

► ► From the G20 to the UNFCCC:

Pathways to Just and Inclusive Transitions





SUMMARY

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►►► EXECUTIVE SUMMARY

The energy sector is responsible for nearly three-quarters of global greenhouse gas (GHG) emissions, the primary driver of climate change. To meet the Paris Agreement's target of limiting the global temperature rise to well below 2°C, and ideally to 1.5°C, a structural transformation is needed — not only of global energy systems through a shift from fossil fuels to sustainable and renewable energy sources, but also of prevailing economic models.

In this context, the need for a just transition — one that aligns climate goals with the fight against systemic inequalities within and between countries, as well as with the economic, environmental and social dimensions of sustainable development — has gained increasing recognition in multilateral forums. However, despite this growing awareness, the concept of a just transition continues to suffer from a lack of clarity, with no concrete framework to guide its implementation.

Against this backdrop, this policy brief seeks to foster a shared understanding of just transitions within multilateral forums and to shed light to the means of implementation needed to integrate it into national policies, particularly in light of the unique challenges faced by countries in the Global South. While acknowledging the distinct nature of the G20 and the United Nations Framework Convention on Climate Change (UNFCCC), the brief builds on recent G20 initiatives — such as the G20 *Principles for Just and Inclusive Energy Transitions* and the *Global Alliance Against Hunger and Poverty* — and presents three concrete recommendations to strengthen the ability of the UNFCCC to advance just transitions at both the conceptual and practical levels.

The recommendations directed at climate negotiators and other relevant government officials — outlined in detail later in this brief — are as follows:

1.

Advancing the development of consensus-based High-Level Principles on Just Transitions within the UNFCCC, incorporating the following key elements:

1. Whole-of-government and whole-of-society approach;
2. Ending energy poverty;
3. Social dialogue and stakeholder participation;
4. Social protection;
5. Policy inclusiveness and intersectionality;
6. Respect for human, environmental and customary rights;
7. Affordable and reliable finance mechanisms;
8. Secure and sustainable solutions;
9. Sustainable and inclusive economic growth and technological access for all;
10. Facilitating workforce transformation;
11. Reduction of inequalities within and between countries and CBDR-RC as cross-cutting principles;

2.

Establishing a Matchmaking Platform to facilitate the implementation of just transitions, ensuring alignment with the principles and key elements outlined above.

The Platform should pursue the following high-level objectives:

- i. **Secure sustained High-Level political support to drive collective action** in implementing the High-Level Principles on Just Transitions, assisting countries in achieving the objectives of the Paris Agreement and implementing paragraph 28(d) of the First Global Stocktake¹ (GST), which calls for:

“Transitioning away from fossil fuels in energy systems, in a just, orderly and equitable manner, accelerating action in this critical decade, so as to achieve net zero by 2050 in keeping with the science;”

1. UNFCCC. *Outcome of the First Global Stocktake*, Decision 1/CMA.5, 2023, https://unfccc.int/sites/default/files/resource/cma2023_16a01_adv_.pdf

- ii. **Facilitate the mobilization of international support**, including public and private financial and technological resources, to enable the large-scale, country-owned and country-led implementation of evidence-based transition programs and policy instruments, with a particular focus on developing countries and on prioritizing persons in vulnerable situations and those most at risk of being left behind by transition policies.

3.

Ensuring that the Baku to Belém Roadmap to 1.3T explicitly acknowledges the need for separate, dedicated funding streams for just transitions, and includes clear, time-bound pathways for phasing out fossil fuel subsidies.

As a key element in the transition toward low-emission, climate-resilient economies — and a critical bridge between climate action and sustainable development — the roadmap should recognize the need for robust and sustained financing for just transition initiatives. This support must be additional to, and complementary with, existing financial commitments for mitigation, adaptation and loss and damage.

The roadmap should also explore concrete pathways for phasing out fossil fuel subsidies that do not contribute to addressing energy poverty or supporting just transitions. This includes providing clarity to distinguish subsidies that are essential for ensuring universal access to energy and supporting transition efforts from those that sustain fossil fuel dependency. In parallel, the roadmap should identify and assess innovative instruments — such as voluntary commitments or mandatory requirements to allocate a minimum share of fossil fuel-related royalties and profits — to fund just transition programs.

- **Keywords:** Just Transitions, UNFCCC, Just Transition Work Programme, G20

1. INTRODUCTION

The energy sector accounts for nearly three-quarters of global greenhouse gas (GHG) emissions², making it the primary driver of climate change. Achieving the collective target established under the Paris Agreement of the United Nations Framework Convention on Climate Change (UNFCCC) — to limit global temperature rise to well below 2°C above pre-industrial levels, with efforts to cap warming at 1.5°C — requires a structural transformation not only in global energy production and consumption patterns, but also in prevailing economic models. This entails reducing reliance on fossil fuels, accelerating the adoption of sustainable and renewable energy sources, and aligning economic models with climate, equity and sustainability objectives.

However, transitioning to a clean energy matrix presents significant challenges, including uneven socio-economic impacts, potential harm to biodiversity, disproportionate burdens on vulnerable social groups and limited financial and technological resources — challenges that are particularly acute in countries of the Global South. In this context, the call for green transitions to be *just* has gained increasing prominence in multilateral forums. Yet, despite its growing recognition and the deepening of related discussions, the concept of a just transition remains insufficiently defined, lacking clear parameters to effectively guide climate strategies at both national and international

levels in a way that is socially equitable and environmentally responsible.

Building on previous initiatives and relevant developments within multilateral forums, particularly the UNFCCC and the G20, this policy brief aims to advance a shared understanding of *just* transitions while proposing concrete implementation strategies. It offers recommendations to enhance and refine the G20's *Principles for Just and Inclusive Energy Transitions*, adopted in 2024 under the Brazilian presidency, and provides insights into how these principles can be further developed into practical tools that align climate objectives with equitable socioeconomic outcomes. Additionally, the analysis outlines strategies to strengthen international cooperation and ensure the provision of the means of implementation — finance, technology and capacity-building — to support countries in advancing their just transitions, with particular emphasis on addressing the unique challenges faced by nations in the Global South.

To achieve this, the brief is structured into five sections. Following this introduction, the second section explores how the concept of just transition has been integrated into UNFCCC negotiations, tracing its evolution from the formal recognition of trade unions as a constituency under the Convention in 2008 to the establishment of the Just Transition Work Programme (JTWP). The third section examines how the concept

2. IEA. Greenhouse Gas Emissions from Energy, 2024, <https://www.iea.org/data-and-statistics/data-product/greenhouse-gas-emissions-from-energy#>

of just transition has been defined and operationalized across various forums, with a focus on G20 discussions and the adoption of its *Principles for Just and Inclusive Energy Transitions*. It identifies key gaps in the G20's approach and, drawing on complementary contributions from other relevant multilateral initiatives, proposes a more comprehensive conceptual framework to guide just transition efforts. The fourth section draws inspiration from another recent G20-led initiative, the *Global Alliance*

Against Hunger and Poverty, to propose strategies for international mobilization in support of just transitions. The fifth section introduces the Baku to Belém Roadmap to 1.3T and illustrates the relevance of embedding just transition considerations within the roadmap. Building on these insights, the sixth section concludes with key recommendations addressed to climate negotiators and other relevant government officials.

2. OVERVIEW OF JUST TRANSITION IN UNFCCC NEGOTIATIONS

Debates on just transitions began to take shape within the UNFCCC negotiations primarily as a result of advocacy by international trade union organizations, which were formally recognized as an UNFCCC constituency in 2008. At that time, the concept of just transition was framed to demonstrate that climate policies could align with trade unions' core mission of promoting social justice for workers and communities³. This framing led to the concept's first inclusion in official UNFCCC decisions at COP16, in two different contexts: first,

emphasizing the need for a just workforce transition that ensures decent work and quality jobs; and second, addressing the economic and social consequences of response measures to climate change⁴.

At COP17, a work programme and a forum on the impacts of implementing response measures were established, with just transition identified as a key focal area. The concept was further incorporated into decisions at COP17 and COP18, often highlighting the need to promote a just

3. Johansson, V. Just Transition as an Evolving Concept in International Climate Law, *Journal of Environmental Law*, 2023, 35, 229–249, <https://academic.oup.com/jel/article/35/2/229/7179360>.

4. UNFCCC. *The Cancun Agreements*: Outcome of the work of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention, Decision 1/CP.16, 2010, <https://unfccc.int/documents/6527>; Johansson, 2023.

transition of the workforce⁵ and to build new capacity for both production and service-related jobs across all sectors as a means of fostering economic growth and sustainable development⁶. From that point onward, the concept of just transition gained increasing support from a diverse range of stakeholders, including governments, civil society organizations, businesses and international institutions⁷.

These collective efforts ultimately led to the inclusion of just transition in the preamble of the Paris Agreement, which refers to “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” (UNFCCC, 2015). While this inclusion represents a significant milestone, the concept’s narrow framing — focused solely on the workforce — overlooks the broader social, economic and environmental dimensions of the transition and fails to address the systemic transformations required in energy systems.

Following the adoption of the Paris Agreement, the concept of just transition began to be referenced more broadly in UNFCCC documents and decisions. At COP26, Parties adopted the Glasgow Climate Pact, which underscores the importance of “just transitions to net zero emissions (...) taking into account different national

circumstances⁸” and calls on Parties to “accelerate the development, deployment and dissemination of technologies, and the adoption of policies, to transition towards low-emission energy systems (...) while providing targeted support to the poorest and most vulnerable in line with national circumstances and recognizing the need for support towards a just transition⁹”. The Glasgow Climate Pact also emphasizes the need to advance just transition efforts in a manner that promotes sustainable development and poverty eradication, including through technology transfer and the provision of support to developing countries.

Through these references, the concept of just transition began to be addressed in a more detailed and comprehensive manner. It became more clearly defined by specifying the nature of the transition, explicitly linking it to the necessary reduction of GHG emissions and shifts in energy systems. At the same time, the framing of just transition broadened, extending beyond the protection of jobs and labor rights to encompass the promotion of sustainable development, poverty eradication and the recognition of the specific needs of vulnerable groups. The development and transfer of technologies, the alignment of financial flows with transition needs and

5. UNFCCC. *Outcome of the work of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention*, Decision 2/CP.17, 2011, <https://unfccc.int/resource/docs/2011/cop17/eng/09a01.pdf#page=4>

6. UNFCCC. *Agreed outcome pursuant to the Bali Action Plan*, Decision 1/CP.18, 2012, <https://unfccc.int/resource/docs/2012/cop18/eng/08a01.pdf#page=3>

7. Johansson, 2023, p. 233.

8. UNFCCC. *Glasgow Climate Pact*, Decision 1/CMA.3, 2022, https://unfccc.int/sites/default/files/resource/cma2021_10_add1_adv.pdf.

9. Ibid.

targeted support for developing countries were identified as critical mechanisms to enable this transition. The recognition across COP decisions of the need to support developing countries underscores the continued relevance of the UNFCCC's principle of Common But Differentiated Responsibilities and Respective Capabilities (CBDR-RC) in the context of just transition efforts¹⁰.

Against this backdrop, at COP27, Parties agreed to establish the Just Transition Work Programme (JTWP) to explore pathways for achieving the objectives of the Paris Agreement in line with the UNFCCC's

principles of equity and CBDR-RC, while considering national circumstances¹¹. As part of this initiative, Parties also committed to convening an annual high-level ministerial roundtable on just transition to facilitate dialogue and policy coordination. This development marked a significant shift, as just transition discussions within the UNFCCC expanded beyond their traditional confinement to the forum on the impacts of implementing response measures — a space traditionally focused on minimizing the externalities of mitigation efforts and largely influenced by the interests of oil-exporting countries¹².

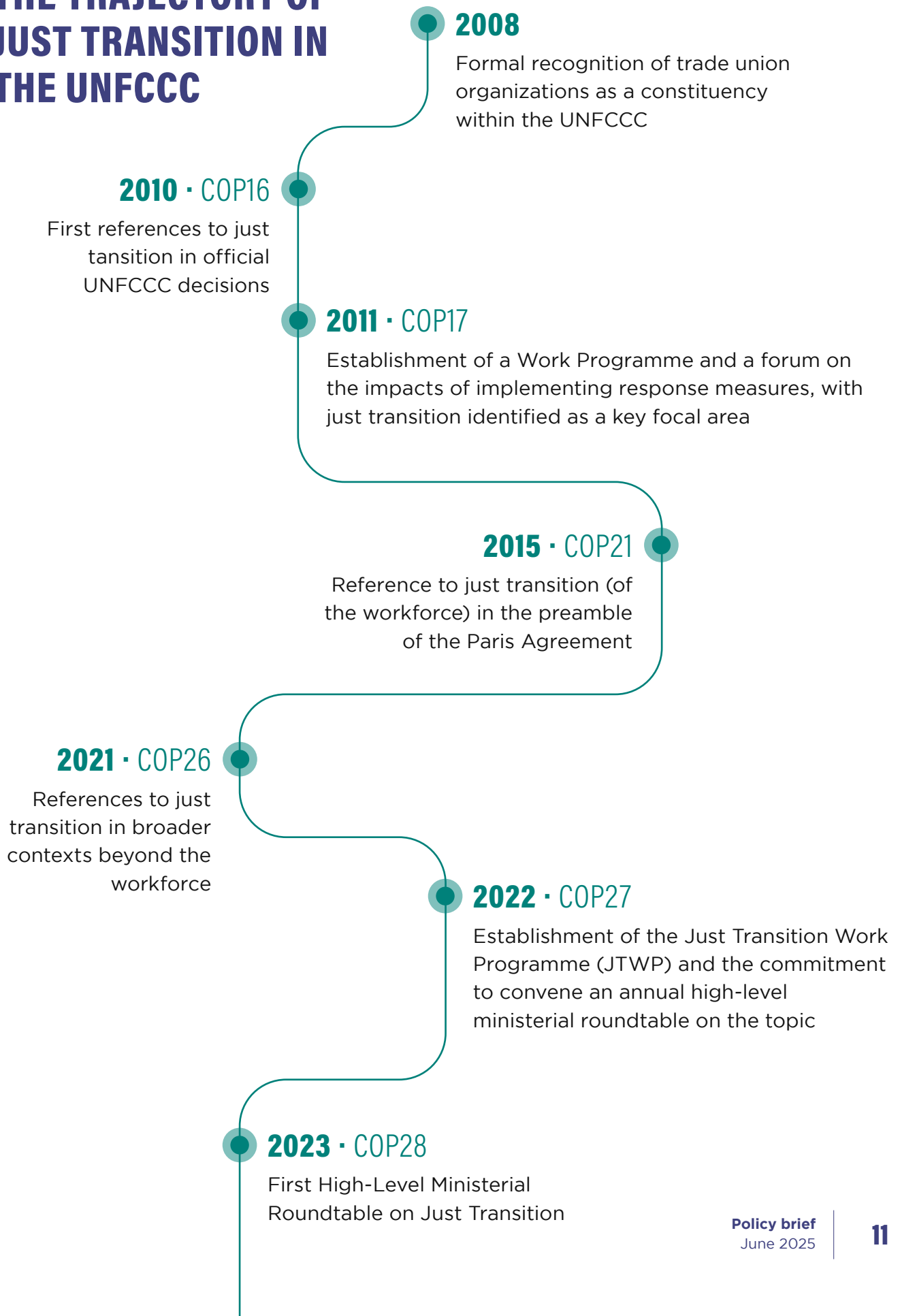
10. Johansson, 2023.

11. UNFCCC. *Conference of the Parties serving as the meeting of the Parties to the Paris Agreement*, Fourth Session, Decision 1/CMA.4, Sharm El-Sheikh, Egypt, 6–20 November 2022, https://unfccc.int/sites/default/files/resource/Decisions_1CMA4_1COP27.pdf.

12. Ibid.

Figure 1. Timeline: The Trajectory of Just Transition in the UNFCCC

THE TRAJECTORY OF JUST TRANSITION IN THE UNFCCC



2024 · Bonn

First Dialogue under the JTWP: “Just Transition pathways to achieving the goals of the Paris Agreement through NDCs, NAPs and LT-LEDs”

2024 · Sharm el-Sheikh

Second Dialogue under the JTWP: “Ensuring support for people-centric and equitable just transition pathways with a focus on the whole-of-society approach and the workforce”

2024 · COP29

Second Annual High-Level Ministerial Roundtable on Just Transition

2025 · Panama City

Third Dialogue under the JTWP: “Approaches to enhancing adaptation and climate resilience in the context of just transitions”

Source: Plataforma CIPÓ based on UNFCCC documents¹³ and Johansson, 2023.

13. UNFCCC. *The Cancun Agreements*: Outcome of the work of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention, Decision 1/CP.16, 2010, <https://unfccc.int/documents/6527>; UNFCCC. *Outcome of the work of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention*, Decision 2/CP.17, 2011, <https://unfccc.int/resource/docs/2011/cop17/eng/09a01.pdf#page=4>; UNFCCC. *Agreed outcome pursuant to the Bali Action Plan*, Decision 1/CP.18, 2012, <https://unfccc.int/resource/docs/2012/cop18/eng/08a01.pdf#page=3>; UNFCCC, *Paris Agreement*, 2015, https://unfccc.int/sites/default/files/english_paris_agreement.pdf; UNFCCC. *Glasgow Climate Pact*, Decision 1/CMA.3, 2022, https://unfccc.int/sites/default/files/resource/cma2021_10_add1_adv.pdf; UNFCCC. *Decisions Adopted by the Conference of the Parties Serving as the Meeting of the Parties to the Paris Agreement (CMA) at its Fourth Session*. Decision 1/CMA.4, Sharm El-Sheikh, Egypt, 6–20 November 2022, https://unfccc.int/sites/default/files/resource/Decisions_1CMA4_1COP27.pdf; UNFCCC. *United Arab Emirates Just Transition Work Programme*, Decision 3/CMA.5, 2023, https://unfccc.int/sites/default/files/resource/cma2023_16a01_adv.pdf; UNFCCC. *First Annual High-level Ministerial Round Table on Just Transition. Informal Note by the President*, 2023, https://unfccc.int/sites/default/files/resource/JTWP_HLMRT_informal_note.pdf; UNFCCC. *Dialogues under the United Arab Emirates Just Transition Work Programme. Annual Summary Report by the Chairs of the Subsidiary Bodies*, 2024, https://unfccc.int/sites/default/files/resource/sb2024_07adv.pdf; UNFCCC. *Second Annual High-Level Ministerial Round Table on Just Transition. Informal Note by the President*, 2024, <https://unfccc.int/sites/default/files/resource/Second%20Annual%20HLMRT%20on%20JT%20-%20Summary%20by%20COP29%20President.pdf>.

The main elements and procedures of the JTWP, officially titled the United Arab Emirates (UAE) Just Transition Work Programme, were further developed at COP28. On this occasion, Parties agreed that the programme would be implemented under the guidance of the Subsidiary Body for Scientific and Technological Advice (SBSTA) and the Subsidiary Body for Implementation (SBI), through a joint contact group, with at least two dialogues to be held annually.

The JTWP convened its first dialogue¹⁴ in June 2024 in Bonn, under the theme “Just Transition Pathways to Achieving the Goals of the Paris Agreement through NDCs, NAPs, and LT-LEDs¹⁵”. The second dialogue¹⁶ took place in October 2024 in Sharm el-Sheikh, focusing on “Ensuring Support for People-Centric and Equitable Just Transition Pathways with a Focus on the Whole-of-Society Approach and the Workforce”¹⁷. A third dialogue¹⁸ is being held in May 2025 in

14. The First Dialogue under the UAE Just Transition Work Programme was structured around six key subtopics: (a) Inclusive approaches to developing NDCs, NAPs, LT-LEDs and relevant policies identifying and engaging stakeholders; (b) Experience in incorporating just transition pathways into NDCs, NAPs and LT-LEDs (applying analysis, policy development and lessons learned); (c) Policy coherence for implementing just transition pathways (enabling implementation); (d) Identifying support needs; (e) Best practices for engaging support partners; (f) Exploring further opportunities for international cooperation on just transition. See more in: UNFCCC. Dialogues under the United Arab Emirates Just Transition Work Programme. *Annual Summary Report by the Chairs of the Subsidiary Bodies*, 2024, https://unfccc.int/sites/default/files/resource/sb2024_07adv.pdf.

15. During the discussions, participants underscored the importance of actively engaging a diverse range of stakeholders — including government representatives, the private sector, non-governmental organizations (NGOs), Indigenous Peoples, youth, and local communities — throughout all stages of designing and implementing climate action plans. They also emphasized the need for a whole-of-society approach that integrates multi-sectoral, multi-actor and multilevel strategies, while recognizing the value of local knowledge and the necessity of robust social protection measures. Additionally, participants, especially those from developing countries, highlighted the importance of aligning climate actions with broader socioeconomic objectives, such as improving job quality, alleviating poverty and promoting sustainable development. The relevance of context-specific transition projects tailored to local needs was also stressed. Finally, the discussions emphasized the critical role of international cooperation — particularly in the provision of finance, technology transfer and capacity-building — in supporting the implementation of just transition strategies, with a focus on addressing the unique challenges faced by developing countries. See more in: UNFCCC. Dialogues under the United Arab Emirates Just Transition Work Programme. *Annual Summary Report by the Chairs of the Subsidiary Bodies*, 2024, https://unfccc.int/sites/default/files/resource/sb2024_07adv.pdf.

16. The second dialogue under the UAE JTWP focused on three key areas: (a) Approaches for empowering all actors and segments of society for a fair and inclusive workforce transition to meet the goals of the Paris Agreement; (b) Unpacking the full range of means of implementation (finance, technology and capacity-building) for a just transition of the workforce, exploring current approaches, opportunities and gaps; (c) International cooperation and partnerships for people-centric and equitable just transitions. See more in: UNFCCC. Dialogues under the United Arab Emirates Just Transition Work Programme. *Annual Summary Report by the Chairs of the Subsidiary Bodies*, 2024, https://unfccc.int/sites/default/files/resource/sb2024_07adv.pdf.

17. The discussions highlighted the insufficient integration of just transition considerations into NDCs and stressed the urgent need for robust and comprehensive indicators to effectively measure progress in implementing just transition strategies. Incorporating intersectional and gender-based analyses was identified as a critical step toward addressing the potential adverse impacts of climate action and preventing the creation or exacerbation of existing inequalities. Key elements for advancing a just and equitable workforce transition were highlighted, including the enhanced inclusion of marginalized informal sector workers in policymaking processes; ensuring that workforce and civil society perspectives are adequately represented in climate action decisions; and fostering a supportive domestic environment for mobilizing financial resources, facilitating technology transfer and promoting skill-building initiatives. Moreover, it was emphasized that a successful just transition pathway requires both a whole-of-society approach — ensuring inclusive consultations and active

Panama City, centered on “Approaches to enhancing adaptation and climate resilience in the context of just transitions”.

In addition to these dialogues, two editions of the High-Level Ministerial Roundtables on Just Transition have been convened to guide and strengthen the work of the JTWP. The inaugural roundtable, held at COP28 in Dubai, underscored the importance of fostering international cooperation and addressing the trade-offs inherent in just transition processes. Participants further emphasized that, in addition to these priorities, the JTWP should support the development of robust indicators to effectively measure progress in advancing just transition efforts¹⁹. The second roundtable, convened at COP29 in Baku, delivered key messages on the need for holistic, people-centered and whole-of-society approaches to just transitions, with particular emphasis on multi-sectoral strategies²⁰.

Within the official negotiations under the JTWP, a significant divide between developed and developing countries persisted, particularly regarding the focus

of the dialogues and overall approaches to just transitions. Delegations from developed nations have largely emphasized workforce transition, social rights and inclusive participation as core priorities in just transition discussions. In contrast, developing nations, represented by the Group of 77 and China, have advocated for a broader, more comprehensive approach grounded in the principle of CBDR-RC, emphasizing the need to ensure climate justice. Developing country Parties also underscore the need for adequate financing, technology transfer and capacity-building to ensure that transitions are aligned with sustainable development and poverty eradication objectives. The position put forward by the G77 and China further emphasizes that an exclusive focus on workforce transition, including through retraining and reskilling, often overlooks other vulnerable groups — such as those in the informal sector and the unemployed — and fails to address the broader socio-economic and environmental dimensions of just transitions²¹. Furthermore, they stress the importance of integrating adaptation strategies into just transition discussions²².

engagement of diverse stakeholders — and a whole-of-government strategy to effectively align the social, economic and environmental dimensions of the transition. See more in: UNFCCC. Dialogues under the United Arab Emirates Just Transition Work Programme. *Annual Summary Report by the Chairs of the Subsidiary Bodies*, 2024, https://unfccc.int/sites/default/files/resource/sb2024_07adv.pdf.

18. UNFCCC. Message to Parties and Observer States. *Third dialogue under the United Arab Emirates Just Transition Work Programme*, 22 - 23 May 2025, Panama City, Panama, https://unfccc.int/sites/default/files/resource/message_to_parties_invitation_to_the_jtwp_third_dialogue%20Invitation.pdf.

19. UNFCCC. First Annual High-level Ministerial Round Table on Just Transition. *Informal Note by the President*, 2023, https://unfccc.int/sites/default/files/resource/JTWP_HLMRT_informal_note.pdf.

20. UNFCCC. Second Annual High-Level Ministerial Round Table on Just Transition. *Informal Note by the President*, 2024, <https://unfccc.int/sites/default/files/resource/Second%20Annual%20HLMRT%20on%20JT%20-%20Summary%20by%20COP29%20President.pdf>.

21. G77 and China. *G77 and China Submission on Views towards Discussion Topic of the Second Dialogue under the UAE Just Transition Work Programme*, September 2024, <https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202410020924---G77%20and%20China%20Submission%20on%20Views%20on%20the%202nd%20Dialogue.pdf>.

22. G77 and China. *Submission on behalf of the G77 and China on Views on Matters Relating to the Decision Text on UAE Just Transition Work Programme*, November 2024, <https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202411121923---G77China%20submission%20enhance.pdf>.

In light of these contentious views, COP29 in Baku concluded without a formal agreement among delegates on the JTWP²³, resulting in the application of Rule 16 of the UNFCCC draft rules of procedure²⁴. This rule allows an unresolved agenda item to be automatically carried over to the next session. As a result, the programme’s ability to deliver concrete

outcomes — and its overall credibility — now largely depends on achieving meaningful progress at COP30. This includes reaching consensus on the key dimensions of just transitions, with a view toward the renewal — and urgent strengthening — of the Work Programme’s mandate at COP31.

Table 1. References to Just Transition in UNFCCC Documents

REFERENCES TO JUST TRANSITION IN UNFCCC DOCUMENTS

COP16		2010		Cancun, Mexico
	Milestone First references to just transition in official UNFCCC decisions			
	Document The Cancun Agreements: Outcome of the work of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention, Decision 1/CP.16W			
	Key Quotes and Highlights “Realizes that addressing climate change requires a paradigm shift towards building a low-carbon society that offers substantial opportunities and ensures continued high growth and sustainable development, based on innovative technologies and more sustainable production and consumption and lifestyles, while ensuring a just transition of the workforce that creates decent work and quality job” “Recognizing the importance of avoiding or minimizing negative impacts of response measures on social and economic sectors, promoting a just transition of the workforce, the creation of decent work and quality jobs in accordance with nationally defined development priorities and strategies, and contributing to building new capacity for both production and service-related jobs in all sectors, promoting economic growth and sustainable development”			

23. LACLIMA. *Summary of COP29*, November 2024, <https://www.laclima.org/es/publicacoes/summary-of-cop-29>.

24. UNFCCC. *Adoption of the Rules of Procedure of the Conference of the Parties and its Subsidiary Bodies*, FCCC/CP/1996/2, 22 May 1996, https://unfccc.int/sites/default/files/resource/02_0.pdf.

**Milestone**

Just transition references in UNFCCC decision documents

**Document**

[Outcome of the work of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention, Decision 2/CP.17](#)

**Key Quotes and Highlights**

“Urges Parties in implementing their policies and measures to promote a just transition of the workforce and the creation of decent work and quality jobs in accordance with nationally defined development priorities and strategies”

**Milestone**

Just transition references in UNFCCC decision documents

**Document**

[Agreed outcome pursuant to the Bali Action Plan, Decision 1/CP.18](#)

**Key Quotes and Highlights**

“Also reaffirming the importance of avoiding or minimizing negative impacts of response measures on social and economic sectors, promoting a just transition of the workforce, the creation of decent work and quality jobs in accordance with nationally defined development priorities and strategies, and contributing to building new capacity for both production and service-related jobs in all sectors, promoting economic growth and sustainable development”

**Milestone**

Reference to just transition (of the workforce) in the preamble of the Paris Agreement

**Document**

[Paris Agreement](#)

**Key Quotes and Highlights**

“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”

**Milestone**

References to just transition in broader contexts beyond the workforce

**Document**

[Glasgow Climate Pact, Decision 1/CMA.3](#)

**Key Quotes and Highlights**

“32. Urges Parties that have not yet done so to communicate, by the fourth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, longterm low greenhouse gas emission development strategies referred to in Article 4, paragraph 19, of the Paris Agreement towards just transitions to net zero emissions by or around midcentury, taking into account different national circumstances;”

“36. Calls upon Parties to accelerate the development, deployment and dissemination of technologies, and the adoption of policies, to transition towards low-emission energy systems, including by rapidly scaling up the deployment of clean power generation and energy efficiency measures, including accelerating efforts towards the phasedown of unabated coal power and phase-out of inefficient fossil fuel subsidies, while providing targeted support to the poorest and most vulnerable in line with national circumstances and recognizing the need for support towards a just transition;”

“85. Also recognizes the need to ensure just transitions that promote sustainable development and eradication of poverty, and the creation of decent work and quality jobs, including through making financial flows consistent with a pathway towards low greenhouse gas emission and climate-resilient development, including through deployment and transfer of technology, and provision of support to developing country Parties;”

**Milestone**

Broader conceptualization of just transition and implementation efforts

**Document**

[Sharm el-Sheikh Implementation Plan](#)

**Key Quotes and Highlights**

“Emphasizing that enhanced effective climate action should be implemented in a manner that is just and inclusive while minimizing negative social or economic impacts that may arise from climate action”

“6. Resolves to implement ambitious, just, equitable and inclusive transitions to low-emission and climate-resilient development in line with the principles and objectives of the Convention, the Kyoto Protocol and the Paris Agreement, taking into account this decision, the Glasgow Climate Pact and other relevant decisions of the Conference of the Parties and the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement;”

“8. Emphasizes the urgent need for immediate, deep, rapid and sustained reductions in global greenhouse gas emissions by Parties across all applicable sectors, including through increase in low-emission and renewable energy, just energy transition partnerships and other cooperative actions;”

“9. Recognizes that the unprecedented global energy crisis underlines the urgency to rapidly transform energy systems to be more secure, reliable, and resilient, including by accelerating clean and just transitions to renewable energy during this critical decade of action;”



“10. Stresses the importance of enhancing a clean energy mix, including low-emission and renewable energy, at all levels as part of diversifying energy mixes and systems, in line with national circumstances and recognizing the need for support towards just transitions;”

“13. Calls upon Parties to accelerate the development, deployment and dissemination of technologies, and the adoption of policies, to transition towards low-emission energy systems, including by rapidly scaling up the deployment of clean power generation and energy efficiency measures, including accelerating efforts towards the phasedown of unabated coal power and phase-out of inefficient fossil fuel subsidies, while providing targeted support to the poorest and most vulnerable in line with national circumstances and recognizing the need for support towards a just transition;”

“28. Affirms that sustainable and just solutions to the climate crisis must be founded on meaningful and effective social dialogue and participation of all stakeholders and notes that the global transition to low emissions provides opportunities and challenges for sustainable economic development and poverty eradication;”

“29. Emphasizes that just and equitable transition encompasses pathways that include energy, socioeconomic, workforce and other dimensions, all of which must be based on nationally defined development priorities and include social protection so as to mitigate potential impacts associated with the transition, and highlights the important role of the instruments related to social solidarity and protection in mitigating the impacts of applied measures;”

Milestone

Establishment of the UAE Just Transition Work Programme (JTWP) and the commitment to convene an annual high-level ministerial roundtable on the topic

Document

[Decision 1/CMA.4](#)



Key Quotes and Highlights

“53. Decides to establish a work programme on just transition for discussion of pathways to achieving the goals of the Paris Agreement outlined in Article 2, paragraph 1, in the context of Article 2, paragraph 2, and requests the Subsidiary Body for Implementation and the Subsidiary Body for Scientific and Technological Advice to recommend a draft decision on this matter for consideration and adoption by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its fifth session, with the work programme to be implemented in a manner that builds on and complements the relevant workstreams under the Convention and the Paris Agreement, including the work programme for urgently scaling up mitigation ambition and implementation;”

“54. Decides to convene, as part of the work programme on just transition, an annual high-level ministerial round table on just transition, beginning at its fifth session;”

COP28



2023



Dubai, United Arab Emirates

Milestone

Details of the elements and procedures of the JTWP

Document

[Decision 3/CMA.5](#)



Key Quotes and Highlights

“Decides that the work programme shall include the following elements:

(a) Just transition pathways to achieving the goals of the Paris Agreement outlined in Article 2, paragraph 1, in the context of Article 2, paragraph 2;

(b) Just and equitable transition, which encompasses pathways that include energy, socioeconomic, workforce and other dimensions, all of which must be based on nationally defined development priorities and include social protection so as to mitigate potential impacts associated with the transition;

(c) Opportunities, challenges and barriers relating to sustainable development and poverty eradication as part of transitions globally to low emissions and climate resilience, taking into account nationally defined development priorities;

(d) Approaches to enhancing adaptation and climate resilience at the national and international level;

(e) Just transition of the workforce and the creation of decent work and quality jobs in accordance with nationally defined development priorities, including through social dialogue, social protection and the recognition of labour rights;

(f) Inclusive and participatory approaches to just transitions that leave no one behind;

(g) International cooperation as an enabler of just transition pathways towards achieving the goals of the Paris Agreement”



Milestone

First Annual High-level Ministerial Round Table on Just Transition



Document

[Informal Note by the President](#)



Some of the key topics addressed during the discussions included:

- Just transition as a critical enabler of climate action;
- The need for indicators to measure progress on just transition efforts;
- The importance of pursuing just transition actions within the context of sustainable development and poverty eradication;
- International cooperation as a vital enabler of just transitions;
- The imperative for inclusive transitions that ensure opportunities for all stakeholders, particularly women, Indigenous Peoples, and youth;
- Supporting transformations in the energy sector, fostering the creation of green jobs, and upholding human rights;
- Promoting inclusive stakeholder dialogue to identify locally owned and context-appropriate solutions;
- Centering people in climate action by grounding just transitions in labor and human rights, and identifying socioeconomic opportunities and challenges to scale up action;
- Adopting system-wide management approaches to avoid disruptions to lives and livelihoods and to ensure sustainable socioeconomic development;
- Fostering just transition principles through collective and participatory decision-making processes;
- Demonstrating policy leadership and mobilizing investment through the implementation of just transition strategies, industrial policies, fiscal incentives, and dedicated funds;
- Securing adequate financing and investments for the effective implementation of these strategies;
- Advancing global financial system reform to support equitable transitions;
- Upholding the principle of Common but Differentiated Responsibilities (CBDR) to ensure energy access, sustainable development, and adaptation efforts;
- Transforming economic sectors and promoting the creation of green jobs.





Milestone

First Dialogue under the JTWP “Just Transition pathways to achieving the goals of the Paris Agreement through NDCs, NAPs and LT-LEDs”

Document

[Annual Summary Report of the Dialogues under the United Arab Emirates Just Transition Work Programme](#)



Key Quotes and Highlights

Some of the key topics addressed during the dialogue included:

- The incorporation of socioeconomic assessments to identify the impacts of climate policies;
- The active engagement of diverse stakeholders—including government representatives, the private sector, NGOs, Indigenous Peoples, youth, and local communities—at every stage of designing and implementing climate action plans;
- A whole-of-society approach that integrates multisectoral, multi-actor, and multilevel strategies;
- The relevance of local knowledge and the importance of robust social protection measures;
- The need to align climate actions with socioeconomic aspirations—such as job quality, poverty alleviation, and sustainable development—as well as the importance of context-specific transition projects;
- The emphasis on international cooperation, including the provision of finance, technology transfer, and capacity building, as a crucial means of implementing just transition strategies, particularly in developing countries.



OCTOBER 2024



Sharm el-Sheikh,
Egypt (hybrid)

Milestone

Second Dialogue under the JTWP “Ensuring support for people-centric and equitable just transition pathways with a focus on the whole-of-society approach and the workforce”

Document

[Annual Summary Report of the Dialogues under the United Arab Emirates Just Transition Work Programme](#)



Key Quotes and Highlights

Some of the key topics addressed during the dialogue included:

- insufficient integration of just transition considerations into Nationally Determined Contributions (NDCs);
- urgent need to establish robust and comprehensive indicators for effectively measuring progress in implementing just transition strategies;
- Incorporating intersectional and gender-based analyses as critical in addressing potential adverse impacts of climate action and preventing the creation or exacerbation of existing inequalities;
- a successful just transition pathway demands a whole-of-society approach, ensuring inclusive consultations and active engagement from diverse stakeholders, as well as a whole-of-government strategy to effectively harmonize the social, economic, and environmental dimensions of the transition;
- Key elements for advancing a just and equitable workforce transition include: improved inclusion of marginalized informal sector workers in policymaking processes; ensuring that workforce and civil society perspectives are adequately represented in climate action decisions; and fostering a supportive domestic environment for mobilizing financial resources, facilitating technology transfer, and promoting skill-building initiatives.

COP29



NOVEMBER 2024



Baku, Azerbaijan

Milestone

Second Annual High-Level Ministerial Round Table on Just Transition

Document

[Informal Note by the President](#)



Key Quotes and Highlights

Some of the key topics addressed during the dialogue included:

- The recognition that there is no “one-size-fits-all” approach to just transitions;
- The importance of holistic, people-centered, and whole-of-society approaches that prioritize the health and well-being of all individuals and communities, while ensuring that social and environmental impacts do not exacerbate existing inequalities, particularly for vulnerable groups;
- The adoption of multi-sectoral and whole-of-economy strategies: just transitions should encompass all sectors and foster synergies between mitigation, adaptation, and sustainable development to achieve fair and lasting outcomes;
- The creation of green and decent jobs, along with the empowerment of the workforce through skills development and inclusive participation;
- Recognition of the potential of the United Arab Emirates’ Just Transition Work Programme to support the integration of justice, equity, and fairness into climate action and both domestic and international policy frameworks;
- The need to address energy poverty and improve access to clean, affordable energy and food security;
- The urgent scaling-up of means of implementation, particularly through increased climate finance and support mechanisms;
- The expansion of the concept of workforce to include informal sector workers, the care economy, unemployed individuals, and the “workers of tomorrow.”

CLIMATE WEEK



MAY 2025



**Panama City,
Panama (hybrid)**

Milestone

Third Dialogue under the JTWP “Approaches to enhancing adaptation and climate resilience in the context of just transitions”

Document

[Message to Parties and Observer States](#)



Key Quotes and Highlights

The Third Dialogue under the JTWP is taking place simultaneously with the final stages of this Policy Brief’s publication.

Sources: UNFCCC documents and Johansson, 2023

Note: This is not an exhaustive list of all UNFCCC documents and decisions referencing just transition. Rather, it highlights key milestone moments in which just transition was prominently emphasized.

3. PRINCIPLES FOR JUST TRANSITION: TOWARDS A BROADER DEFINITION

While discussions under the UNFCCC's JTWP remain deeply divided — with no common understanding yet reached on the core elements of a just transition that integrates the three dimensions of sustainable development in the shift toward low-carbon economic models — the G20, which brings together the world's largest economies, has succeeded in agreeing on a set of common guiding principles.

Recognizing the importance of international cooperation in promoting energy transitions that foster both environmental sustainability and job creation — while prioritizing social justice, poverty eradication and fairness — the G20 adopted voluntary *Principles for Just and Inclusive Energy Transitions*²⁵ in October 2024, in Foz do Iguaçu, Brazil. With the stated goal of fostering “clean, sustainable, just, affordable, and inclusive

25. The G20's *Principles for Just and Inclusive Energy Transitions* are as follows: **1. Energy planning for just and inclusive energy transitions:** Acknowledge the importance of long-term regional and domestic energy planning and policies across various sectors to guide actions and financing mechanisms that promote energy transitions and design and implement just and inclusive energy transition policies in individual countries, while ensuring energy security, affordability, accessibility, and markets stability and economic prosperity; **2. End energy poverty:** Tackle all forms of energy poverty, with a focus on ensuring access to affordable, reliable, sustainable and modern energy, including clean cooking, for all; **3. Social dialogue and stakeholder participation:** Foster social dialogue and encourage meaningful and effective participation by all relevant stakeholders, including from affected communities, employers' organisations and trade unions in the decision-making processes related to energy transitions; **4. Social protection:** Strengthen the access to appropriate social protection systems for all as part of just and inclusive energy transitions in order to support workers and communities, with particular consideration to the poor and those in vulnerable situations; **5. Policy inclusiveness:** Incorporate intersectional perspectives on gender balance, including women empowerment, age, race, ethnicity and those in any vulnerable situations into energy planning and policies and ensure a fair distribution of costs and benefits; **6. Respect rights:** Respect, promote and consider respective obligations on human rights, and on the rights of Indigenous Peoples, local communities, persons with disabilities as well as labour rights in the planning and implementation of energy transitions policies and projects; **7. Invest in affordable and reliable solutions for just and inclusive energy transitions:** Explore efficient, inclusive and just mechanisms for cost allocation in energy solutions and their impact on the cost of energy, with a focus on timely mobilisation of resources and working towards facilitating low-cost financing in developing countries for innovative technologies and business models, to widely share the benefits and to help mitigate the burden of energy transitions, especially on the poorest segments of the population; **8. Implement secure and sustainable solutions:** Implement effective and inclusive measures to ensure localised value creation and maximise the socio-economic, environmental and other benefits and their fair distribution, while making efforts towards mitigating negative socio-economic and environmental impacts of energy-related policies and infrastructure and the extraction, refining and processing of certain materials and minerals that are critical for energy transitions while respecting permanent sovereignty over natural resources and energy infrastructure; **9. Sustainable and inclusive economic growth for all:** Promote social and economic development through reliable, diversified, sustainable and responsible supply and value chains, inclusive international cooperation and local value creation and beneficiation at source for all, including in developing countries and economies in transition. **10. Quality jobs and workforce development:** Create decent work and quality jobs in accordance with nationally defined development priorities and enable sectoral labour mobility and workforce transformation through reskilling and up-skilling to create avenues of employment, while creating greater opportunities for all, noting the ILO guidelines on a Just Transition for all in this regard, as relevant.

energy transitions in line with Sustainable Development Goal (SDG 7), the Paris Agreement, and the Outcome of the First Global Stocktake adopted at the 28th UN Climate Change Conference,” the G20 encouraged its members to incorporate these principles into the design of their national energy transition policies.

Since the principles were formulated within the scope of the Energy Transitions Working Group (ETWG), the G20’s guidelines primarily focus on the transformation of energy systems. Unlike decisions adopted at COP meetings — which require unanimous approval and can carry legal weight — the G20 principles are voluntary, which may limit their effective implementation within national frameworks. Nonetheless, they reflect the shared vision of the world’s largest economies and carry significant political weight. As such, they have the potential to build momentum and foster consensus in other international forums, including the UNFCCC. In this context, the principles can help lay the groundwork for a more comprehensive just transition framework — one that places economic and social prosperity at the core of efforts to address the climate crisis, combat poverty and inequality and protect biodiversity.

To help foster international consensus on a comprehensive just transition approach aligned with sustainable development, this policy brief builds upon, refines and further expands the G20-agreed principles — using them as a starting point while acknowledging the G20’s limited representativeness.

To this end, as outlined in Table 2 below, this policy brief begins by identifying key gaps in the G20 principles. It then draws on insights from decisions and documents

adopted across various multilateral forums — including the International Labour Organization (ILO), the Rio Declaration on Environment and Development, the UNFCCC, the Convention on Biological Diversity (CBD), the UN Secretariat’s *Principles to Guide Critical Energy Transition Minerals Towards Equity and Justice* and the JTWP dialogues — to propose ways to make the principles more comprehensive.

Notable gaps in the G20 principles include the absence of a holistic, whole-of-government and whole-of-society approach to just transitions; insufficient specificity regarding both the social protection mechanisms needed to address the impacts of the transition and the communities and social groups most affected; limited consideration of safeguards to prevent and mitigate the impacts of the transition on biodiversity and local communities; and lack of recognition of accountability mechanisms as a core element of just transitions.

In addition, the G20 principles would benefit from a broader definition of “rights” — one that explicitly safeguards specific human and environmental rights, including the customary rights of Indigenous Peoples. A more inclusive approach to the workforce is also essential — one that encompasses informal workers, smallholders and family farmers, care and unpaid workers, and takes into account unemployed individuals, migrants and refugees. Lastly, the principles place insufficient emphasis on the means of implementation, particularly with respect to finance, technology and capacity-building.

In light of these gaps, this policy brief examines progress made in other forums which — although not necessarily focused on the transition to low-carbon economic

models — can provide a foundation for developing more comprehensive principles to guide just transition efforts. For instance, while not specifically addressing just transitions, the ILO Convention No. 169 on Indigenous and Tribal Peoples establishes rights that are directly relevant and should be integrated into just transition plans and projects. Notably, Paragraph 7 of the Convention states that Indigenous Peoples “shall have the right to decide their own priorities for the process of development as it affects their lives, beliefs, institutions, and spiritual well-being, and the lands they occupy or otherwise use (...)” and that “they shall participate in the formulation, implementation, and evaluation of plans and programmes for national and regional development which may affect them directly²⁶.”

The ILO has also adopted a series of standards on social security²⁷, covering a broad range of social security modalities, and developed recommendations on social protection floors — understood as “nationally defined sets of basic social security guarantees which secure protection aimed at preventing or alleviating poverty, vulnerability and social exclusion.²⁸” In

addition, the *Global Alliance Against Hunger and Poverty* provides concrete examples of social protection schemes that support the poorest while also potentially generating positive outcomes for climate and nature²⁹. The social safeguards embedded in these initiatives can serve as a source of inspiration for shaping more comprehensive principles for just transitions, as detailed in Table 2.

Furthermore, the Rio Declaration on Environment and Development established the foundation for the precautionary principle to prevent environmental degradation. It states: “Where there are threats of serious or irreversible damage, lack of full scientific certainty shall not be used as a reason for postponing cost-effective measures to prevent environmental degradation³⁰”. Years later, the Cartagena Protocol on Biosafety to the CBD reaffirmed the centrality of the precautionary principle in addressing the potential adverse effects of living modified organisms derived from modern biotechnology — not only on the conservation and sustainable use of biological diversity, but also on human health, particularly in light of their transboundary effects³¹.

26. ILO. *Indigenous and Tribal Peoples Convention*, 1989, No. 169, https://normlex.ilo.org/dyn/nrmlx_en/f?p=NORMLEXPUB:55:0::NO::P55_TYPE%2CP55_LANG%2CP55_DOCUMENT%2CP55_NODE:REV%2Cen%2CC169%2C%2FDocument.

27. One example is the ILO’s *Social Security (Minimum Standards) Convention*, 1952, No. 102, <https://www.social-protection.org/gimi/Media.action?id=18069>.

28. ILO. *Social Protection Floors Recommendations*, 2012, No. 202, https://normlex.ilo.org/dyn/nrmlx_en/f?p=NORMLEXPUB:12100:0::NO::P12100_INSTRUMENT_ID:3065524.

29. Global Alliance Against Hunger and Poverty. *Global Alliance Against Hunger and Poverty Foundational Documents*, 2024, <https://globalallianceagainsthungerandpoverty.org/wp-content/uploads/2024/10/Global-Alliance-Foundational-Documents.pdf>.

30. UN. *Rio Declaration on Environment and Development*, 1992, https://www.un.org/en/development/desa/population/migration/generalassembly/docs/globalcompact/A_CONF.151_26_Vol.I_Declaration.pdf.

31. CDB. *Cartagena Protocol on Biosafety to the Convention on Biological Diversity*, 2000, <https://www.cbd.int/doc/legal/cartagena-protocol-en.pdf>.

More recently, the precautionary principle was further reinforced in the UN Secretary-General's *Principles to Guide Critical Energy Transition Minerals Towards Equity and Justice*, which states that “Best practices should be aligned with the principles set out in the Rio Declaration, inter alia the precautionary approach, and be utilized to ensure ecosystems are protected.” The document also introduces the possibility of “declaring World Heritage Sites as ‘no-

go areas’ and encouraging governments to consider designating other protected and conserved areas as ‘no-go areas’ for activities related to critical energy transition mineral value chains, taking into account national legal contexts.”³²

Table 2 summarizes key gaps in the G20 *Principles for Just and Inclusive Energy Transitions* and suggests ways to address them by drawing on the aforementioned international initiatives and frameworks.

Table 2. Principles for Just and Inclusive Energy Transitions

G20 PRINCIPLES FOR JUST AND INCLUSIVE ENERGY TRANSITIONS

1. Energy planning for just and inclusive energy transitions	
Official description Acknowledge the importance of long-term regional and domestic energy planning and policies across various sectors to guide actions and financing mechanisms that promote energy transitions and design and implement just and inclusive energy transition policies in individual countries, while ensuring energy security, affordability, accessibility, and markets stability and economic prosperity.	
Missing elements The principle lacks a strong emphasis on a whole-of-government and whole-of-society approach to just transitions — an essential element for ensuring coherence across ministries and levels of government and avoiding policy inconsistencies.	
References in other multilateral initiatives “125. (...) just transition pathways may require a whole-of-government and whole-of-society approach to articulate climate priorities and integrate them into national development strategies, climate plans, budgeting processes and policy frameworks, including macroeconomic and fiscal policies. (...) adopting a whole-of-government and whole-of society approach would allow for better integration of the social, economic and environmental dimensions of the transition to net zero and climate-resilient societies and could be considered an actionable solution.” (JTWP, 2024, p. 21)	Source  Annual Summary Report of the Dialogues under the United Arab Emirates Just Transition Work Programme, 2024

32. UNSG. *UN Secretary-General's Principles to Guide Critical Energy Transition Minerals Towards Equity and Justice*, 2024, p. 11, 12, https://www.un.org/sites/un2.un.org/files/report_sg_panel_on_critical_energy_transition_minerals_11_sept_2024.pdf.

2. End energy poverty

Official description

Tackle all forms of energy poverty, with a focus on ensuring access to affordable, reliable, sustainable and modern energy, including clean cooking, for all.

Missing elements

The principle lacks emphasis on the universal aspect of energy access.

References in other multilateral initiatives

“Equity and justice also mean that all people, in particular those from countries that are not part of critical energy transition mineral supply chains or do not produce renewable energy technologies, should have universal access to affordable, modern and sustainable energy.” (UNSG, 2024, p. 12)

Source



[UN Secretary-General's Principles to Guide Critical Energy Transition Minerals Towards Equity and Justice, 2024](#)

3. Social dialogue and stakeholder participation

Official description

Foster social dialogue and encourage meaningful and effective participation by all relevant stakeholders, including from affected communities, employers' organisations and trade unions in the decision-making processes related to energy transitions.

Missing elements

The principle should explicitly identify which communities and social groups are most affected by the transition. It should also encourage meaningful and effective stakeholder participation at all stages — from decision-making and design to the implementation of just transition policies and projects.

References in other multilateral initiatives

“The peoples concerned shall have the right to decide their own priorities for the process of development as it affects their lives, beliefs, institutions and spiritual well-being and the lands they occupy or otherwise use, and to exercise control, to the extent possible, over their own economic, social and cultural development. In addition, they shall participate in the formulation, implementation and evaluation of plans and programmes for national and regional development which may affect them directly.” (ILO, 1989, article 7)

Source



[ILO's Indigenous and Tribal Peoples Convention, 1989 \(No. 169\)](#)

“We must ensure that no one is left behind and that everyone has access to fair treatment, legal redress and the opportunity to meaningfully participate in decision-making processes.” (UNSG, 2024, p. 12)	 UN Secretary-General's <i>Principles to Guide Critical Energy Transition Minerals Towards Equity and Justice</i>, 2024
“(…) the meaningful participation of a broad range of stakeholders as a means to foster stakeholder ownership of the policies, reflect diverse perspectives and align climate action with national priorities. Modalities noted as being employed in stakeholder engagement include social dialogue, community-led consultation and digital platforms.” (JTWP, 2024, p. 8)	 Annual Summary Report of the Dialogues under the United Arab Emirates Just Transition Work Programme, 2024

4. Social protection	
Official description Strengthen the access to appropriate social protection systems for all as part of just and inclusive energy transitions in order to support workers and communities, with particular consideration to the poor and those in vulnerable situations.	
Missing elements The principle should clearly specify the social protection mechanisms for which access must be strengthened in the context of just transitions.	
References in other multilateral initiatives ILO's Social Security Convention covers 9 branches of social security, which are: i) medical care; ii) sickness benefit; iii) unemployment benefit; iv) old-age benefit; v) employment injury benefit; vi) family benefit; vii) maternity benefit; viii) invalidity benefit; ix) and survivors' benefit.* (ILO, 1952)	Source  ILO's Social Security Convention, 1952 (No. 102)

“social protection floors are nationally defined sets of basic social security guarantees which secure protection aimed at preventing or alleviating poverty, vulnerability and social exclusion.” (ILO, 2012) “The guarantees should ensure at a minimum that, over the life cycle, all in need have access to essential health care and to basic income security which together secure effective access to goods and services defined as necessary at the national level.” (ILO, 2012)	Source  <u>ILO's Social Protection Floors Recommendations, 2012 (No. 202)</u>
“social protection schemes such as cash and in-kind transfer programs, including those linked to social services and promotion of livelihoods; adaptive social protection; school feeding programs, including those using sustainably produced and locally procured food from family farmers and smallholder farmers; stimulation of local markets and value chains; maternal, child and early childhood nutrition and support programs; food banks; aquatic food programs; programs to promote adequate and healthy diets and prevention of all forms of malnutrition; skills development; decent work policies and employment services; health (including evidence-based traditional and complementary medicine) and care services (including accessible care and support services for childcare, persons with disabilities and older persons); promotion of smallholder and family farmers’ access to finance, extension services, knowledge, research and/or agricultural inputs; and policy reforms towards more effective practices which benefit the poorest, with positive impacts on climate and nature, among others.” (Global Alliance Against Hunger and Poverty, 2024, p. 16, 17)	 <u>Global Alliance Against Hunger and Poverty, 2024</u>
“Safe and healthy working environments, a fundamental principle and right at work, must be ensured as workers face significant occupational safety and health risks, which can result in diseases, injuries, life-long disabilities and death” (UNSG, 2024, p.11)	 <u>UN Secretary-General's Principles to Guide Critical Energy Transition Minerals Towards Equity and Justice, 2024</u>

5. Policy inclusiveness

Official description

Incorporate intersectional perspectives on gender balance, including women empowerment, age, race, ethnicity and those in any vulnerable situations into energy planning and policies and ensure a fair distribution of costs and benefits.

Missing elements

Greater emphasis is needed on preventing the creation or exacerbation of inequalities, including the intersectional dimensions affecting vulnerable groups, as a result of transition efforts.

References in other multilateral initiatives

“Some participants highlighted intersectional and gender-based analyses as crucial tools for identifying the multilayered impacts of climate policies and ensuring that climate solutions do not inadvertently create additional inequities or exacerbate existing ones, stressing, in particular, the need to conduct impact analyses on communities and workers prior to designing solutions for just transitions” (JTWP, 2024, p. 20)

Source



[Annual Summary Report of the Dialogues under the United Arab Emirates Just Transition Work Programme, 2024](#)

“The benefits derived from mineral exploitation are also often distributed inequitably between people, disproportionately affecting women, children, youth, workers, artisanal and small scale miners, Indigenous Peoples, and other rights holders. Addressing these challenges is crucial for achieving sustainable and inclusive development.” (UNSG, 2024, p. 13)



[UN Secretary-General's Principles to Guide Critical Energy Transition Minerals Towards Equity and Justice, 2024](#)

6. Respect rights

Official description

Respect, promote and consider respective obligations on human rights, and on the rights of Indigenous Peoples, local communities, persons with disabilities as well as labour rights in the planning and implementation of energy transitions policies and projects.

Missing elements

The principle should further develop the definition of “rights” to explicitly include human rights, environmental rights and customary rights. It should also reinforce the obligation to respect the right to Free, Prior, and Informed Consent (FPIC), as well as the commitments outlined in the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) and the Convention on Biological Diversity (CBD).

References in other multilateral initiatives “The peoples concerned shall have the right to decide their own priorities for the process of development as it affects their lives, beliefs, institutions and spiritual well-being and the lands they occupy or otherwise use, and to exercise control, to the extent possible, over their own economic, social and cultural development. In addition, they shall participate in the formulation, implementation and evaluation of plans and programmes for national and regional development which may affect them directly.” (ILO, 1989, article 7)	Source  ILO's Indigenous and Tribal Peoples Convention, 1989 (No. 169)
“Human rights include the individual and collective rights of Indigenous Peoples, and other rights holders with ancestral ties and rights to land. States shall consult and cooperate in good faith with the Indigenous Peoples concerned, through their own representative institutions in order to obtain their free and informed consent prior to the approval of any project affecting their lands or territories and other resources, while taking into account national specificity and legal context. Upholding their individual and collective rights, including their right to be recognized as equal partners in development and to own, use, develop and control their lands, territories and resources is crucial for preserving their cultures and promoting equitable development.” (UNSG, 2024, p. 10)	 UN Secretary-General's Principles to Guide Critical Energy Transition Minerals Towards Equity and Justice, 2024

7. Invest in affordable and reliable solutions for just and inclusive energy transitions

Official description

Explore efficient, inclusive and just mechanisms for cost allocation in energy solutions and their impact on the cost of energy, with a focus on timely mobilisation of resources and working towards facilitating low-cost financing in developing countries for innovative technologies and business models, to widely share the benefits and to help mitigate the burden of energy transitions, especially on the poorest segments of the population.

Missing elements

The principle would benefit from a stronger emphasis on the need to provide affordable financing that supports just and inclusive transitions without exacerbating the debt burden of developing countries.

References in other multilateral initiatives

“Rules-based and non-discriminatory international investments and trade agreements, frameworks and initiatives should account for the significant burden of debt faced by many developing countries, aim to buffer against price volatility, and promote structural transformation through value addition and economic diversification” (UNSG, 2024, p. 14)

Source



[UN Secretary-General's Principles to Guide Critical Energy Transition Minerals Towards Equity and Justice, 2024](#)

8. Implement secure and sustainable solutions

Official description

Implement effective and inclusive measures to ensure localised value creation and maximise the socio-economic, environmental and other benefits and their fair distribution, while making efforts towards mitigating negative socio-economic and environmental impacts of energy-related policies and infrastructure and the extraction, refining and processing of certain materials and minerals that are critical for energy transitions while respecting permanent sovereignty over natural resources and energy infrastructure.

Missing elements

The principles should further address the direct, indirect and cumulative impacts of energy transitions on biodiversity, ecosystems and communities — taking into account both local and transboundary effects. They should also underscore the importance of robust transparency and accountability mechanisms and reinforce stakeholder responsibility across all energy transition-related processes, policies and value-chains.

References in other multilateral initiatives

“Human rights risks and impacts must be identified and assessed, with the appropriate preventive and mitigation measures taken and remedied. This includes, implementing existing international human rights and labour rights law and frameworks agreed upon by all countries, applying credible industry standards throughout all parts of the value chain, performing human rights due diligence and impact assessments, engaging with and involving affected people in decision-making, putting into effect accessible, culturally appropriate and effective grievance handling and redress mechanisms, and participating in traceability mechanisms, especially in conflict-affected and high-risk areas and situations of involuntary resettlement.” (UNSG, 2024, p. 10,11)

“Responsible practices should be implemented and regulations enforced to safeguard the environment. Pollution and waste in all its forms should be avoided, reduced, eliminated and remediated, consistent with polluter-pays principle, and biodiversity loss and deforestation should be halted and reversed. [...] Any mineral wastes generated should be safely managed and stored to prevent disasters from catastrophic and chronic failures, consistent with best available technology and practice and the Global Industry Standard on Tailings Management, and in consultation with impacted rights holders and stakeholders. [...] Prevention and remediation measures should be commensurate with the scale, impact and size of the disturbed area while respecting the ecological, cultural and social significance of the land on which operations take place.” (UNSG, 2024, p. 11)

Best practices should be aligned with the principles set out in the Rio Declaration, inter alia the precautionary approach, and be utilized to ensure ecosystems are protected, including the possibility of declaring World Heritage Sites as ‘no-go areas’ and encouraging governments to consider declaring other protected and conserved areas as ‘no-go areas’ for activities related to critical energy transition mineral value chains, taking into account national legal contexts.” (UNSG, 2024, p. 11, 12)

Source



UN Secretary-General's
[*Principles to Guide Critical
Energy Transition Minerals
Towards Equity and Justice,
2024*](#)

“In order to protect the environment, the precautionary approach shall be widely applied by States according to their capabilities. Where there are threats of serious or irreversible damage, lack of full scientific certainty shall not be used as a reason for postponing cost-effective measures to prevent environmental degradation.” (Rio Declaration, 1992, principle 15)	 Rio Declaration on Environment and Development, 1992
“States have, in accordance with the Charter of the United Nations and the principles of international law, the sovereign right to exploit their own resources pursuant to their own environmental policies, and the responsibility to ensure that activities within their jurisdiction or control do not cause damage to the environment of other States or of areas beyond the limits of national jurisdiction.” (CBD, 1992, article 3)	 Convention on Biological Diversity, 1992
“In accordance with the precautionary approach contained in Principle 15 of the Rio Declaration on Environment and Development, the objective of this Protocol is to contribute to ensuring an adequate level of protection in the field of the safe transfer, handling and use of living modified organisms resulting from modern biotechnology that may have adverse effects on the conservation and sustainable use of biological diversity, taking also into account risks to human health, and specifically focusing on transboundary movements.” (Cartagena Protocol, 2000, objective 1)	 Cartagena Protocol on Biosafety to the Convention on Biological Diversity, 2000
“Some participants discussed learning from the experience of other international conventions, particularly those related to waste management, and highlighted the need for preventative action in the context of transboundary waste movement to developing countries.” (JTWP, 2024, p. 21)	 Annual Summary Report of the Dialogues under the United Arab Emirates Just Transition Work Programme, 2024

9.Sustainable and inclusive economic growth for all

Official description

Promote social and economic development through reliable, diversified, sustainable and responsible supply and value chains, inclusive international cooperation and local value creation and beneficiation at source for all, including in developing countries and economies in transition.

Missing elements

The principle would benefit from a clearer recognition of the role of nature in economic growth, as well as the importance of Indigenous and traditional knowledge systems in shaping just transition technologies and solutions.

References in other multilateral initiatives

“The Parties should protect the climate system for the benefit of present and future generations of humankind, on the basis of equity and in accordance with their common but differentiated responsibilities and respective capabilities. Accordingly, the developed country Parties should take the lead in combating climate change and the adverse effects thereof.” (UNFCCC, 1992, article 3)

“All Parties [...] shall: [...] C. Promote and cooperate in the development, application and diffusion, including transfer, of technologies, practices and processes that control, reduce or prevent anthropogenic emissions of greenhouse gases not controlled by the Montreal Protocol in all relevant sectors, including the energy, transport, industry, agriculture, forestry and waste management sectors” (UNFCCC, 1992, article 4)

Source



[United Nations Framework Convention on Climate Change, 1992](#)

10. Quality jobs and workforce development

Official description

Create decent work and quality jobs in accordance with nationally defined development priorities and enable sectoral labour mobility and workforce transformation through reskilling and up-skilling to create avenues of employment, while creating greater opportunities for all, noting the ILO guidelines on a Just Transition for all in this regard, as relevant.

Missing elements

The principle should adopt a broader approach to the workforce — encompassing unemployed individuals, informal sector workers, smallholders and family farmers, migrants and refugees, as well as care and unpaid workers

References in other multilateral initiatives

“Several participants noted the importance of developing gender-sensitive approaches to workforce transition, particularly for the care economy, to ensure equitable outcomes.” (JTWP, 2024, p. 23)

“Several opportunities for advancing equitable workforce transitions were identified, including the formalization of informal workers through robust social protection systems and the integration of care economy workers, particularly unpaid workers, into just transition strategies. Many participants stressed the importance of recognizing these workers’ roles in societal resilience.” (JTWP, 2024, p. 24)

“Some participants discussed the challenges involved in addressing the needs of informal economy workers, who also require access to reskilling opportunities. The necessity of including unpaid labour, which is primarily performed by women, within the just transition framework, as well as addressing precarious employer-employee relationships was also underscored by some.” (JTWP, 2024, p. 28)

Source



[Annual Summary Report of the Dialogues under the United Arab Emirates Just Transition Work Programme, 2024](#)

Additional Suggested Principle

11. Reduction of inequalities within and between countries and CBDR-RC as cross-cutting principles

References in other multilateral initiatives

“All States and all people shall cooperate in the essential task of eradicating poverty as an indispensable requirement for sustainable development, in order to decrease the disparities in standards of living and better meet the needs of the majority of the people of the world” (Rio Declaration, 1992, Principle 5)

“The special situation and needs of developing countries, particularly the least developed and those most environmentally vulnerable, shall be given special priority. International actions in the field of environment and development should also address the interests and needs of all countries.” (Rio Declaration, 1992, Principle 6)

“States shall cooperate in a spirit of global partnership to conserve, protect and restore the health and integrity of the Earth’s ecosystem. In view of the different contributions to global environmental degradation, States have common but differentiated responsibilities. The developed countries acknowledge the responsibility that they bear in the international pursuit of sustainable development in view of the pressures their societies place on the global environment and of the technologies and financial resources they command.” (Rio Declaration, 1992, Principle 7)

Source



[Rio Declaration on Environment and Development, 1992](#)

“The Parties should protect the climate system for the benefit of present and future generations of humankind, on the basis of equity and in accordance with their common but differentiated responsibilities and respective capabilities. Accordingly, the developed country Parties should take the lead in combating climate change and the adverse effects thereof.” (UNFCCC, 1992, Article 3, Principle 1)

“The specific needs and special circumstances of developing country Parties, especially those that are particularly vulnerable to the adverse effects of climate change, and of those Parties, especially developing country Parties, that would have to bear a disproportionate or abnormal burden under the Convention, should be given full consideration.” (UNFCCC, 1992, Article 3, Principle 2)



[United Nations Framework Convention on Climate Change, 1992](#)

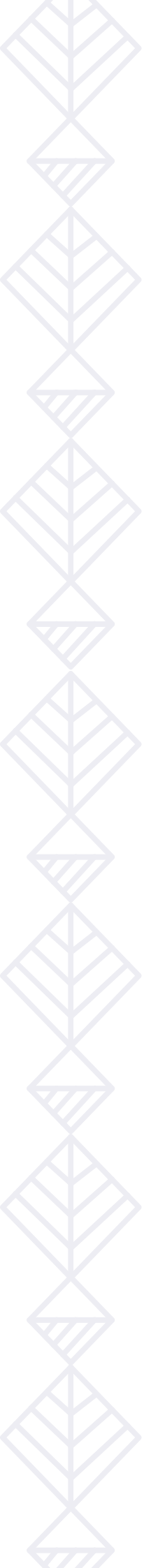
Based on the elements contained in Table 2, **the policy brief proposes eleven guiding principles for just transitions, incorporating the cross-cutting principles of reducing inequalities within and between countries, as well as CBDR-RC, which should guide**

and be integrated into all just transition efforts. While the original order of the G20's principles is maintained for consistency, this sequence does not necessarily reflect their relative importance.

The following principles³³ integrate the contributions and refinements proposed in this policy brief:

- 1. Whole-of-government and whole-of-society approach:** Adopt a comprehensive and inclusive approach that engages all ministries, levels of government, and sectors of the economy and society in the design of transition plans, policies, strategies and financial instruments to promote just and inclusive energy transitions at the national level. This approach should ensure coherence across national policies while fostering the meaningful participation of all segments of society in just transition processes.
- 2. Ending energy poverty:** In pursuing strategies to develop low-emission energy systems to achieve global net-zero greenhouse gas emissions and carbon neutrality, it is essential to address all forms of energy poverty. This includes ensuring universal access to affordable, reliable, sustainable and modern energy, including clean cooking, for all.
- 3. Social dialogue and stakeholder participation:** Foster social dialogue and encourage meaningful, equitable and effective participation by all relevant stakeholders — including affected communities such as Indigenous Peoples, local and traditional communities, people of African descent, women, smallholders and family farmers, as well as employers' organizations and trade unions — in decision-making processes related to energy transitions, and at all stages of the design and implementation of energy transition projects.
- 4. Social protection:** Strengthen access to appropriate social protection systems for all as part of just and inclusive energy transitions, in order to support workers and communities — with particular consideration to the poor, informal workers and those in vulnerable situations. These mechanisms, designed to reduce vulnerability and mitigate or compensate for socioeconomic impacts, should include measures such as medical care to alleviate health-related challenges; retraining

33. G20 Principles 1 and 8 have undergone significant modifications.



and reskilling programs; unemployment support; and direct cash transfers to provide financial assistance to both formal and informal workers affected by transitions. They should also integrate public employment programs in renewable sectors, clean energy incentives and credit programs to support formal and informal workers in starting or sustaining small businesses.

5. Policy inclusiveness and intersectionality: Incorporate intersectional perspectives on gender balance, including women empowerment, age, race, ethnicity and those in any vulnerable situations into energy planning and policies, ensuring that transition efforts do not inadvertently create additional inequities or exacerbate existing ones. Gender and racial perspectives should be mainstreamed to support comprehensive planning that prevents and mitigates the impact of transition policies on different social groups, while fostering a fair distribution of both costs and benefits.

6. Respect for human, environmental and customary rights: Respect, promote and consider obligations on human, environmental and customary rights in the planning and implementation of energy transition policies and projects. This includes protecting the broader land and customary rights of Indigenous Peoples and local communities; upholding the principle of Free, Prior, and Informed Consent; ensuring the rights of children, youth, women, people of African descent, smallholders and family farmers, migrants and refugees and persons with disabilities; and safeguarding labor rights.

7. Affordable and reliable finance mechanisms: Explore efficient, inclusive and just mechanisms for cost allocation in energy solutions and their impact on the cost of energy, with a focus on timely mobilization of resources and working towards facilitating low-cost financing that does not exacerbate the debt burdens of developing countries. This approach should prioritize value addition and economic diversification, as well as enable the transfer and co-development of innovative technologies and business models to widely share the benefits and help to mitigate the impacts of energy transitions, especially on the poorest segments of the population.

8. Secure and sustainable solutions: Promote the adoption of secure and sustainable solutions that adhere to the precautionary principle, while implementing robust monitoring and evaluation mechanisms to ensure accountability for upholding human rights and environmental integrity within transition projects, taking into account both local and transboundary effects. Prevent, mitigate and compensate for negative socio-economic and environmental impacts of energy-

related policies and infrastructure, as well the extraction, refining and processing of materials and minerals critical to energy transitions, while respecting permanent sovereignty over natural resources and energy infrastructure.

9.

Sustainable and inclusive economic growth and technological access for all: Promote social and economic development through reliable, diversified, sustainable and responsible supply and value chains. This requires strong and inclusive international cooperation to facilitate the development of — and equitable access to — economic and technological solutions that value nature, including nature-based solutions and the bioeconomy; meaningfully integrate Indigenous and traditional knowledge systems; and prioritize local value creation and beneficiation at the source — particularly in developing countries and economies in transition.

10.

Facilitating workforce transformation: Create decent work and quality jobs in accordance with nationally defined development priorities and enable sectoral labour mobility and workforce transformation through reskilling and up-skilling. Adopt measures to ensure that the transition benefits those that have been left behind or are at risk of further marginalization — prioritizing the creation of employment opportunities for unemployed individuals, informal and unpaid workers, smallholders and family farmers, migrants and refugees, with particular attention to women, People of African descent and other historically marginalized groups. These efforts should align, where relevant, with international guidelines such as the *ILO Guidelines on a Just Transition for all*.

11.

Reduction of inequalities within and between countries and CBDR-RC as cross-cutting principles: Addressing and reducing inequalities within and between countries is essential to ensuring a fair and just energy transition. The principle of CBDR-RC should be embedded as a cross-cutting element across all policies, programs and initiatives — recognizing that countries have different historical responsibilities, levels of development, and capacities to promote energy transitions. This includes ensuring adequate means of implementation for just transitions in developing countries — through finance, capacity building and technology development and transfer. It also involves promoting fair burden-sharing and preventing and mitigating the negative externalities of transition policies, including those associated with unilateral trade measures and restrictive intellectual property regimes, particularly in developing nations.

While these eleven principles offer a comprehensive framework to guide just and inclusive energy transitions, their effectiveness ultimately depends on how they are operationalized. Translating principles into practice requires support mechanisms — especially for developing countries — to bridge persistent gaps in financing, technology access and institutional capacity. In this context, recent G20-led initiatives offer valuable models for facilitating coordinated international action. The next section explores how a matchmaking platform could serve as a practical instrument to support the implementation of these principles on a global scale.

4. FACILITATING ACTION: A MATCHMAKING PLATFORM FOR JUST TRANSITIONS IMPLEMENTATION

While developing negotiated and consensus-based principles is an essential first step for establishing standards, criteria and guidance for both national and international policies on just transitions, their impact remains limited without concrete action. In this regard, an initiative that was born within the G20 provides valuable insights that can be adapted to support just and effective transitions worldwide.

The *Global Alliance Against Hunger and Poverty* was launched during the G20 Leaders' Summit in November 2024 in Brazil. As its name suggests, its primary goal is to accelerate efforts to eradicate hunger and poverty globally, thereby facilitating the

achievement of the Sustainable Development Goals, particularly SDG 1 (No Poverty) and SDG 2 (Zero Hunger). Although initiated by the G20, the Global Alliance will operate as an independent global platform, with its Support Mechanism hosted by the Food and Agriculture Organization (FAO) and functioning across multiple cities, including Rome, Brasília, Washington, DC, and Addis Ababa. Its governance structure is anchored in a Board of Champions, composed of representatives from governments and international organizations. To date, the Alliance has secured the support of more than 180 stakeholders, including 95 states, as well as international organizations, financial institutions and philanthropic entities³⁴.

34. Global Alliance Against Hunger and Poverty, Members, 2025, <https://globalallianceagainsthungerandpoverty.org/members/>.

At the core of the Alliance is a Policy Basket — a curated menu of rigorously evaluated policy instruments that enables countries to choose and adapt effective solutions to their specific contexts. The initiative is structured around three pillars: a National Pillar, which supports countries in tailoring and implementing selected policies at the national level; a Financial Support Pillar, which mobilizes and aligns funding to support policy interventions; and a Knowledge Pillar, which facilitates access to data and technical assistance. In essence, the Alliance acts as a neutral facilitator, building partnerships and mobilizing financial and knowledge resources to implement these cost-effective, high-impact policy instruments³⁵.

Despite being a recent initiative with concrete long-term results yet to be determined, the *Global Alliance Against Hunger and Poverty* stands out as a promising example of how multi-stakeholder cooperation can be effectively leveraged to advance global

commitments. Recognizing the persistent gap in the means of implementation — particularly for developing countries — we recommend that states consider establishing a similar matchmaking platform to support global efforts in mobilizing finance, building capacity and facilitating technology transfer for just transitions. Ideally, this platform should be established under the UNFCCC and anchored in the Just Transition Work Programme (JTWP), given its universal scope. However, in light of the consensus-based nature of UNFCCC decision-making and the current impasses facing the JTWP, the formation of a coalition of willing and champion states should also be explored, enabling the mechanism to become operational within a shorter timeframe.

Inspired by the framework of the *Global Alliance Against Poverty and Hunger*, the **Matchmaking Platform for Just Transitions** should pursue the following High-Level objectives:

- i. **Secure sustained High-Level political support to drive collective action** in implementing the High-Level Principles on Just Transitions, assisting countries in achieving the objectives of the Paris Agreement and implementing paragraph 28(d) of the First Global Stocktake, which calls for:

“Transitioning away from fossil fuels in energy systems, in a just, orderly and equitable manner, accelerating action in this critical decade, so as to achieve net zero by 2050 in keeping with the science;”

³⁵. Global Alliance Against Hunger and Poverty. *Terms of Reference and Governance Framework*, 2024, <https://globalallianceagainsthungerandpoverty.org/wp-content/uploads/2024/10/Global-Alliance-Foundational-Documents.pdf>.

- ii. **Facilitate the mobilization of international support**, including public and private financial and technological resources, to enable the large-scale, country-owned, and country-led implementation of evidence-based transition programs and policy instruments, with a particular focus on developing countries and prioritizing persons in vulnerable situations and those most at risk of being left behind by transition policies.

This matchmaking platform should be structured around three key pillars:

- a. **Policy Basket:** a menu of rigorously evaluated policy instruments and programs to promote just transitions, which can be adapted to specific national or subnational contexts.
- b. **Knowledge-sharing and capacity-building hub:** bringing together national, regional, and international institutions, including academic institutions, to foster knowledge generation, technical assistance and voluntary knowledge exchange. For instance, this hub could support the development of technical capacity required to assess the costs of policy interventions and build the technical expertise necessary for effective implementation of just transition policies.
- c. **Sources of finance and technology:** designed to attract supporting entities, including global and regional funds, vertical climate funds, development banks and public and private donors, committed to providing financial and technological support to Parties in fulfilling their national commitments to implement just transition programs and policy instruments within the Platform's Policy Basket.

While the proposed Matchmaking Platform could serve as a catalytic tool for facilitating just transitions, it is not an end in itself. The scale of the challenge — developing economic models that are both aligned with the 1.5°C target and socially just — is significant, and funding needs are growing rapidly as the window to limit global warming to 1.5°C continues to narrow. The platform must therefore be embedded within broader, systemic reforms to secure the means of implementation for just transitions — an effort that must be led by developed countries, in accordance with the principle of CBDR-RC.

As explored in the next section, the Baku to Belém Roadmap to 1.3T, approved at COP29, provides a timely opportunity to advance this broader effort.

5. EMBEDDING JUST TRANSITIONS INTO THE BAKU TO BELÉM ROADMAP TO 1.3 TRILLION

Building on the New Collective Quantified Goal on Climate Finance (NCQG) agreed at COP29 — through which developed countries committed to take the lead in mobilizing USD 300 billion annually in climate finance for developing countries by 2035 — the Baku to Belém Roadmap aims to set out viable pathways to scale this figure to USD 1.3 trillion. This financing would support developing countries in pursuing low-greenhouse gas emissions and climate-resilient development pathways, as well as in implementing their Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs). This level of resources is to be achieved through a combination of grants, concessional finance, non-debt-creating instruments and measures to expand fiscal space³⁶.

As a key element in building low-emission, climate-resilient economies — and a critical bridge between climate action and sustainable development — the roadmap should recognize the need for robust and sustained financing for just transition programs and initiatives. This support must be additional to, and complementary with, existing financial commitments for mitigation, adaptation and loss and damage.

In addition to providing concrete indications to mobilizing new, additional, affordable and long-term finance for all key components of climate action, the roadmap should explore concrete pathways for phasing out fossil fuel subsidies that do not contribute to addressing energy poverty or supporting just transitions. This includes providing clarity to distinguish subsidies that are essential for ensuring universal access to energy and supporting transition efforts from those that sustain fossil fuel dependency. The fossil fuel subsidies phase-out must follow a clear, time-bound trajectory, ideally reaching completion by the end of this critical decade, as a necessary prerequisite for the effective and timely implementation of Article 2.1(c) of the Paris Agreement, which calls for aligning finance flows with pathways towards low greenhouse gas emissions and climate-resilient development.

In parallel, the roadmap should identify and assess innovative instruments — such as voluntary commitments or mandatory requirements to allocate a minimum share of fossil fuel-related royalties and profits — to fund just transition programs. Such measures could help operationalize both Article 2.1(c) of the Paris Agreement

36. UNFCCC. *Decisions Adopted by the Conference of the Parties Serving as the Meeting of the Parties to the Paris Agreement (CMA) at Its Sixth Session*. Decision 1/CMA.6. Baku, Azerbaijan, 11–24 November 2024, https://unfccc.int/sites/default/files/resource/cma2024_17a01_adv.pdf.

and Paragraph 28(d) of the first Global Stocktake.

Finally, the efficacy of the Baku to Belém Roadmap will depend on its ability to translate into tangible action. It must not remain a paper commitment but be accompanied by clear accountability

mechanisms, transparent progress tracking, and concrete implementation tools. Ensuring the roadmap's credibility and long-term impact requires that it deliver not only on ambition, but also on the means of implementation for just, orderly, and equitable transitions.

6. CONCLUSION AND POLICY RECOMMENDATIONS

In light of the accelerating climate crisis, advancing energy transitions is a global imperative. These transitions, however, must go beyond decarbonization alone. To be transformative and durable, they must also confront the systemic inequalities that persist both within and between countries, while promoting the economic, social and environmental dimensions of sustainable development. Social justice, equity, and poverty eradication must be at the heart of this process, ensuring that the costs and benefits of the transition are distributed fairly, with particular attention to the needs and rights of the most vulnerable countries and populations.

Despite growing recognition of the importance of just transitions in both the G20 and UNFCCC forums, the concept remains poorly defined and insufficiently embedded in concrete policy frameworks. In the absence of clear guiding principles, dedicated implementation mechanisms, and robust sources of finance and support, there is a significant risk that the shift to low-carbon economies will exacerbate existing inequalities and leave the most vulnerable behind.

Against this backdrop, this policy brief has presented three key, interlinked recommendations to help strengthen conceptual and practical solutions for just transitions within the UNFCCC process:



1.

Advance Consensus-Based High-Level Principles on Just Transitions within the UNFCCC, building on and expanding the G20 Principles to create a shared normative framework that can guide national and international policies. These principles must be grounded in equity, human rights and sustainable development, and aligned with the principle of Common But Differentiated Responsibilities and Respective Capabilities (CBDR-RC);

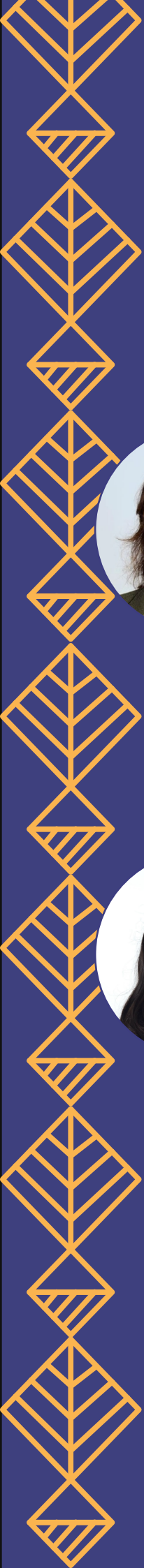
2.

Establish a Matchmaking Platform for Just Transition Implementation, modeled on the *Global Alliance Against Hunger and Poverty*. This platform should serve as a neutral, inclusive mechanism to connect countries with financial, technical and knowledge-based resources to support the implementation of just transition programs. It should be anchored in the Just Transition Work Programme (JTWP), while retaining the flexibility to move forward through a coalition of willing and champion states if political conditions within the UNFCCC prevent consensus;

3.

Embed Just Transitions into the Baku to Belém Roadmap to 1.3 Trillion, recognizing the need for dedicated, additional and sustained financing to effectively support just transition initiatives. This includes clear, time-bound commitments to phase out fossil fuel subsidies that do not serve equity or climate goals, alongside innovative approaches to redirect fossil fuel royalties and profits toward transition-related investments.

The call for a global *mutirão* for climate action triggered by the Presidency of COP30 underscores the need for collective and coordinated efforts that deliver concrete outcomes. Placing just transition principles at the core of this *mutirão* is essential to ensure that climate action goes hand in hand with social justice and that no one is left behind. As this policy brief demonstrates, reinvigorating UNFCCC action on just transitions is a necessary step toward achieving this goal.



Plataforma CIPÓ is a Brazil-based research institute dedicated to promoting international cooperation to advance climate action and sustainable development, with a focus on the needs and priorities of the Global South.



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