give a more holistic transition process across multiple domains as they begin to make the link between just transition and well-being. However, it may be evident that these earlier examples may have helped to shape and influence the more recent developments in just transition.

The tables provided below give a breakdown of certain aspects associated with just transition in terms of the level it's delivered at (e.g. nationally or regionally), whether there is specific legislation or framework under which just transition sits, how this is delivered (e.g. through guiding principles, plans, strategies etc.), whether there is a just transition Commission(er), and finally provides examples of just transition funds (or similar type initiatives).

In summary, the following tables in this section show how:

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<sup>30</sup> Official Report (Hansard) Tuesday 10 September 2024 Volume 162, No 4 p.37- [plenary-10-09-2024.pdf \(niassembly.gov.uk\)](https://niassembly.gov.uk/plenary-10-09-2024.pdf)

- Earlier examples of just transition appear to have had a more labour centred and industry specific approach to just transition e.g. closure and cut back of coal and power industries in US, Canada and NZ, where job creation and retention were the focus of attention. In fact, Canada appears to still have quite a labour/worker centred focus with ensuring just transition under its more recent Sustainable Jobs Act 2024.
- The Ruhr District in Germany is considered one of the earliest examples influencing development of just transition.
- More recent examples have provided for just transition under climate change legislation e.g. Scotland and Ireland.
- Scotland and Wales have made the link between just transition and well-being. With Wales taking it a step further by proposing to use the Wellbeing of Future Generations Act 2015 as the main legislative framework for just transition in Wales.
- The Ruhr region in Germany has been described as providing one of the earlier examples of a more holistic approach to just transition.<sup>31</sup>
- NZ provides an example of the transition from a more labour centred and industry specific approach, to a more holistic approach with linkages made to well-being in more recent developments. NZ has been described as an example of just transition which has had an influence on developments in Scotland, due to its locally tailored, co-designed plans.
- Most examples base just transition on a set of guiding principles, so as to give regional flexibility. Scotland is the first region to develop a National Just Transition Planning Framework, from which Ireland and Wales plan to follow suit. Under Scotland's Just Transition Planning Framework, sector specific just transition plans will be produced.
- Not all examples have a specific national level just transition commission or commissioner, similar to the proposals under the NI Climate Change Act. Earlier examples, such as US and Canada appear have more regionally based ones with a more limited mandate on a specific industry

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<sup>31</sup> [A Report prepared for the Just Transition Commission 2020: Just Transitions a comparative perspective](#) p.3

and job retention/relocation e.g. with the phase out of coal. Scotland has a Commission, similar to the proposals under the NI Act. Germany also has a Commission focused on just transition established under its Climate Action Plan. Ireland appointed a Commissioner in 2019 and under more recent developments, provided for the setup of a Just Transition Commission. While Wales is considering its options for one.

- Membership of the commissions appear to either be external representing stakeholders (e.g. Scotland and Germany), or internal with civil servants who engage with stakeholders (NZ).
- Earlier examples of funds e.g. US, Canada, NZ have a very specific focus in relation to providing support for workers and communities impacted by the transition away from coal, particularly with an emphasis on job creation and retention. However, Canada and NZ appear to show how this has progressed and broadened over the years to include support for, infrastructure, technologies and tourism etc. The US has a federal run program (POWER) and a philanthropic fund, set up by Rockefeller family and Appalachian Funders Network. NZ has a fund run by councils, the Low Carbon Acceleration Fund, with a focus on restoration of forests, dunes and peatlands, etc. Interestingly it is run by borrowing against a free allocation of carbon credits. Scotland and Ireland have a similar Just Transition Fund to NI, albeit that they are broader in remit and not specifically for agriculture only. While they are nationally set up and driven, they have focus on the areas that are likely to experience the biggest impacts, e.g. North East and Moray in Scotland, and the Midlands in Ireland in relation to the peat industry.

The following tables give an overview of each country: Canada, United States, Germany, New Zealand, Scotland, Ireland, Wales:

## 5.1 Canada

Components	Detail
Level	National, to support coal workers and local government in areas area affected by government plans to phase out coal-based electricity production. <sup>32</sup>
Legislation/ Framework	<a href="#">Pan-Canadian Framework on Clean Growth and Climate Change 2017</a> <a href="#">The Canadian Sustainable Jobs Act 2024</a>
Delivery	<a href="#">Pan-Canadian Framework on Clean Growth and Climate Change 2017</a> : based on four main pillars: pricing carbon pollution; measures to further reduce emissions across the economy; measures to adapt to the impacts of climate change and build resilience; and actions to accelerate innovation, support clean technology, and create jobs.  In terms of just transition it states: “It will also be important to ensure a commitment to skills and training to provide Canadian workers with a just and fair transition to opportunities in Canada's clean growth economy”. <sup>33</sup>

<sup>32</sup> [International-approaches-to-a-just-transition.pdf \(wcpp.org.uk\)](#)

<sup>33</sup> [Pan-Canadian Framework on Clean Growth and Climate Change 2017](#)

	<p>Gives regions flexibility to develop their own policies in consultation with Indigenous peoples. Supported by federal investments in infrastructure, specific emission-reduction opportunities and clean technologies.<sup>34</sup></p> <p>Minister of Natural Resources announced in 2022, commitment for just transition legislation in 2023.<sup>35</sup> Taking a more worker-centred approach to just transition, this resulted in <a href="#">The Canadian Sustainable Jobs Act 2024</a>. This establishes an accountability, transparency and engagement framework to facilitate and promote economic growth, the creation of sustainable jobs and support for workers and communities in Canada in the shift to a net-zero economy. It will work in conjunction with the <a href="#">Canadian Net-Zero Emissions Accountability Act 2021</a><sup>36</sup></p> <p>This legislation took into consideration the recommendations of the Task Force on Just Transition for Canadian Coal Power Workers and Communities.<sup>37</sup></p> <p>It requires the production of a Sustainable Jobs Action Plan by 2025. This is a joint plan between the Minister of Natural Resources, Minister of Labour, and the Minister of Employment, Workforce Development and Disability Inclusion<sup>38</sup>. It's to be developed in line with the guiding principles under the Act. It is to include measures to ensure sustainable jobs, regional and sectoral support measures, equity and diversity in the labour force and linkage with the Canadian Net-Zero Emissions</p>
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<sup>34</sup> [Pan-Canadian Framework on Clean Growth and Climate Change 2017](#)

<sup>35</sup> ['Just transition' bill coming in 2023, natural resources minister says | CBC News](#)

<sup>36</sup> [The Canadian Sustainable Jobs Act Becomes Law - Canada.ca](#)

<sup>37</sup> [Backgrounder: Canadian Sustainable Jobs Act - Canada.ca](#)

<sup>38</sup> [Government of Canada releases interim Sustainable Jobs Plan to enable the creation of good, middle class jobs across Canada - Canada.ca](#)As



	Accountability Act 2021 <sup>39</sup> . It will include the development of a new government office to oversee the process, training programs, Indigenous consultation and inclusion, and better data to fully understand the jobs that exist now and that could exist in the future.
<b>Commission</b>	<p>The Task Force on Just Transition for Canadian Coal Workers and Communities (national) <sup>40</sup> was established in 2018 to help with Canada's commitment to phase out coal fired electricity by 2030<sup>41</sup>. The Task Force is mandated to plot a path forward for the transition of workers and communities “directly impacted by the accelerated phase out of coal fired electricity in Canada”. It made policy recommendations to government and developed guiding principles.</p> <p>Canadian Government stated it had completed its mandate after publishing its final reports in 2019, suggesting the task force is no longer operating<sup>42</sup>.</p>
<b>Just Transition Fund</b>	<p>Examples include:</p> <p>Alberta's Coal Community Transition Fund [CCTF] (regional; Canada).<sup>43</sup> In 2017/18 municipalities and First Nations affected by the phase-out of coal in Alberta's electricity system could apply for grant</p>

<sup>39</sup> P.6 [Legislative Summary of Bill C-50: An Act respecting accountability, transparency and engagement to support the creation of sustainable jobs for workers and economic growth in a net-zero economy \(parl.ca\)](#)

<sup>40</sup> [Part Two: Existing policy frameworks for just transitions and other forms of socio-economic restructuring processes - Just Transitions: a comparative perspective - gov.scot \(www.gov.scot\)](#)

<sup>41</sup> [Canada's coal power phase-out reaches another milestone - Canada.ca](#)

<sup>42</sup> Heffron, R J. The Advance of Just Transition Commissions in [Achieving a Just Transition to a Low-Carbon Economy](#) (2021) p.66

<sup>43</sup> [Part Two: Existing policy frameworks for just transitions and other forms of socio-economic restructuring processes - Just Transitions: a comparative perspective - gov.scot \(www.gov.scot\)](#)

	<p>funding (total \$4,999,575) through the CCTF to support economic development initiatives that enable the transition away from economic reliance on coal-fired electricity generation<sup>44</sup>.</p> <p>Canada has just announced that it will make an up to \$1 billion commitment to coal transition and will work closely with the Climate Investment Funds (CIF) to help support its Accelerating Coal Transition (ACT) Program. CIF's newly created ACT program is a first-ever effort to advance a just transition from coal power to clean energy in emerging economies<sup>45</sup>.</p> <p>The Canada Coal Transition Initiative (CCTI) is an investment of \$35 million over five years. It supports skills development and helps communities adapt to a low-carbon economy. The fund was launched on 1 April 2018 and ends on 31 March 2023.</p> <p>The Canada Coal Transition Initiative – Infrastructure Fund was launched on 20 August, 2020. This \$150 million fund aims to help communities move away from coal by investing in infrastructure. The initiative is set to end on 31 March 2025<sup>46</sup>.</p>
<b>Other</b>	<p>Canada appears to have quite a labour/worker centred focus with ensuring just transition in addressing climate change and reducing emissions under the more recent Sustainable Jobs Act.</p> <p>However, not everyone is keen on the term and direction taken by the Sustainable Jobs Act and are concerned about the worker centred focus as a way to reduce emissions and the impacts this may have on the economy in Alberta and Canada as a whole.<sup>47</sup></p>

<sup>44</sup> [Coal Community Transition Fund | Alberta.ca](#)

<sup>45</sup> [Canada Announces Monumental \\$1 Bn Commitment to Coal Transition | Climate Investment Funds \(cif.org\)](#)

<sup>46</sup> [Canada Coal Transition Initiative - Canada.ca](#)

<sup>47</sup> [Federal government releases 'just transition' plan to shift to clean energy economy | Globalnews.ca](#)

## 5.2 United States

Component	Detail
Level	National and regional: to transition away from coal and power plants.
Legislation/ framework	National <a href="#">Clean Power Plan</a> (CPP) 2015 National <a href="#">Mid Century Strategy</a> 2016
Delivery	<p><a href="#">Clean Power Plan</a>: aimed to limit emissions from power plants and mapped out plans for decarbonisation of US economy. It emphasises community involvement and environmental justice and requires the development of state plans through community engagement. With a focus on where possible impacts to low-income communities, minority communities, and tribal communities could occur along with strategies to mitigate those impacts.</p> <p><a href="#">Mid Century Strategy</a>: a decarbonisation strategy in response to the Paris Agreement 2015. Provides a strategic framework to guide policies and investments for on a low-GHG pathway. It mentions just transition in relation to those connected to fossil fuel sector “The MCS demonstrates how the United States can meet the growing demands on its energy system and lands while achieving a low-emissions pathway, maintaining a thriving economy, and ensuring a just transition for Americans whose livelihoods are connected to fossil fuel production and use.”<sup>48</sup></p>

<sup>48</sup> [United States Mid-Century Strategy for Deep Decarbonization \(unfccc.int\)](#) p.6

<b>Commission</b>	<p>Closest example is the <a href="#">Appalachia Region Commission</a> (ARC) formed in 1965<sup>49</sup>. An economic development agency of the federal government and <a href="#">13 state governments</a> focusing on the Appalachian Region. “ARC’s mission is to innovate, partner, and invest to build community capacity and strengthen economic growth in Appalachia to help the Region achieve socioeconomic parity with the nation.”</p> <p>It receives federal funds to help the region transition from a coal mining economy.<sup>50</sup></p> <p>Commission was formed in the 1960s and is still in operation<sup>51</sup>.</p>
<b>Just Transition Fund</b>	<p><a href="#">Partnerships for Opportunity and Workforce and Economic Revitalization Plan</a> (POWER program) 2015: the first federal program targeted to communities impacted by the changing coal economy, particularly in Appalachia, facing decline of coal, health and retirement security for miners and families.</p> <p>Since 2015, the ARC has invested <b>\$421.6 million</b> in <b>507 projects</b> across Appalachia through the POWER Initiative. Together, these investments are projected to create or retain over <b>53,000 jobs</b>, leverage more than <b>\$1.81 billion</b> in additional private investment into Appalachia’s economy, and prepare over <b>142,000 workers and students</b> for opportunities in entrepreneurship, broadband development, tourism, and other industry sectors<sup>52</sup>.</p>

<sup>49</sup> Heffron, R.J. (2021). The Advance of Just Transition Commissions. In: Achieving a Just Transition to a Low-Carbon Economy. Palgrave Macmillan, Cham. [https://doi.org/10.1007/978-3-030-89460-3\\_4](https://doi.org/10.1007/978-3-030-89460-3_4)

<sup>50</sup> [Appalachia is trying to diversify its economy. Trump isn't helping. | The New Republic](#) and

<sup>51</sup> Heffron, R. J. The Advance of Just Transition Commissions in [Achieving a Just Transition to a Low-Carbon Economy](#) (2021) p.68

<sup>52</sup> [Partnerships for Opportunity and Workforce and Economic Revitalization Initiative - Appalachian Regional Commission \(arc.gov\)](#)

	<p><a href="#">Just Transition Fund</a> (JTF): Philanthropic fund set up by Rockefeller family and Appalachian Funders Network alongside six national and regional partners<sup>53</sup> The Fund was initially created to help local organisations secure funding through the POWER Initiative. It has evolved its approach over the years to support the national just transition more broadly, helping mining and power plant communities in major coal-affected areas of the United States tap into federal/state funding/grant opportunities.<sup>54</sup></p> <p>The fund is based on a guiding <a href="#">set of principles</a>.</p>
<b>Other</b>	<p>Provides one of the earlier examples of just transition that has helped to inform more recent examples<sup>55</sup>. While narrow in scope, it has had a focus mostly on job retention and job substitution in coal affected areas, particularly Appalachia.</p> <p><a href="#">National Economic Transition Platform</a> – Launched by the Just Transition Fund. Crafted by local, tribal and labor leaders to give national policymakers a framework for a national transition program for those hit hardest by the changing coal economy. To create sustainable, resilient, and inclusive communities.</p>

<sup>53</sup> [Part Two: Existing policy frameworks for just transitions and other forms of socio-economic restructuring processes - Just Transitions: a comparative perspective - gov.scot \(www.gov.scot\)](#)

<sup>54</sup> JTF [Our Initiatives - What We Do - Just Transition Fund](#)

<sup>55</sup> [Just transitions: a comparative perspective - gov.scot \(www.gov.scot\)](#)

### 5.3 Germany

Component	Detail
Level	National level climate framework and coal exit law for affected regions.
Legislation/ framework	National Climate Action Plan (2016) and Coal Exit Law (2020).
Delivery	<p>The <a href="#">Climate Action Plan 2050</a> (2016) was made in response to the Paris Agreement 2015. It introduces Germany's first specific target corridors for each economic sector. The plan emphasises that jobs and the economic outlook in regions dependent on the coal industry must be taken into account. To ensure this is introduced the Growth, Structural Change and Regional Development Commission (The Coal Exit Commission - discussed below) is intended "to build a consensus on the phase-out of coal by 2038 and promote a just transition".<sup>56</sup></p> <p><a href="#">Coal Exit Law</a> (2019): provides a step-by-step reduction and end of electricity production using coal in Germany<sup>57</sup>. It follows the <a href="#">coal exit commission</a>'s recommendations from 2019 e.g. supporting workers including training and internal recruitment, and supporting early retirement for employees aged 58 and older<sup>58</sup>. Covers economic support programmes in coal regions worth 40 billion euros.</p>

<sup>56</sup> [Germany's "Coal Commission": Guiding an Inclusive Coal Phase-Out | World Resources Institute \(wri.org\)](#)

<sup>57</sup> [Glossary beginning with C | Clean Energy Wire](#)

<sup>58</sup> [Germany's "Coal Commission": Guiding an Inclusive Coal Phase-Out | World Resources Institute \(wri.org\)](#)

<b>Commission</b>	<p>National <a href="#">Commission on Growth, Structural Change and Employment</a> (“Coal Exit Commission”) was established in 2018 under the <a href="#">Climate Action Plan</a> 2050.<sup>59</sup></p> <p>Its aim is to build a consensus on the phase-out of coal and promote a just transition.</p> <p>This sits under the Ministry for Economy and Energy, with responsibility for assessing the impact of coal phase-out on Germany’s energy transition, identifying opportunities for new jobs and investments in the affected regions; and developing a mix of instruments to support economic development, structural change, social cohesion and climate action<sup>60</sup>.</p> <p>Its membership consists of external appointments e.g. different stakeholders involved in the development of just transition to a low carbon economy<sup>61</sup>.</p> <p>Having published its final report for Government in 2019, recommending 2038 as the final year for coal in Germany, it appears to no longer be operating having completed its mandate.<sup>62</sup></p>
<b>Just Transition Fund</b>	<p>In August 2019, Germany’s federal cabinet passed the Structural Reinforcement Bill, which allocated <a href="#">40 billion euros</a> (\$44 billion) through to 2038 to help coal regions through the phase-out: 26 billion euros (\$28.6 billion) through federal programmes, and 14 billion euros (\$15.4 billion) for specific projects in North Rhine-Westphalia, Brandenburg, Saxony and Saxony-Anhalt</p>

<sup>59</sup> [Germany’s “Coal Commission”: Guiding an Inclusive Coal Phase-Out | World Resources Institute \(wri.org\)](#)

<sup>60</sup> [Germany’s “Coal Commission”: Guiding an Inclusive Coal Phase-Out | World Resources Institute \(wri.org\)](#)

<sup>61</sup> Heffron, R J. The Advance of Just Transition Commissions in [Achieving a Just Transition to a Low-Carbon Economy](#) (2021) Ch4.

<sup>62</sup> Ibid p.48 and 67

	The Coal Exit Law (2020) entails over 50 billion euros (\$56.17 billion) of spending on mining and generation plant operators, affected regions and employees, to lessen the impact of the transformation of energy assets.
<b>Other</b>	<p>Germany has one of the earliest examples of a more holistic approach that is considered as influencing just transition policy over the years<sup>63</sup>. This is with the 1970s restructuring of the Ruhr district away from coal and steel production towards ‘eco-industry’, knowledge-based services, and renewable energy<sup>64</sup></p> <p>It preceded the use of ‘just transition’ as a policy process.<sup>65</sup> It is based on a set of overlapping regional plans and activities responding to problems of pollution, depopulation and job loss in coal mining and steel. It transitioned through a range of initiatives that evolved over time from top down structural policies with limited consultation, to more bottom up regionalised structural policies in 1980s/90s empowering local actors<sup>66</sup>. It showed the importance of consultation and having local communities involved in the process.</p> <p>Examples of measures in the later stages, around 2007, are quite similar to those used in more recent Coal Exit Law, e.g.:</p> <p>Displaced workers receive decent compensation and help in acquiring new jobs. Miners who have worked for at least 20 years can retire at 49 and then receive a monthly stipend until they qualify for a</p>

<sup>63</sup> [A Report prepared for the Just Transition Commission 2020: Just Transitions a comparative perspective](#) p.3

<sup>64</sup> [A Report prepared for the Just Transition Commission 2020: Just Transitions a comparative perspective](#) (2020) p.5

<sup>65</sup> [A Report prepared for the Just Transition Commission 2020: Just Transitions a comparative perspective](#) (2020) p.5

<sup>66</sup> [Germany: The Ruhr Region's Pivot from Coal Mining to a Hub of Green Industry and Expertise | World Resources Institute \(wri.org\)](#) and [IJLR 2014 - Vol. 6 - Issue 2 \(ilo.org\)](#)



	pension. Young miners are given another energy or mining job, or else are retrained while still receiving decent pay <sup>67</sup>
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## 5.4 New Zealand

Component	Detail
Level	Communities and organisations are encouraged to run their own just transition processes.
Legislation/ Framework	<p><a href="#">Committed</a> to the <a href="#">International Just Transition Declaration</a>, launched at COP26 in Glasgow 2021.</p> <p>Commits to just transition under current <a href="#">Emission Reduction Plan</a> produced under the <a href="#">Climate Change Response (Zero Carbon) Amendment Act 2019</a>. Second Emission Reduction Plan was out for consultation to August 2024.</p> <p>Adaptation plan which works alongside the Emission Reduction Plan</p>
Delivery	<p><a href="#">Emission Reduction Plan</a> facilitates:</p> <p><b>Just Transition Partnership Programme</b> – supports regional communities to understand, plan and successfully manage their transitions. The process empowers communities to lead transition planning so that all parts of the community are included in shaping their future. Actions are tailored to the</p>

<sup>67</sup> As above p.15

community's specific needs and aspirations. Examples include [Taranaki Roadmap 2050](#) (2019) based on a set of themes, which includes well-being<sup>68</sup> and development of subsequent [Action Plans](#).

**Equitable Transition Strategy** – in collaboration with people and communities who will be most affected by the transition. Based on a set of objectives considering impacts of transition to low emissions on jobs, businesses and also wider community and social groups.<sup>69</sup>

**Industry transformation plans** (ITPs) – which bring together relevant parties in a sector to understand opportunities and challenges, including decarbonisation, actions that can be taken by industry, the Government and others to support transformation of the sector.

ITPs are produced for eight sectors: agritech, advanced manufacturing, construction, digital technologies, fisheries, food and beverage, forestry and wood processing and tourism. E.g. the forestry and wood processing ITP aims to lift productivity, increase value, add processing and catalyse the production of new low-emissions products and energy to support Aotearoa New Zealand's transition.<sup>70</sup>

**Welfare and employment support systems** – main benefit increases, changes to eligibility for the In-Work Tax Credit, increased support for families<sup>71</sup>.

<sup>68</sup> [Taranaki-2050-Roadmap.pdf](#) p.2

<sup>69</sup> [Emission Reduction Plan](#) p.66/67

<sup>70</sup> [Emission Reduction Plan](#) p.69

<sup>71</sup> [Emission Reduction Plan](#) p.71

	<p><b>Support for households</b> – more access to affordable public transport, social leasing schemes for low income families to access low/zero emission vehicles etc<sup>72</sup>.</p> <p><a href="#">Adaptation Plan: this</a> works alongside the Emission Reduction Plan<sup>73</sup>. It lists a number of measures to ensure that the transition is equitable, fair and inclusive. This includes support to those most affected and least able to adapt, particularly lower-income households, support workers to adapt by transitioning to quality jobs at lower risk from the effects of climate change.<sup>74</sup> For example action 9.10 is to implement a New Zealand income insurance scheme, which would support workers with a proportion of income replacement for up to seven months if they lose their job through no fault of their own.<sup>75</sup></p>
<b>Commission</b>	<p>No specific Just Transition Commission. Appears to fall under the mandate of the <a href="#">Climate Change Commission</a>. It provides the Government with advice, monitoring and reporting that supports New Zealand's transition to a climate-resilient, low emissions future. Makes recommendations to government in relation to ensuring a just transition e.g. the Commission recommended that the Government develop an equitable transition strategy to enable an inclusive transition that maximises opportunities and minimises disruption and inequities<sup>76</sup>.</p>

<sup>72</sup> [Emission Reduction Plan](#) p.74 for more examples

<sup>73</sup> [Urutau, ka taurikura: Kia tū pakari a Aotearoa i ngā huringa āhuarangi | Adapt and thrive: Building a climate-resilient New Zealand \(environment.govt.nz\)](#) p.8

<sup>74</sup> As above p.32

<sup>75</sup> As above p.171

<sup>76</sup> [Emission Reduction Plan](#) p.66

	<p>Unlike the external membership of Scotland's Commission, it consists of civil servants who engage with stakeholders.<sup>77</sup></p> <p>Unlike some of the other just transition commission examples, the Climate Commission does not have fixed terms date, and is more ongoing in nature<sup>78</sup>.</p>
<b>Just Transition Fund</b>	<p>Examples of funds for just transition include:</p> <p><a href="#">Southland just transition fund</a> - NZ Government invested \$108m in Southland's just transition. The funding delivers on the just transition's goals of "creating new industries, transitioning workers and skills, and supporting long-term planning." The package includes:</p> <ul style="list-style-type: none"> <li>• \$100m to deliver the Regional Hydrogen Transition, supporting early adopters consuming green hydrogen to deliver a just transition to a high wage, low emission economy.</li> <li>• \$8m to support other high-impact projects identified through the just transition process, including funding for: <p style="margin-left: 40px;">The Southland Engineering and Manufacturing Cluster – this will support suppliers to transition and participate in new economic opportunities and continue to support existing major industries. The cluster will target 100 businesses.</p> </li> </ul> <p>The NZ\$193.75 million <a href="#">Regional Strategic Partnership Fund</a> that, guided by regional priorities, supports the development of more productive, resilient, sustainable, inclusive and Māori-enabling</p>

<sup>77</sup> Heffron, R J. The Advance of Just Transition Commissions in [Achieving a Just Transition to a Low-Carbon Economy](#) (2021) Ch4.

<sup>78</sup> Ibid p.68

	<p>regional economies.<sup>79</sup> Focus on economic outputs and well-being. Funds have been fully allocated by August 2023 and is no longer taking applications.<sup>80</sup></p> <p>Local council funds e.g., established in 2020 in Greater Wellington to restore native forests, peatlands and dunes to remove carbon from the atmosphere and realise wider social and environmental benefits<sup>81</sup>. By borrowing against a free allocation of carbon credits, the fund includes:</p> <ul style="list-style-type: none"> <li>• \$1.4 million to restore 128.5 hectares of peatland and dune forest at Queen Elizabeth Park.</li> <li>• \$370,000 to restore 21.8 hectares of pasture at Kaitoke Regional Park.</li> </ul>
<b>Other</b>	<p>NZ has a similar emissions profile to NI, with agriculture also being the main emitting sector (53% in 2022).<sup>82</sup> The approach used is very much driven by local communities and supported by government to allow them to tailor just transition to their own vision and specific needs.</p> <p><a href="#">Taranaki Roadmap 2050</a> (2019) – makes linkage between just transition and well-being.</p> <p>Scotland refers to NZ and its Roadmap 2050 and as an example for its development of Just Transition Plans, due to the emphasis on locally tailored plans, co-designed by government and all</p>

<sup>79</sup> [Emission Reduction Plan](#) p.69

<sup>80</sup> [The Regional Strategic Partnership Fund | Grow Regions](#)

<sup>81</sup> [Emission Reduction Plan](#) p.94

<sup>82</sup> [New Zealand's Greenhouse Gas Inventory 1990–2022: Snapshot | Ministry for the Environment](#)

	<p>players. The difference is Scotland goes beyond the more labour/workforce focus of NZ, and includes other key players not mentioned in the NZ example, such as youth etc.<sup>83</sup></p> <p><a href="#">The Future of Work Tripartite Forum</a>, which first met in August 2018, is a partnership between the Government, Business New Zealand (representative of business groups), and the New Zealand Council of Trade Unions. It aims to support New Zealand businesses and workers with a transition to a low-emissions economy and has a dedicated workstream on just transitions. Advises the government on strategies etc., e.g. the equitable transition strategy.<sup>84</sup></p> <p>Global Research Alliance on Agricultural Greenhouse Gases – provides international collaboration on the tools and technologies farmers need for a transition, which NZ is part of.<sup>85</sup></p>
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## 5.5 Scotland

Component	Detail
Level	National: for the <a href="#">Scottish Government</a> a just transition is both the outcome – a fairer, greener future for all – and the process that must be undertaken in partnership with those impacted by the transition to net zero. It supports a net zero and climate resilient economy in a way that delivers fairness and tackles inequality and injustice.

<sup>83</sup> [National Just Transition Planning Framework - Just Transition - A Fairer, Greener Scotland: Scottish Government response - gov.scot \(www.gov.scot\)](#)

<sup>84</sup> [Emission Reduction Plan](#) p.68

<sup>85</sup> Emission Reduction Plan 2 Discussion document [New-Zealands-second-emissions-reduction-plan-Discussion-document.pdf \(environment.govt.nz\)](#) p.69

<b>Legislation/ Framework</b>	<a href="#">Climate Change Act 2009</a> (s.35c)
<b>Delivery</b>	<p>The guiding set of just transition principles are set out in s35 of the Act, these include: supports environmentally and socially sustainable jobs; supports low-carbon investment and infrastructure; develops and maintains social consensus through engagement with workers, trade unions, communities, non-governmental organisations etc; creates decent, fair and high-value work; sustainable economic approaches which help to address inequality and poverty.</p> <p><a href="#">National Just Transition Planning Framework</a> – the Just Transition Commission recommended that the Scottish Government develop a consistent and ambitious approach to planning a transition so as to ensure equality and justice. The Framework will inform and complement pre-existing work, including industry-led initiatives. It is to be used by any industries, economic sectors, regions or individual organisations that have a role to play in transforming the economy<sup>86</sup>.</p> <p>From this Framework, Just Transition Plans will be developed.</p> <p><a href="#">Just Transition Plans</a> - A series of Just Transition Plans for sectors of the economy, including high emitting industries, will be co-designed and produced by the Scottish Government. They will be based on a set of National Just Transition Outcomes, which include: supporting citizens, communities and place in affected regions, jobs, skills and education, fair distribution of costs and benefits and addressing inequality, environmental protection and restoration, resource efficient, sustainable</p>

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<sup>86</sup> [National Just Transition Planning Framework - Just Transition - A Fairer, Greener Scotland: Scottish Government response - gov.scot \(www.gov.scot\)](#)

	<p>decarbonisation, equality and human rights implementation, addressing fuel poverty and child poverty.<sup>87</sup></p> <p>Each Plan will act as a guiding document for public and private sector activity up to, and including, 2045. Due to the co-design nature, each Plan will vary in style, and in terms of the context in which it is developed and produced.<sup>88</sup></p> <p>The <a href="#">refreshed Scottish Government Energy Strategy</a> will be an example of a sectoral Just Transition Plan.<sup>89</sup> Just Transition Plans may be produced for specific high emitting industries. For example, the Scottish Government's Programme for Government 2022 to 2023 committed to develop a <a href="#">Just Transition Plan for the Grangemouth Industrial Cluster</a>, due to expected major impacts as it makes changes to adjust to net zero by 2045, reflecting the fact that the site represents one such area that can be expected to undergo major structural shifts to 2045.<sup>90</sup></p>
<b>Commission</b>	<p>The <a href="#">Scottish Just Transition Commission</a> was established in 2017. It provides independent scrutiny and advice on how to put justice at the heart of climate action in Scotland.</p> <p>Key roles include:</p> <ul style="list-style-type: none"> <li>• Advises Ministers on development of transition plans to be co-designed and co-delivered by communities, businesses, unions and workers, and all society.</li> </ul>

<sup>87</sup> [National Just Transition Planning Framework - Just Transition - A Fairer, Greener Scotland: Scottish Government response - gov.scot \(www.gov.scot\)](#)

<sup>88</sup> [National Just Transition Planning Framework - Just Transition - A Fairer, Greener Scotland: Scottish Government response - gov.scot \(www.gov.scot\)](#)

<sup>89</sup> [National Just Transition Planning Framework - Just Transition - A Fairer, Greener Scotland: Scottish Government response - gov.scot \(www.gov.scot\)](#)

<sup>90</sup> [Developing Just Transition Plans - Just Transition for the Grangemouth industrial cluster: discussion paper - gov.scot \(www.gov.scot\)](#)



	<ul style="list-style-type: none"> <li>• Evaluates and monitors delivery of just transition and plans.</li> <li>• Engagement with those most affected by transition and ensuring they contribute and shape it.</li> <li>• Collaboration with other advisory bodies e.g. CCC, Inequality Commission, Fair Work Convention etc.</li> </ul> <p>Its membership consists of external appointments of 16 <a href="#">Commissioners</a> with varying backgrounds across public, private, NGOs and academic sectors covering areas such as climate change, energy, economics, equality, environment, trade unions etc. The Commission has a <a href="#">Memorandum of Understanding</a> with the Scottish Government in terms of its role and relationship.</p> <p>Example of work – ensuring and advising on just transition plans for high emitting sites:</p> <p>“The Scottish Government should now ensure that those with responsibility for each of the top 20 industrial emission sites in Scotland, including operations at Peterhead, Mossmorran, Dunbar, St Fergus, Markinch, Lockerbie, Shetland, Irvine, Alloa, Dalkeith, Stirling and Girvan, are required to consult, negotiate and publish a just transition plan to show how the social and environmental dimension of transition will be managed”<sup>91</sup>.</p> <p>The JTC delivered its <a href="#">final report</a> in March 2021, at which point the Scottish Government stated: “the life of this Commission draws to a close”.<sup>92</sup> A <a href="#">second iteration</a> was established in December 2021 to run for another term throughout the current Parliamentary period.</p>
<b>Fund</b>	<p><a href="#">The Just Transition Fund</a> (JTF) is a £500 million ten-year commitment that will support projects in the North East and Moray to contribute towards the region’s transition to net zero.</p>

<sup>91</sup> [Letter to the UK Government – Just Transition Commission](#)

<sup>92</sup> Scottish Just Transition Commission (2021) [A National Mission for a greener fairer Scotland](#) p.72

It has [allocated](#) £75m to date:

- A £50 million capital grant programme supporting 24 projects, including £1 million per annum ringfenced specifically for community projects through Just Transition Participatory Budgeting (PB); and
- £25 million allocated to the Scottish National Investment Bank for 2023-24, to be invested in the region

[Examples:](#)

- Seedpod (2022 -2024) centre for innovation and growth in the net zero food & drink industry. JTF contributed £3.1m towards the £27m project.
- Just Transition Hub James Hutton Institute (2022-2025) - Net zero innovation hub with a land-use and agriculture focus (£7.1m);
- Moray Council Just Transition Masterplan - support Moray's journey away from fossil fuels, including projects to support offshore renewables, creation of a local hydrogen economy, natural capital approach to offsetting, and redeveloping derelict land and premises (£881,000).

[The Scottish Oil and Gas Transition Training Fund](#) - was a three-year programme established in February 2016 to support workers in the struggling oil and gas sector. It provided grants of up to £4,000 to workers for training and reskilling for future employment opportunities in a net zero economy. This informed a key COVID-19 pandemic response measure launched in October 2020: the £25 million [National Transition Training Fund](#), which helped workers who lost jobs in declining sectors, including aviation, and oil and gas.

	<p>It retrains oil and gas workers to transition to new roles in more sustainable industries (Piggot et al., 2019).<sup>93</sup></p> <p>Funding to support oil and gas workers to transition to new roles as North Sea oil production is reduced.</p>
<b>Other</b>	<p>First region to have a National Just Transition Planning Framework<sup>94</sup>, from which others have taken example from e.g. Ireland and Wales.</p> <p>There is also evidence of a link being made between delivery of just transition and well-being under the <a href="#">National Strategy for Economic Transformation (NSET)</a>. The process of Just Transition Planning will inform the development of NSET<sup>95</sup>. The NSET is described as taking decisive steps towards the creation of a well-being economy, while driving a green economic recovery to meet climate and nature targets and ensuring a just transition<sup>96</sup>.</p> <p><a href="#">‘Farming for a Better Climate’</a> (‘FFBC’) a Scottish Government initiative launched 2009 which has undergone reforms<sup>97</sup>. It provides practical support to farmers and help to reduce the sector’s impact on the climate. It combines ideas trialed by a number of volunteer ‘Climate Change Focus Farms’ and information from scientific research. It offers practical advice to help farmers choose the most relevant measures to improve their farm performance and demonstrates how proposed changes could make sound business sense for the farm and reduce greenhouse gas emissions.</p>

<sup>93</sup> [International-approaches-to-a-just-transition-Policy-briefing.pdf \(wcpp.org.uk\)](#)

<sup>94</sup> [National Just Transition Planning Framework - Just Transition - A Fairer, Greener Scotland: Scottish Government response - gov.scot \(www.gov.scot\)](#)

<sup>95</sup> [National Just Transition Planning Framework - Just Transition - A Fairer, Greener Scotland: Scottish Government response - gov.scot \(www.gov.scot\)](#)

<sup>96</sup> [Scotland's National Strategy for Economic Transformation - gov.scot \(www.gov.scot\)](#)

<sup>97</sup> [Farming for a better climate - gov.scot \(www.gov.scot\)](#)

## 5.6 Ireland

Component	Detail
Level	National
Legislation\ framework	<a href="#">Climate Action and Low Carbon Development (Amendment) Act 2021</a>
Delivery	<p>Climate Action and Low Carbon Development (Amendment) Act 2021(s.6(8K)) requires the production of a climate action plan and strategy which must ensure a just transition to a climate neutral economy which endeavours, to (i) maximise employment opportunities, and (ii) support persons and communities that may be negatively affected by the transition<sup>98</sup>.</p> <p><a href="#">Climate Action Plan 2023</a></p> <p>This provides for a Just Transition Framework based on a set of four principles in which any climate change policies and regulations must align with and ensure they are addressed in their design and implementation:</p> <p>(1) An integrated, structured, and evidence-based approach to plan a response to just transition requirements. (2) People are equipped with the right skills to be able to participate in and benefit from the future net zero economy. (3) The costs are shared so that the impact is equitable and existing</p>

<sup>98</sup> [Climate Action and Low Carbon Development \(Amendment\) Act 2021 \(irishstatutebook.ie\)](#)

	inequalities are not exacerbated. (4) Social dialogue to ensure impacted citizens and communities are empowered and are core to the transition process <sup>99</sup> .
<b>Commission (er)</b>	<p>The Irish Government appointed a <a href="#">Just Transition Commissioner</a> in 2019 to advise government and commission research on impacts etc. within the Midlands region.</p> <p>The Climate Action Plan provides for the establishment of a Just Transition Commission to provide independent advice and recommendations to the Government on the just transition implications of policy development for the Climate Action Plan and just transition policy, in line with the just transition framework.<sup>100</sup> A <a href="#">recruitment campaign</a> for the membership of the Commission is now underway.</p> <p>The National Dialogue on Climate Action (NDCA) will be the key mechanism for facilitating the social dialogue process as part of the just transition. Actions will include awareness-raising, communications, and ensure community engagement and participation, using a model that has been co-designed with stakeholder participation and informed by broad public participation, and social and behavioural research.<sup>101</sup></p>
<b>Just Transition Fund</b>	In November 2022, the European Commission adopted Ireland's <a href="#">Territorial Just Transition Plan</a> (see below), which incorporated €84.5 million of funding from the <a href="#">EU Just Transition Fund</a> for 2021 - 2027. Match funding from the Irish Government brings the total to €169 million to 2027. This also gives access to EU Investment Bank loans <sup>102</sup> .

<sup>99</sup> Climate Action Plan 2023 <https://assets.gov.ie/270956/94a5673c-163c-476a-921f-7399cdf3c8f5.pdf> p.70

<sup>100</sup> Climate Action Plan 2023 <https://assets.gov.ie/270956/94a5673c-163c-476a-921f-7399cdf3c8f5.pdf> p.71

<sup>101</sup> Climate Action Plan 2023 <https://assets.gov.ie/270956/94a5673c-163c-476a-921f-7399cdf3c8f5.pdf> p.77

<sup>102</sup> [Just Transition funding sources - European Commission \(europa.eu\)](#)

	<p>Unlike the Just Transition Fund under the NI Climate Change Act, the Irish Government's goes wider than agriculture. However, it does appear to have a large focus on peat extraction in the midlands with it being one of its three priorities<sup>103</sup>.</p> <p>Other forms of EU funding available for just transition include: <a href="#">Horizon Europe</a>; <a href="#">Funding for climate action</a>; <a href="#">LIFE Programme</a>; <a href="#">Innovation Fund</a>; <a href="#">Modernisation Fund</a>; <a href="#">Connecting Europe Facility</a>.<sup>104</sup></p>
<b>Other</b>	<p>In 2022, Ireland has produced a <a href="#">Territorial Just Transition Plan</a> (TJTP) with respect to receiving the EU's Just Transition Fund. The TJTP sets out the impacts on the region as a result of the ending of peat extraction for energy production and identifies the development needs and priorities for the territory in order to address these impacts<sup>105</sup>. It may be of interest to find out whether a similar exercise, regardless of EU funding, would be useful to be produced for NI?</p> <p>Similar to Scotland, Ireland has mentioned a Just Transition Framework under its Climate Action Plan for the delivery of just transition. It is unclear whether this Framework forms part of the Climate Action Plan, or will be a stand-alone document, similar to Scotland.</p>

<sup>103</sup> [European Just Transition Fund - EU Funds](#)

<sup>104</sup> [Just Transition funding sources - European Commission \(europa.eu\)](#)

<sup>105</sup> [gov - EU Just Transition Fund \(www.gov.ie\)](#)

## 5.7 Wales

Component	Detail
Level	National
Legislation/ Framework	Well-being of Future Generations Act (2015) suggested to be the main legislative framework <sup>106</sup> . Net Zero Plan 2021 Net zero Strategic Plan 2022
Delivery	<a href="#">Net Zero Wales Plan (2021)</a> sets out Wales policies and actions in achieving the newly set (at the time) net zero target. Policy 1 is on ensuring just transition. It made the first connection to achieving just transition with the Well-being of Future Generations Office and Wellbeing of Future Generations (Wales) Act (2016) <sup>107</sup> . <a href="#">Net Zero Strategic Plan (2022)</a> : This outlines Wales priority decarbonisation initiatives to achieve net zero. In doing so it makes the connection between achieving net zero through just transition and the Well-being of Future Generations Act. <sup>108</sup> <a href="#">Well-being of Future Generations Act</a> (2015)

<sup>106</sup> [Just Transition to Net Zero Wales: Call for Evidence](#) p.6

<sup>107</sup> [42949 Second All Wales Low Carbon Delivery Plan \(2021-2025\) \(gov.wales\)](#) p.20

<sup>108</sup> [Welsh Government's Net Zero Strategic Plan](#) p.3, 13, 14.

The WBFGA has been suggested by the Welsh Government as the best delivery mechanism for just transition in Wales<sup>109</sup>. The WBFGA has a set of well-being goals and indicators, which have been suggested as being appropriate for the delivery of just transition under a Just Transition Framework.<sup>110</sup>

#### [Just Transition Framework](#)

The Welsh Government consulted on a Framework from December 2023 to March 2024. The call for evidence stated “the Just Transition Framework will provide a strategic approach to achieving a just transition which is fair, inclusive, and built on a vision that is driven by improved ‘well-being’ for society”<sup>111</sup>.

Respondents to the call for evidence indicated that the WFGA provides a coherent and sustainable framework to implement a just transition. It was suggested as a good fit as it implements a holistic view and focuses on inclusion and inequalities.<sup>112</sup>

A set of guiding principles will be produced under the Framework, however further detail on these is needed.<sup>113</sup>

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<sup>109</sup> [Just Transition to Net Zero Wales: Call for Evidence](#) p.6

<sup>110</sup> [Consultation – summary of responses: Just Transition Framework \(gov.wales\)](#) p.8

<sup>111</sup> [Just Transition to Net Zero: Wales Call for Evidence \(gov.wales\)](#) p.5

<sup>112</sup> [Consultation – summary of responses: Just Transition Framework \(gov.wales\)](#) p.24 and p.31

<sup>113</sup> [Consultation – summary of responses: Just Transition Framework \(gov.wales\)](#) p.30/31



<b>Commission</b>	<p>No specific Just Transition Commission as yet.</p> <p>During the latest Just Transition Framework consultation, an independent commission was called for, with the power to provide practical recommendations for a just transition, as in Scotland. Others suggested the Well-being of Future Generations Act's <a href="#">Public Service Boards</a> to be empowered and used as part of a just transition.<sup>114</sup></p> <p>There is a <a href="#">Future Generations Commissioner</a> for Wales established under the WFGA 2015.</p>
<b>Fund</b>	<p>A specific Just Transition Fund has not been set up as yet, though it was an area of discussion in the recent Just Transition Framework consultation. It was suggested there needs to be targeted financial support and incentive for: adopting sustainable practices, especially for low-income individuals and communities; for energy-efficient upgrades in homes with reduced costs for electric vehicles and public transport.<sup>115</sup></p>
<b>Other</b>	<p>Wales in the process of developing a Framework for the delivery of just transition, similar to Scotland. While other countries, such as NZ and Scotland, have linked just transition and well-being, it appears Wales is taking more of a well-being centred approach by using existing well-being legislation for its delivery.<sup>116</sup></p>

<sup>114</sup> [Consultation – summary of responses: Just Transition Framework \(gov.wales\)](#) p.39

<sup>115</sup> [Consultation – summary of responses: Just Transition Framework \(gov.wales\)](#) p.54

<sup>116</sup> [Just Transition to Net Zero: Wales Call for Evidence \(gov.wales\)](#) p.7

	<p>The Welsh Government's Annual Report (July 2024) on delivering well-being objectives mentions the importance of just transition in reducing emissions across its different sector under its objective 4: Build a stronger, greener economy as we make maximum progress towards decarbonisation.<sup>117</sup></p> <p>Part of Wales' policy development considered the importance of equality in achieving just transition to net zero. A <a href="#">Mainstreaming Equality and Just Transition Evidence Panel</a> was set up and reported (Dec 2023) recommendations on how to integrate this into the just transition framework.</p>
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<sup>117</sup> [Welsh Government Annual Report 2024 | GOV.WALES](#)

## 6 Considerations

- Examples provided have taken a range of legislative approaches to just transition. Scotland and Ireland have provided the legislative framework through climate change legislation, while Wales is considering using well-being legislation under the Future Generations and Well-being Act 2015. Canada, which has had a history of a more industry specific and labour orientated approach to just transition, has recently used the Sustainable Jobs Act 2024 as the main legislative mechanism.
- As far as definitions go, there does not appear to be a universal overarching definition as such. However, each country or region appear to provide a description of what just transition specifically means for them. It may be of interest to find out whether NI will provide something similar? And whether this would be tailored to different sectors of the economy, perhaps through the Just Transition Commission?
- In terms of delivery, most examples have provided for a general set of principles closely based on ensuring social, economic and environmental justice e.g. ensuring job security and employment rights, well-being, equality and environmental protection and conservation etc. Scotland has, however, been one of the first to provide a National Just Transition Planning Framework. Based on the just transition principles, the aim is to plan for and ensure a consistent approach, including the use of existing initiatives, under which more specific sectoral and specific industry Just Transition Plans will be produced. In fact, Ireland and Wales have stated their intention to produce a framework similar to Scotland. It may be of interest to find out if NI will produce one along with a set of just transition plans?
- Similar to other areas e.g. Wales and Scotland (under its National Strategy for Economic Transformation), will NI provide for a more formal link between just transition and well-being?
- Some of the examples have established a specific Just Transition Commission (Scotland), are in the middle of establishing one (Ireland), or are considering one or the use of existing Commissions (Wales under the Well-

being of Future Generations Act's Public Service Boards and Future Generations Commissioner, or NZ under its established Climate Change Commission).

- There appears to be two types of Commission membership in the examples explored. Those with external appointments representing different stakeholders, such as Scotland and Germany. And internal membership of civil servants who engage with stakeholders e.g. New Zealand. What form of membership will the NI Just Transition Commission be made of; will it be similar to Scotland?
- Some of the examples have just transition commissions with a fixed term that have produced final reports to their Governments and are no longer in operation e.g. Canada, Germany. Scotland's JTC produced its final report and finished its term in 2021, after which a second iteration was established. The Appalachian Commission in the US, established in 1960s, is still in operation. Will a NI Commission operate on a fixed term basis or not?
- NZ provides for just transition under its Climate Change Commission. Is this a model that NI should consider?
- It may be useful to find out what information the Executive Office Committee has received in relation to the set-up of the Climate Commissioner? Where will funds come from for the establishment of a Climate Commissioner and Just Transition Commission? And how will any overlap in roles be addressed and considered e.g. with the Climate Change Commissioner, Equality Commission, Children and Young People Commissioner etc? Could this be done through MoUs, similar to the OEP and NI Public Service Ombudsman?
- There are various forms of funds and funding provided across the examples considered. Similar to NI, Scotland and Ireland have a specific Just Transition Fund, however with a wider remit than the Just Transition Fund for Agriculture in NI. For example, in Scotland the Just Transition Fund has supported a range of projects from the food and drink industry, to off shore renewable energy. The NZ Southland Just Transition Fund shows an

example of a more labour specific approach to encourage the emergence of new industries to provide employment opportunities away from fossil fuel.

- Most of the funds are provided by governments, however Ireland receives EU funding which it match funds. NZ has a council driven fund, the Low Carbon Acceleration Fund for natural carbon sink restoration e.g. forests, peatlands etc. This is funded through borrowing against free allocation of carbon credits. Is this something that NI could consider?
- With no access to EU funding, how will the NI Just Transition Fund be set up e.g. through existing CAP? How is this likely to impact other areas relying on farm support? Have views on this been sought, particularly from the farming community?
- Will NI have access to loans/grants to supplement the Just Transition Fund, similar to Ireland which has access to EU Investment Bank loans?
- In relation to obtaining EU just transition funding, Ireland has produced a Territorial Just Transition Plan. This sets out the impacts on the region as a result of the ending of peat extraction for energy production. It also identifies the development needs and priorities for the territory in order to address these impacts<sup>118</sup>. It may be of interest to find out whether a similar exercise, regardless of EU funding, would be useful, or good practice, to be produced for NI?
- Will NI departments make budgetary bids for delivering just transition?
- A recent [Report](#) (September 2024) from the the Strategic Dialogue on the Future of EU Agriculture, launched by the President of the EU Commission<sup>119</sup>, recommends that a temporary Just Transition Fund should be established outside the CAP<sup>120</sup>. The DAERA Minister has highlighted the importance of exploring a similar approach to be taken in NI, dependent on

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<sup>118</sup> [gov - EU Just Transition Fund \(www.gov.ie\)](#)

<sup>119</sup> EC [Strategic Dialogue on the future of EU agriculture - European Commission \(europa.eu\)](#)

<sup>120</sup> Strategic Dialogue on the future of EU agriculture (4 September 2024) [A shared prospect for farming and food in Europe](#)

discussions with the DEFRA SoS (as discussed in s.4 of this paper).  
However, the Committee may wish for further detail on the discussions.

## 7 Recommendations

[A Report prepared for the Scottish Just Transition Commission 2020: Just Transitions a comparative perspective](#) (Part 3) made the following recommendations, which based on lessons from the above examples, may be relevant to the delivery of just transition in NI:

### 7.1 Planning and investment

- Develop early strategic planning;
- Diversify economic activity to attend holistically to a range of issues beyond job substitution and retraining, such as new infrastructures, the development of new green industries, and educational initiatives, amongst others;
- Consider the role of decentralisation of infrastructures, such as energy schemes, and local/community/public ownership of land and other resources in ensuring a fair and equitable just transition;
- Recognise that actions taken in the name of a just transition in one place may lead to problems in others;

### 7.2 Engagement

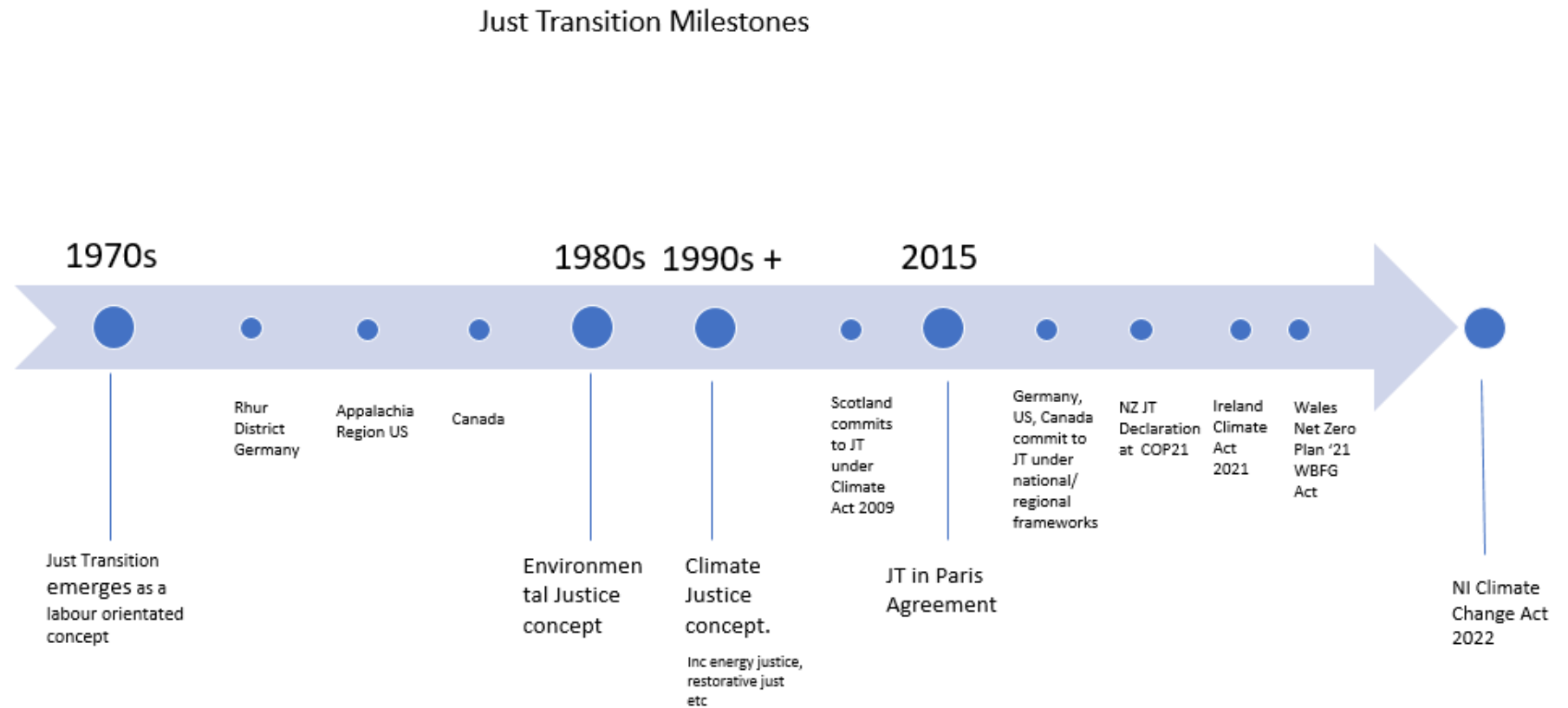
- Distribute the benefits and burdens of transition equally across the population;
- Develop for this purpose mechanisms for enabling multi-stakeholder participation in transition planning processes, and effective forms of procedural and distributive justice;
- Broaden out transition processes so that they do not focus narrowly on fossil fuel workers, but attend to wider vulnerable populations across the socio-economic system;

- Ensure that new projects speak to people's imaginations and help reorganise aspirations around different possibilities – how to work differently, how to care differently for others and for the environment; how to educate differently; how to build housing; how public participation in political life could expand, etc.;
- Address gender, racial, and class disparities;

### 7.3 Policy development

- Embed just transition in every aspect of legislation, regulation and planning;
- Recognise that whilst centralised strategic planning, regulation and legislation is necessary, transitions are context-specific, and accordingly localities, communities, and regions should lead transition responses;
- Establish appropriate forms of education and expertise for the purposes of a just transition and draw on existing expertise and infrastructures in doing so.

## Appendix 1: Main Just Transition Milestones





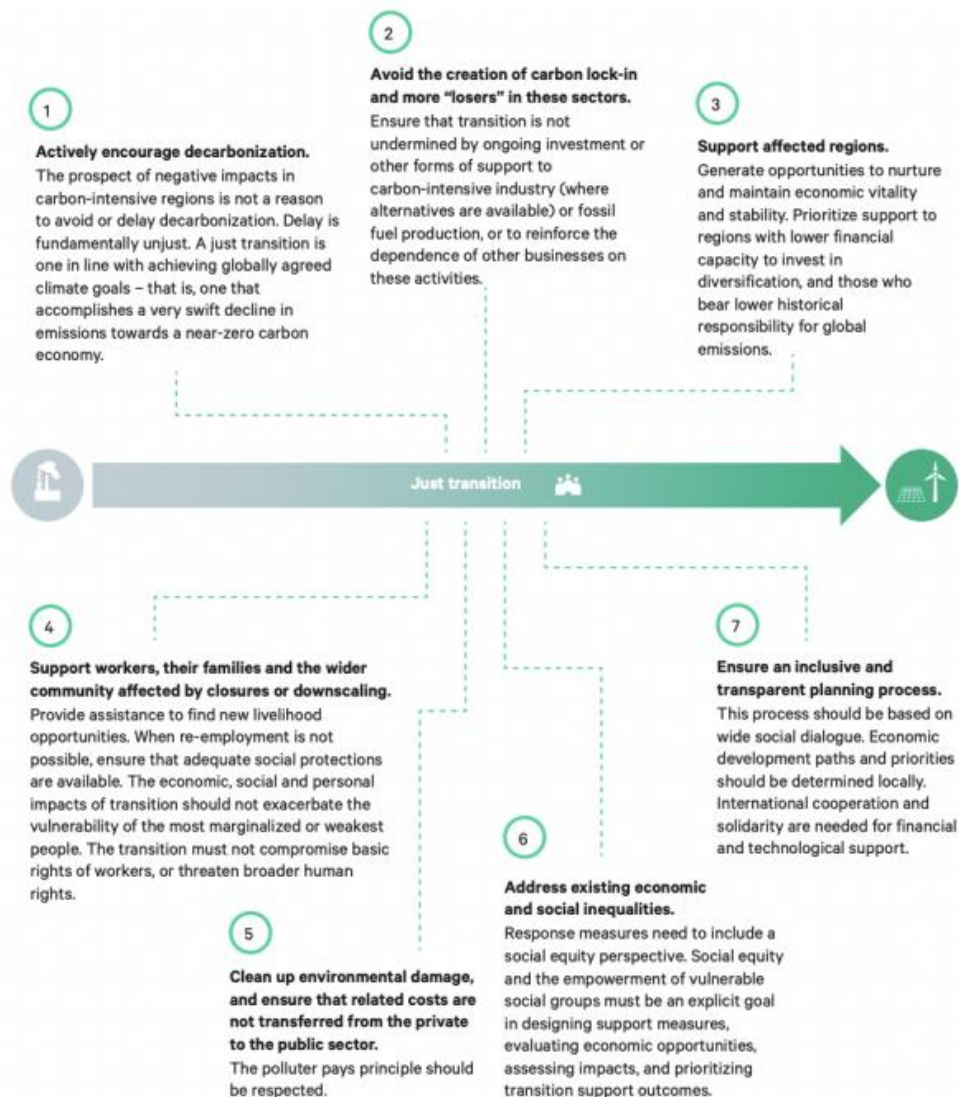
## Appendix 2: Examples of just transition guiding principles

### 1 Eight Principles for a Just Energy Transition

These are from the Fredrich Ebert Foundation which has more of a justice-based approach with climate, socioeconomic and political dimensions:

Climate Dimension of Justice	Socio-economic Dimension of Justice	Political Dimension of Justice
The national energy transition reflects the ambition to achieving zero GHG emissions by 2050.	The energy transition aims to create decent work, reflects commitments to support those who are losing jobs, and strives to reduce climate risks of vulnerable people.	Due multi-stakeholder participation is ensured in the energy transition process.
The energy transition is closely aligned with implementation of SDGs.	The energy transition should have a positive impact on social equity.	Good governance, transparency and accountability are ensured in the energy transition.
	The energy transition should contribute to gender equality.	Human rights are respected, protected and fulfilled in the energy transition.

## 2 Stockholm Environment Institute principles for a just transition:



Source: [Atteridge and Strambo 2020](#) (p.7) as referenced by WCPP<sup>121</sup>

## 3 Other examples of just transition principles:

Emden and Murphy (2019) recommend that securing a just transition should be measured according to the following labour-oriented principles:<sup>122</sup>

<sup>121</sup> WCPP [International-approaches-to-a-just-transition.pdf \(wcpp.org.uk\)](#) (p.14)

<sup>122</sup> [International-approaches-to-a-just-transition.pdf \(wcpp.org.uk\)](#) p.11/12

1. **Engagement with communities:** Adequate and informed consultation is integral to the establishment of common and sustainable goals. To achieve this, national and local government as well as employers undertaking just transition policies must engage with and prioritise employment from local communities and, where possible, provide training for workers in these areas.
2. **Flexibility:** A recognition that there is no 'one size fits all' policy. Just transition programmes must therefore be designed with the local conditions, economic sectors and types and sizes of enterprises in mind.
3. **Well-paid jobs:** Workers should be able to expect new employment opportunities to have a salary equal to or better than their previous work.
4. **Protection of workers' rights:** Formal rights must be included in employment contracts including paid sick leave, disability, maternity and paternity leave, holidays, formal complaints procedures and access to occupational and mental health support.
5. **Opportunities for training and career progression:** There must be opportunities for in-work training that provides new qualifications and greater prospects for promotion and career progression in future.
6. **Job security:** Employment that is based on long-term or permanent employment status rather than short-term contracted work or zero-hours contracts.
7. **Intersectional diversity:** A workforce that works towards an objective of being inclusive of all groups in society including diversity across gender, ethnicity and sexuality.
8. **Safe-working environment:** The risk of workplace injuries should be minimised as much as possible and strict precautionary measures and protocols must be put in place when conducting any potentially dangerous work.