

ITUC submission on call for Inputs by the Katowice Committee of Experts on the Impacts of the Implementation of Response Measures

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The UNFCCC's Katowice Committee of Experts on the Impacts of the Implementation of Response Measures (KCI) invites inputs with respect to activity "identify country-driven strategies and best practices on just transition of the workforce and creation of decent work and quality jobs and on economic diversification and transformation focusing on challenges and opportunities from the implementation of low greenhouse gas emission policies and strategies towards the achievement of sustainable development" The KCI invites submission to provide concrete examples and best practices on: (a) Just transition of the work force and creation of decent work and quality jobs; (b) Economic diversification and transformation.

Trade unions and climate action

The global trade union movement and the large majority of their members have integrated climate concerns in their policy proposals. The international networks of unions, such as the ITUC and its regional sister organisations do actively follow and engage on climate policy. The ITUC's affiliate trade unions engage on climate change, reflecting the specific conditions of the countries, regions or economic sector they are active. The concept of Just Transition was proposed by the global labour movement as a strategy to integrate social justice in the climate protection debate. It is a strategy to have decent jobs on a living planet for all workers affected by climate change and climate policies. The objective is to give workers and their unions an active role in the policy debate about their future. While there is no single axiom or postulate that defines the concept of Just Transition, the following definition has been promoted by the international labour movement:

"A Just Transition secures the future and livelihoods of workers and their communities in the transition to a low-carbon economy. It is based on social dialogue between workers and their unions, employers, government and communities. A plan for Just Transition provides and guarantees better and decent jobs, social protection, more training opportunities and greater job security for all workers affected by global warming and climate change policies."¹

¹ ITUC-TUDCN (2019) The contribution of social dialogue to the 2030 Agenda - Promoting a Just Transition towards sustainable economies and societies for all, Brussels. <https://www.ituc-csi.org/social-dialogue-for-sdgs-promoting-just-transition>

While workers are put central in this definition, they do not stand in isolation but are part of their communities. Social dialogue is the core instrument to deal with the 'justice' aspect of the transition that is needed. Organised labour negotiates with employers and governments about climate policy measures. Broader civil society actors are integrated in this dialogue. To reflect all these different aspects, a Just Transition framework should be supported by the following pillars: ²

- Early assessment of the social and economic consequences of climate change and responses to it.
- Promotion of substantial public investment in low-carbon sectors and technologies.
- Implementation of active policies for the restructuring and diversification of the economy.
- Promotion of professional training and retraining for the development of skills.
- Strengthening of social protection systems and public investment in health, education, etc.
- Promotion of social dialogue, collective bargaining and social participation.

The concept of Just Transition is recognized as a guiding principle in the Paris Agreement to combat climate change in 2015. In the same year, social partners at the ILO developed concrete guidelines to facilitate the implementation of Just Transition policies and measures.³ At the United Nations Climate Action Summit 2019, some 46 countries made commitments to support a just ecological transition. They would do so by formulating national plans for a just transition through social dialogue, creating decent work as well as green jobs, thus enabling ambitious action toward a sustainable future of work.⁴

The ITUC is stimulating its affiliates to negotiate Just Transition plans and measures with national governments and holds scorecards that evaluate the commitments by national governments to introduce these measures in their climate plans and whether governments engage with workers and their organisations through social dialogue processes on their climate policies.⁵

Central to the concept of Just Transition, and more broadly to any union action, is the respect of the Fundamental Labour Rights, as defined by the ILO. The ILO has identified eight "fundamental" Conventions, covering subjects that are considered to be fundamental principles and rights at work: freedom of association and the effective recognition of the right to collective bargaining; the elimination of all forms of forced or compulsory labour; the effective abolition of child labour; and the elimination of

² For an overview of trade union engagement on Just Transition, see also Equal Times (2020) Special report: Just transition, Brussels. https://www.equaltimes.org/IMG/pdf/jt_just_transition_-_putting_planet_people_and_jobs_first_-_en-2.pdf

³ ILO (2019) "Guidelines for a just transition towards environmentally sustainable economies and societies for all" https://www.ilo.org/global/topics/green-jobs/publications/WCMS_432859/lang--en/index.htm

⁴ <https://www.climateaction4jobs.org/>

⁵ <https://www.ituc-csi.org/governments-fail-paris-agreement>

discrimination in respect of employment and occupation. These principles are also covered by the ILO Declaration on Fundamental Principles and Rights at Work (1998)⁶.

In order to pick up the fight on climate change, trade unions need to be authorized, accepted and be able to organize themselves. The ITUC's Global Rights Index report, states that in 2020 74% of all countries excluded workers from the right to establish or join a trade union (106 out of 144 countries), 80% of countries violated the right to collective bargaining. (115 out of 144 countries), in 56 countries, the freedom of speech and assembly was denied or constrained in 2020. Workers were murdered, including at trade union protests, in nine countries: Bolivia, Brazil, Chile, Colombia, Ecuador, Honduras, Iraq, the Philippines and South Africa.⁷

The protection of Fundamental Labour Rights is an essential part of a Just Transition (especially social dialogue and freedom of association). Just Transition measures and policies for workers, their families and communities are crucial to get support in society for the ambitious climate policies we need.

⁶ <https://www.ilo.org/declaration/thedeclaration/textdeclaration/lang--en/index.htm> and <http://www.ilo.org/global/standards/applying-and-promoting-international-labour-standards/lang--en/index.htm>

⁷ ITUC (2020) 2020 ITUC Global Rights Index. https://www.ituc-csi.org/IMG/pdf/ituc_globalrightsindex_2020_en.pdf

Compilation of concrete examples

1. Just transition case study – Taranaki, New Zealand

Key characteristics

In April 2018 the government announced an end to future permits for offshore oil and gas⁸. Taranaki is a region in New Zealand whose prosperity has relied on oil and gas for many generations and the energy sector, directly and indirectly, employs thousands of workers in well-paying jobs. Following the announcement, the region has come together to plan its future through to 2050 and is currently rolling out action plans to achieve its shared vision.

Description of low-GHG-emission strategies or policies

The government's policy decision in April 2018 would see an end to the granting of new permits from government for offshore oil exploration in New Zealand. Onshore permit offers would continue in Taranaki for the next three years and will be reviewed following that. All existing offshore permits (57 exploration and mining permits as at April 2018) would remain unaffected, the decision relating only to new offshore permits.

Impacts of identified strategy or policy on just transition of the work force and creation of decent work and quality jobs

From February - April 2019 the people of the region created the content of a *Taranaki 2050 Roadmap*⁹ through a co-design process. Over 700 people took part in 23 workshops around the region on defined transition topics, as well as five community workshops, high school workshops and an online survey. The draft Roadmap was launched at a Prime Minister's Just Transition Summit in May 2019. After further consultation and feedback, the Roadmap and Report were finalised in July 2019. Since then, a series of 11 Transition Pathway Action Plans are designing specific initiatives to meet the vision the region has established, including both a focus on economic sectors (such as energy, food and fibre, tourism) and other social outcomes (Māori futures, wellbeing, skills).

In all of these processes, trade unions in the region are advocating for decent work to be at the core of planning for new jobs. In the People and Talent pathway action plan for example, unions have secured a proposed focus on the support and empowerment for workers during transition, including job clustering analysis of retraining opportunities and skills audits of the workforce. E tū union is further developing concrete proposals on interventions that Taranaki workers could seek to enable their transition into jobs in a lower carbon environment, and what expectations are reasonable from both government and employers, in addition to workers' own investment, and is engaging with employers and workers locally to consider the feasibility of a multi-employer redeployment scheme, initially focused on control room panel operators.

⁸ <https://www.beehive.govt.nz/release/planning-future-no-new-offshore-oil-and-gas-exploration-permits>

⁹ <https://www.taranaki.co.nz/vision-and-strategy/taranaki-2050/>

Identified challenges, opportunities and stakeholder involvement

The just transition process in Taranaki sought to be more inclusive than previous planning processes. It is overseen by 7 constituencies, each of which are on the local governance entity for the transition planning: iwi and hapū (indigenous peoples), workers and their unions, business, local government, central government, civil society and education/training.

A particular challenge has been the timeframes set external to the region (such as the Summit, and Crown budget/funding deadlines) and this time pressure has been taxing for workers and indigenous peoples in particular.

A key opportunity for the region is the future of renewable energy to replace fossil fuels, and one of the transition pathway action plans discussed above focuses on this¹⁰. At the moment, the focus is on low emissions energy until a concrete plan/pathway to renewables is established.

Lessons learned

Five key lessons stand out for trade unions involved in the Taranaki just transition:

1. Change is scary because for the past century or more, economic change has meant workers, whānau (families), community have been harmed. Change disparately affects those already most vulnerable. To change this and avoid resistance, getting those who would normally be harmed to design and lead the change, is critical. This builds ownership and centres those historically disadvantaged.
2. Once all the stakeholders are brought together, asking them the right questions to focus on values and the future for generations allows people to come to a far greater degree of consensus and start singing off the same song sheet together.
3. Consensus is critical for investment next steps, as is leadership from iwi and hapū, and workers.
4. Investment and funding are critical to enable rapid engagement, but even with funding, iwi and workers must have sufficient time to meaningfully engage.
5. Future thinking at scale is key to unlock significant investment, such as large funds such as NZ Super Fund, but given scale initiatives take time, funding for short term opportunities is critical as are social safety nets.

¹⁰ See <https://www.taranaki.co.nz/assets/Uploads/Like-No-Other/Energy-TPAP.pdf> and <https://www.venture.org.nz/assets/H2-Taranaki-Roadmap.pdf>

2. Just Transition for the energy and mining sectors in South Africa¹¹

Key characteristics

The global energy sector is responsible for over two-thirds of global CO₂ emissions, with coal-fired power producing 54 per cent of CO₂ emissions from the sector. CO₂ emissions from coal-fired power are the “single largest source of global temperature increase.” Phasing out coal-fired power, phasing in clean energy, and ensuring a just transition for coal workers and communities is essential to meaningful action on climate change. Most of South Africa’s emissions come from coal-fired power.

South Africa needs to reduce its CO₂ emissions and has committed to doing so. Its Nationally Determined Contribution (NDC) contains a target to limit greenhouse gases to between 398 and 614 MtCO₂eq³⁴ over the period 2025–2030. This target is equivalent to a 19–82 per cent increase based on 1990 levels. South Africa has included just transition in its NDC.

South Africa’s coal-fired power fuels 90 per cent of the country’s electricity via the state utility Eskom. The remainder of the electricity supply comes from nuclear, hydropower, and conventional renewables.

Eskom, and the mines tied to it, is an important source of employment. In a country with high unemployment, Eskom employs circa 131,000 workers directly and many others on a contract basis. Eskom plays a key developmental role in supplying low-cost electricity to poor and working-class South Africans, particularly black South Africans who were deprived of access to modern electricity by the apartheid state. Eskom’s low-priced power is also crucial to the competitiveness of South Africa’s export sectors, particularly minerals, mining, and manufacturing.

South African unions and national tripartite structures are strong and formalised. Although trade union density is historically low at 28 per cent, it is still higher than in many other countries. Its tripartite body, the National Economic Development and Labour Council (NEDLAC), has a constitutional mandate. Unions have been engaged and have contributed in consultation processes.

Description of low-GHG-emission strategies or policies.

To reduce emissions from the power sector, the South African government has relied so far on tenders to the private sector to develop the renewable energy supply. Regulations limit the ability of municipalities, communities and companies to build renewable energy projects for their own use.

Prior to COVID-19, Eskom faced financial and operational difficulties. The government intended to split Eskom up through what is known as unbundling. Generally, the unbundling of utilities is the first step in the privatisation process and results in job losses. The South African government has, however, said that no jobs will be lost and that Eskom will remain a state-owned entity.

¹¹ This case is referenced in the joint report of Union to Union (Sweden) and the Just Transition Centre ‘Just Transition in the international development cooperation context’, <https://www.ituc-csi.org/just-transition-in-the-international-development-cooperation-context>

The World Bank has concluded that unbundling and privatisation do not promote a transition away from coal and are not required to achieve it. Similarly, trade union experiences from Australia and Canada show that decarbonisation in the power sector is more difficult to achieve when the sector is privatised. Experiences from power sector liberalisation in Eastern Europe indicate that the process does not necessarily reduce prices for consumers. Nonetheless, governments and IFIs offering international finance to refinance Eskom's debt and fund local just transition plans have two conditions: an accelerated plan for coal plant closure, and the unbundling and privatisation of Eskom.

The South African government has promised coal and power station workers a just transition but understand that it is going to be challenging, particularly in light of the COVID-19 crisis. Eskom is already closing its older coal-fired power stations with no social or economic plans in place as required by law. If unbundling and privatisation go forward, the scenario will be challenging due to job losses.

To date there have been multiple processes to stake-out a future course for Eskom, South Africa's coal sector, and the tens of thousands of workers in the sector. These range from social dialogue in NEDLAC to a Presidential Task Team, a process under the National Planning Commission with strong community engagement, and an agreement from the government to form a Presidential Climate Change Commission to produce a just transition plan.

Impacts of identified strategy or policy on just transition of the work force and creation of decent work and quality jobs

South African trade unions support action on climate change and efforts to cut emissions through just transition. They were pioneers on these issues. The Congress of South African Trade Unions (COSATU) is South Africa's largest federation of trade unions and was founded in 1985. It has 1,800,000 members and is a member of South Africa's governing Tripartite Alliance. Its affiliates include the National

Union of Mineworkers (NUM). It has had a longstanding commitment to addressing climate change through just transition, including a 2009 Congress resolution that "climate change is one of the greatest threats to our planet and our people".⁴⁸ Similarly, in 2012 the National Union of Metalworkers of South Africa (NUMSA) adopted a position on climate action through just transition.

However, South Africa's rapidly deteriorating economic situation means that the unions oppose any action that would cut existing jobs. South African workers now face a deep recession with accelerating job losses, increasing costs for energy, food, imported goods, and a hunger crisis during lockdown.

South African trade unions reject privatisation of electricity generation, both because of the likelihood of job losses and because it is inconsistent with Eskom's developmental role in South Africa. They have also opposed privatised renewable energy tenders.

The ILO, IndustriAll, ITUC Africa, and the Just Transition Centre have worked with and learned from South African trade unions on just transition issues, particularly those associated with the phaseout of coal. Activities have ranged from convening meetings, joint workshops, sharing experiences and technical information, to acting as a labour resource in discussions and processes.

In early 2020 COSATU launched its own proposal for a social compact, with a rescue plan for Eskom, just transition, and expanded generation of renewable energy by Eskom and municipalities as essential elements. The social partners discussed the plan in NEDLAC, where it received strong support. COSATU has pointed out that international financing should focus on job creation in renewable energy manufacturing and other areas, as opposed to privatising Eskom.

Due to COVID-19, discussions about the social compact have been put on hold. When they are resumed, two things will be crucial: measures for Eskom, or the power sector, should maintain and create decent work, and employment creation should be a priority.

Identified challenges, opportunities and stakeholder involvement and lessons learned

South Africa has a good starting point for just transition in the power sector. It has strong unions with long-standing support for just transition, government commitments to reducing emissions and just transition, established social dialogue forums, a single state-owned power sector utility, and a mobilised civil society.

Yet transforming the coal sector has been proven difficult. Certainly, power relations and the long-term effects of corruption under the previous government are key factors. But the biggest practical barrier has been the lack of new jobs. This is perhaps the most important lesson learned. One consequence of the high unemployment scenario is that workers need to see real plans for new, good jobs as a “benefit” of the sector transformation. Without that, changes will likely be opposed, including decarbonisation, because workers recognise that losing their jobs means going straight into unemployment, with few social safety nets and therefore poverty.

In line with this, workers and unions have been opposing efforts to privatise and unbundle the power sector unless they know this will not threaten jobs. Evidence from other countries shows this opposition is well-founded. Privatisation and unbundling almost always result in job losses.

The government’s initial policy on decarbonisation involved privatising power generation through tenders to renewable energy developers. It produced a paradoxical result. Unions with longstanding support for just transition, action on climate change, and renewable energy have opposed decarbonisation in part because it was coupled with privatisation and job losses. Thus, a second lesson learned is that power sector privatisation could make the decarbonisation path more difficult, as it introduces additional threats of job losses.

In this context COSATU’s social compact proposal from January 2020 illustrates best practice by a social partner. The proposal was a step towards improving the possibilities to power sector decarbonisation. With contributions from all partners, it brought together three core elements: a financial plan for Eskom involving workers’ capital; expanding renewable energy generation by public entities – Eskom, municipalities and communities; and maintaining jobs. International finance would also have a role in this proposal by funding renewable energy manufacturing in South Africa.

3. Just Transition for the energy sector in the Philippines¹²

Key characteristics

This case gives an overview of the work on Just Transition in the Philippines in the energy sector by the trade union SENTRO.

Description of low-GHG-emission strategies or policies

Increasing renewable energy generation and energy efficiency is essential to meet the goals of the Paris Agreement. These two measures alone could provide 90 per cent of the emissions reductions needed by 2050. The commitment of the government of the Philippines under the Paris Agreement is to cut CO₂ emissions by 70 per cent by 2030, if climate finance and technology are made available. This reduction would come from the energy, transport, waste, forestry and industrial sectors. Part of this commitment also includes increasing renewable energy capacity, which is in line with the country's Renewable Energy Act (2008) and the National Renewable Energy Plan.

In 2015, coal-fired power provided 44 per cent of electricity production in the Philippines, though that share is almost certainly higher today. The government's focus so far has been on increasing private sector investment in renewable energy with tax incentives and tenders, as opposed to driving renewable energy investment through the country's 120 electricity cooperatives. Prior to COVID-19, the overall economy was growing and growth in the energy sector was expected to follow.

Impacts of identified strategy or policy on just transition of the work force and creation of decent work and quality jobs

Trade unions and workers in the Philippines face a very dangerous and precarious situation. In 2020, the Philippines was placed among the top ten most dangerous countries in the world for trade unionists. From death threats, murders, and targeting of trade union leaders, there are no guarantees for labour rights. The decline in trade union density reflects this anti-union scenario: from 20.2 per cent in 2003 to 6.5 per cent in 2016. In 2015, 30.7 per cent of workers found themselves in precarious forms of employment.

According to the Philippines' trade union report on SDG implementation, a low and declining rate of unionisation has negative implications for decent work. Low unionisation has resulted in low collective bargaining coverage which, in its turn, may drive average wages down. The absence of trade unions in some companies deprives workers of the first line of defence against abuse.

At the same time, the government of the Philippines has committed to just transition, passed a Green Jobs Act in 2016, and was engaged in a project with the ILO to explore implementation of the Act. The Ministry of Labour led this project and engaged unions in social dialogue.

¹² This case is referenced in the joint report of Union to Union (Sweden) and the Just Transition Centre 'Just Transition in the international development cooperation context', <https://www.ituc-csi.org/just-transition-in-the-international-development-cooperation-context>

Sentro ng mga Nagkakaisa at Progresibong Manggagawa (SENTRO) is a national trade union federation, and an ITUC affiliate, with more than 80,000 members across the public, private and informal sectors. SENTRO has well developed positions on climate change and just transition. It is one of the signatories to a successful petition to the Philippines Commission on Human Rights on whether big polluters – 47 high-emitting companies – could be held liable for human rights violations due to climate change. SENTRO has built a coalition with civil society organisations for promotion of policy coherence on renewable energy and green jobs, called “Center”. The federation is an active participant in the ITUC’s delegations to the UNFCCC processes and in Trade Unions for Energy Democracy (TUED), a global initiative that works to promote democratic control of energy and solutions on climate change and energy poverty.

While SENTRO is engaged in climate issues and sees them as inseparable from matters of public ownership of the energy sector, the energy sector in the Philippines has been privatised since 2001. SENTRO has been working to restore public ownership of the energy sector, primarily through work to expand electricity cooperatives. Electricity cooperatives are owned by consumers/cooperative members, as opposed to being owned by corporations. Currently, electricity cooperatives cover 50% of the electricity distribution.

SENTRO works to promote just transition in three ways. First, it works with 23 cooperatives with 30 million household members to promote renewable energy. In a pilot project on Masabate Island that is served by an electricity cooperative, SENTRO brought in technical expertise to help the cooperative develop renewable energy generation for the island’s one million residents. Second, SENTRO has engaged in social dialogue with the government to achieve policies to drive the renewable energy transition in cooperatives, as opposed to solely through the private sector. Third, SENTRO works with its affiliates to ensure that there are provisions related to just transition in collective bargaining agreements (CBAs). For example, the CBA with Siemens Electric Power includes capacity building for consumers and unions on just transition and climate change, and a commitment to build an industry roadmap for decarbonisation. Similarly, CBAs for coal sector workers include expanded severance and retirement benefits so that coal workers have better protection if their jobs are axed.

Identified challenges, opportunities and stakeholder involvement, lessons learned

SENTRO’s approach to just transition and energy democracy illustrates best practice for trade unions. The federation makes use of traditional and non-traditional tools such as social dialogue with government on policy, collective bargaining with employers, alliances with civil society, litigation, international activity and community organising.

SENTRO has a strategic approach to building power, including building a base with communities. It works within the existing structure of public ownership, electricity cooperatives, to achieve a just energy transition and organize with communities that own cooperatives. External actors that want to support just transition and trade unionism in the Philippines should look to support this transition in cooperatives.

Regrettably, if the political context for SENTRO and other trade unions was bad before COVID-19, now it has worsened. Filipino trade unionists and their families face threats

to their lives and denial of basic rights. It is absolutely essential that external actors, from governments, development actors and civil society organizations, support Filipino unions in their struggle for safety and rights, in addition to support for just transition.

This case study provides an insight into how trade unions, with adequate expertise and support can play a role in the advancement towards a lower carbon society. SENTRO's cooperation with development actors, including Trade Union Solidarity and Support Organisations (TUSSOs) or direct bilateral support from trade unions, has proven fruitful. There is a continuous need to bring the situation in the Philippines to the attention of international actors. Trade unions are a precondition for decent work, which in turn is an essential part of achieving the Sustainable Development Goals and poverty eradication.

4. Just Transition for the textile sector in Bangladesh¹³

Key characteristics

The garment sector is responsible for around five per cent of total global CO2 emissions and it should be included in the plans to reduce emissions in order to reach the goals of the Paris Agreement. Less than one per cent of material used to produce clothing is recycled within the clothing industry, and 13 per cent is recycled for use in other areas.

Prior to COVID-19 there was growing consumer and civil society pressure in some countries for a shift away from fast fashion towards more circular business models. Studies on or activities analysing the impact of this potential shift on workers throughout the supply chain and how to achieve a just transition, remain to be undertaken.

It seems likely, however, that any move away from the current model of fast fashion will have major impacts on jobs and on the families that depend on income from the sector.

Description of low-GHG-emission strategies or policies

In its National Determined Contribution (NDC), Bangladesh commits to reducing its emissions by 5 per cent below the business-as-usual (BAU) level by 2030, using only domestic resources. The country agreed to cut up to 15 per cent of its emissions, conditional on the availability of additional funding. Key emitting sectors are the energy, transport and industrial sectors. Under a BAU scenario, GHG emissions in Bangladesh from these sectors are projected to represent 69 per cent of total emissions by 2030 (excluding LULUCF66), an increase of 264 per cent by 2030.

Its industrial sector plan includes textile and leather, as they contribute to the 24 per cent of GHG emissions from manufacturing sub sectors. Examples of mitigation include co-generation, waste heat recovery, efficiency measures, etc., while barriers to mitigation may be a lack of expertise in implementing energy-saving measures and competing priorities for investments. That said, it still remains of greater interest to expand production than to improve energy efficiency.

Impacts of identified strategy or policy on just transition of the work force and creation of decent work and quality jobs

The ready-made garment sector is an important provider of formal employment in the country, in particular low-skilled, entry level jobs for young women and men, with or without education Bangladesh, together with China, the European Union and Vietnam, is among the top garment apparel-producing countries. Together they account for 73.3 per cent of the global market share. Clothing remains a dynamic product among all manufactured goods, with an increase of 3.3 per cent in relation to 2018. When it comes to importers, the EU, United States and Japan remain the world's top buyers.

Before COVID-19, the sector directly employed 4.2 million people in Bangladesh, of whom approximately 60 per cent are women. It indirectly supported as many as 40

¹³ This case is referenced in the joint report of Union to Union (Sweden) and the Just Transition Centre 'Just Transition in the international development cooperation context', <https://www.ituc-csi.org/just-transition-in-the-international-development-cooperation-context>

million Bangladeshis, or about 25 per cent of the population. Some 83 per cent of the revenue that Bangladesh generated through exports was linked to the garment industry.

In 2020, Bangladesh was ranked by the ITUC among the top ten worst countries for workers. Unions face significant obstacles to union registration and exercise of other core labour rights. Estimates on trade union density in the garment sector range from 5–10 per cent. Several trade unions in factories and industries in this sector are affiliates of IndustriAll, while several retail sector trade unions are affiliates of UNI Global Union.

The Rana Plaza industrial disaster of 2013 killed at least 1,132 people and injured more than 2,500 when a garment factory in Dhaka collapsed. In the aftermath of the disaster, Bangladeshi unions, GUFs IndustriAll and UNI Global Union, and civil society organisations were able to negotiate a legally binding agreement on worker safety with different companies, to be overseen by the ILO. Nonetheless, wages in the sector remain low and social protection inadequate.

The Bangladeshi textile sector has suffered immensely from the impact of COVID-19 related lockdowns. Worldwide retail garment stores closed as part of national lockdowns. Fashion companies cancelled orders and the production of garments stopped. This has led to large-scale dismissals of workers, often without legally mandated severance or furlough pay. Many suppliers in Bangladesh have suspended work without paying workers, even for work already completed. Workers in these supply chains are among the most vulnerable and most affected by the crisis, being without savings or access to any form of social protection.

Some brands and retailers have committed to pay in full for all apparel orders already in production or completed, greatly reducing harm to suppliers and workers. Others have not made this commitment and are either cancelling all orders or imposing cancellations or rebates on a supplier-by-supplier basis. The Bangladeshi government has announced a \$588 million stimulus package for the sector to pay wages. The sum, if divided by the number of workers, cover wages for one month only.

Many garment factories have reopened despite the pandemic not being under control. It is now estimated that about 200,000 garment workers are back at work and most factories do not have adequate safety measures.

Workers' conditions in the garment sectors were already deplorable. The COVID-19 crisis reinforces the extreme challenges faced when establishing fundamental rights and safeguarding working conditions. Urgent efforts are needed to ensure that this vulnerable group of workers and employees has appropriate access to decent housing, with space for quarantine and social distancing while sleeping and eating, potable water and proper sanitation facilities on and off the job, free health care, safe transport, safe work practices and income protection.

Before the COVID-19 crisis, Bangladeshi unions were focused on ensuring higher wages for garment workers and social protection. The potential for major changes to the sector based on emissions reduction was an emerging but not immediate issue. Bangladeshi unions, IndustriAll, UNI, ITUC Asia Pacific and the Just Transition Centre were considering to start a study of just transition in the sector.

COVID-19 brought disastrous change overnight. As jobs vanished due to cancelled orders and contracts, trade unions have called on the government to ensure urgent action to develop a just national economic and social recovery plan. This must ensure better industrial relations at national and sector level through a functioning National Tripartite Consultation platform and a possible national agreement between government, employers, and trade unions during the pandemic period. From the trade union perspective, a response to the COVID-19 pandemic should include access to healthcare, safety and hygiene, minimum living wage, social protection, and basic human rights.

Identified challenges, opportunities and stakeholder involvement, lessons learned

Before COVID-19 major changes in the garment sector and its supply chain seemed possible. Now, change in the form of brutal job losses has come in a matter of weeks. It is not clear if and when the garment industry will return to former levels of production and sales. Workers in Bangladesh have been struggling with COVID-19 impacts and consequences.

Two key lessons learned are that social protection is critical when managing all transitions, whether related to climate change or not; and companies must ensure that workers in supply chains are paid a living wage and have access to social protection. Once the pandemic has been brought under control, it will be important to connect the realities of Bangladeshi workers to the need for a just transition that ensures that jobs and sectors are resilient to climate change, along with a shift towards low emission production. Key components of a just transition such as social protection, economic diversification, and decent jobs will be more important than ever.

Working within a Just Transition Framework could be a means of achieving a sustainable garment industry. Just transition could help ensure the involvement of workers and their representatives in social dialogue in order to define the need for investment, skills and reskilling, decent wages, and a social protection programme. The work of Bangladeshi unions with IndustriAll and UNI on the Rana Plaza Agreement could serve as a model. That process brought brands, suppliers, governments and labour to the table and resulted in a legally binding agreement that improved working conditions, including health and safety.

Ensuring effective social dialogue at the national level may be challenging, but it is essential. Components to ensure a just transition in this sector in Bangladesh need to address economic diversification through industrial strategy, collective bargaining agreements for garment workers with strong redundancy packages including pension provisions, and government or employer-paid retraining and reskilling for garment workers.

The second generation NDC to be submitted may provide an opportunity to include just transition being further supported through initiatives such as the Climate Action for Jobs Initiative (ILO).

5. Just Transition for the agriculture sector in Nigeria¹⁴

Key characteristics

This case gives an overview of the work on Just Transition in Nigeria in the agriculture sector by the Nigerian Labour Congress (NLC) and its partners.

Description of low-GHG-emission strategies or policies.

Agriculture is responsible for 19–29 per cent of global greenhouse gas emissions. The sector is also vulnerable to the impacts of climate change, from extreme weather events and drought to high temperatures. This is particularly true for rainfed agriculture, which in sub-Saharan Africa accounts for 96 per cent of cultivated land.

Nigeria's commitments under the Paris Agreement include reducing its greenhouse gas emissions by 20 per cent without external climate finance and with external climate finance to 45 per cent by 2030, compared to its BAU scenario. The key priority sectors are energy, oil and gas, agriculture and land use, energy, and transport. To reduce emissions, Nigeria will end gas flaring by 2030 and implement climate-smart agriculture, as well as reforestation.

28.1 per cent of the world's population works in agriculture. In sub-Saharan Africa, agriculture accounts for more than 50 per cent of total employment. Roughly 90 per cent of these jobs are informal.

Agriculture is one of the sectors most sensitive to climate change. Under a Business-As-Usual scenario, agricultural productivity in Nigeria could decline by between 10 and 25 per cent by 2080. In some parts of the north, the decline in yield in rainfed agriculture could be as much as 50 percent. This in turn would impact GDP, reducing it by as much as 4.5 per cent by 2050, even though the share of GDP that agriculture represents will decline from 40 to just 15 per cent.

Impacts of identified strategy or policy on just transition of the work force and creation of decent work and quality jobs

Roughly 70 per cent of Nigerians work in farming or fishing to some extent. In 2018, agriculture contributed around 21.2 per cent to Nigeria's GDP. In 2019 agriculture made up 36 per cent of total employment, down from approximately 50 per cent in 2015. Almost all these jobs are informal. Roughly equal shares of men and women work in agriculture. Only 1 in 20 Nigerians working in agriculture is a wage labourer. The remainder are smallholder farmers.

Overall, the situation for trade unionists in Nigeria is improving, although there are still systematic violations of workers' rights, particularly regarding the right to go on strike. According to the ITUC Global Rights Index 2020, there are reports of workers that have been dismissed for joining trade unions.

The Nigerian Labour Congress (NLC) has four million members, making it one of the largest trade unions on the African continent. The NLC's affiliates include the

¹⁴ This case is referenced in the joint report of Union to Union (Sweden) and the Just Transition Centre 'Just Transition in the international development cooperation context', <https://www.ituc-csi.org/just-transition-in-the-international-development-cooperation-context>

Agriculture and Allied Employees Union in Nigeria (AAEUN), which is also affiliated to the global union federations IUF and PSI.

Nigeria's lockdown has had huge impacts on Nigeria's informal workers, most of whom rely on daily wages to get by. As a result of the combined effects of COVID-19 and the global oil price crash, Nigeria's economy is expected to shrink by 3.5 per cent in 2020. The recession is likely to last through 2021, despite a national stimulus package that includes microcredit and international finance. The International Monetary Fund predicts that Nigeria's oil and gas exports will fall by USD 26.5 billion. Oil and gas accounts for 84 per cent of Nigeria's export income.

The IUF, a global union federation whose affiliates organise workers in the agriculture and hospitality sector, has conducted an initial workshop focusing on climate, meat and dairy. It resulted in a statement recognising the role of agricultural emissions in climate change, particularly meat and dairy. Participants "agreed that negotiating for new jobs and changing methods of production is needed to secure the rights and interests of dairy workers in the future" along with "collective bargaining demands for a fair transition to climate friendly jobs".

On a national level, the NLC has developed a policy on climate change with civil society actors and in 2018, NLC agreed with Friends of the Earth Nigeria to launch a joint project on just transition in two sectors – agriculture and petroleum. The project, supported by Mondiaal FNV, Friends of the Earth Netherlands and the Just Transition Centre, has two goals: build a shared understanding and political agenda between Nigerian trade unions, civil society, and communities regarding what a just transition would look like for these two key sectors in Nigeria, and develop models and best practices for other unions.

The project consists of a multisite, bottom-up study of worker and community views on climate change and just transition. For the agricultural sector, the study looked at the potential for a just transition to agroecology and more sustainable methods of land use and production, as well as better and more skilled jobs.

Interviews with agricultural workers, farm owners, and government representatives showed that workers have made detailed observations of climate change impacts, even though they do not necessarily link climate change with emissions. They understood the idea of just transition when it was explained using familiar concepts and examples but were unfamiliar with the term. They were more familiar with agroecology because of its similarities to traditional farming techniques. Finally, workers understood the need for a transition to more sustainable agriculture. However, many were frustrated because they saw few real options for and many practical barriers to this change.

The project currently includes elements for monitoring working conditions. A potential phase two for this project would entail developing policy measures to promote agroecology at national or regional level and adding additional pilot sites. It could involve steps such as: 1) onsite training for workers, 2) materials and training development, 3) technical support to implement agroecology practices. It could be beneficial to include monitoring indicators based on the pillars of decent work, targeting improvements in the working conditions of agricultural workers, including formalisation of their current jobs.

Identified challenges, opportunities and stakeholder involvement, lessons learned

Work on just transition and agriculture is at a very early stage. Thus, lessons learned from this case study concern how to develop union positions, approaches, and processes in a context where relatively few examples exist.

A key lesson is that Global Union Federations (GUFs) play an important role in helping trade unions deliver just transition. Just transition in agriculture is a new concept with many challenges for workers, particularly those in meat and dairy. To help affiliates tackle it, IUF brought together unions and experts to consolidate a global position and will deliver education, communication resources, and collective bargaining tools.

A second lesson is about building coalitions between labour and environmental movements. In Nigeria, this process started with the NLC's decision to develop a climate change policy. The federation worked with civil society organisations to achieve this. This policy in turn formed the basis for a joint project, exploring a very difficult issue – just transition in the oil and gas sector – and an issue on which the interests of labour and movements are well aligned – just transition in agriculture.

A final lesson is that activities at all levels are needed in order to achieve a just transition. In this case, the Nigerian Labour Congress combined national trade union discussions, dialogue with government representatives, local discussions with agricultural workers and farmers, alliances with social movements, technical work, and work with international partners including the Just Transition Centre. Subsequent steps could consider further resource coordination efforts.

6. Just Transition in coal mining and oil production in Colombia¹⁵

Key characteristics

On a global scale, emissions from coal are still rising. Among the various energy sources available, coal remains a largely prevalent and low-cost source of energy. A transition requires, among other things, political and economic effort, inclusion of externalities in its pricing, economic diversification and addressing the impact on affected workers and communities. A move towards lower carbon economies should not burden workers and or perpetuate inequalities.

Description of low-GHG-emission strategies or policies.

Colombia has developed a Green Growth Strategy (CONPES 2018) and contains a set of policies connected to it, such as its national climate change policy and waste management policy, both approved in 2016, and its policy on sustainable construction from 2018. It has developed analysis methods for the potential of green jobs and the greening of enterprises. In late 2019 the Ministry of Labour signed an agreement with the ILO on promoting green jobs and work within a just transition framework.

Colombia, in its Intended Nationally Determined Contribution (iNDC), indicated that in 2010 the country produced estimated greenhouse gas emissions (GHG) of 224 Mton CO₂eq. Emitting sectors were agriculture, forestry, and other land use; energy; and waste and industrial processes. The iNDC target was set at 268 Mton CO₂eq. by 2030.

The government has set a target of 4 GW of nonconventional renewables (wind and solar) by 2030. This would imply a 74 per cent share of renewable energy in the power generation grid, which is currently made up primarily of hydropower and thermal generation, including diesel. Ownership of generation is almost evenly split between public and private entities. However, since the government plans to meet its renewables target through tenders to private companies, the share of private ownership in the sector is likely to increase.

The extractive industries in Colombia encompass over 30 different products, the most significant being coal (circa 11.9 per cent of exports from Colombia in 2015), ferronickel, precious metals and construction material. The production and use of oil are significant contributors to global greenhouse gas emissions. The use of oil for transport is responsible for 23 per cent of global energy-related CO₂ emissions. Methane emissions from oil and gas production are also substantial, accounting for nearly 15 per cent of all energy sector greenhouse gas emissions.

From a climate perspective, Colombia stands out as the world's fourth biggest coal producer and the biggest producer of coal in Latin America. Almost all of Colombia's coal production is for export. Colombia is the third largest oil producer in Latin America through the majority state-owned company Ecopetrol⁹⁷ Prior to the COVID-19 pandemic, discussions were in progress on the privatisation of Ecopetrol.

¹⁵ This case is referenced in the joint report of Union to Union (Sweden) and the Just Transition Centre 'Just Transition in the international development cooperation context', <https://www.ituc-csi.org/just-transition-in-the-international-development-cooperation-context>

Impacts of identified strategy or policy on just transition of the work force and creation of decent work and quality jobs

Colombia continues to be one of the world's most dangerous countries for trade unionists. Between 2019 and 2020, 14 trade unionists have been killed. In 2018 there were 34 assassinations of trade unionists, numerous attempted murders and nearly 200 documented death threats. Several of these cases have yet to be investigated and prosecuted.

Colombian trade union density is 5.8 per cent in total, with a 2.8 per cent density in the private sector. Sixty per cent of all jobs are informal. Many jobs in traditionally secure sectors for workers – mining and oil and gas – have been outsourced. Colombian mining and oil and gas unions are affiliated to the global union federation IndustriAll.

The lockdown in Colombia has been particularly hard on poor and working-class people, with hunger crises reported in Bogotá and among indigenous communities around the country.

The COVID-19 crisis has also had a dramatic impact on demand for oil and coal, two of Colombia's main export sectors. The International Energy Agency projects that global energy demand will drop by six per cent in 2020, with electricity demand dropping by five per cent and the total share of gas and coal in the global energy sector dropping by three per cent to 2001 levels. Analysts expect that the global supply of coal will outstrip demand throughout 2020 and into 2021. Colombian oil production is expected to drop by 17 per cent. Investment in the sector is projected to fall by 55 per cent.

This will mean job losses in coal mining, coal transport, and oil and gas exploration and production. Immediate privatisation of Ecopetrol may now be less likely due to the current drop in value of oil and gas assets related to the oil price crash.

Colombian unions have a long-term vision for the country and its path to decarbonisation. They acknowledge the threat of climate change and the need for a just transition, recognising that demand for coal, oil and gas is likely to decline. They would like to see Ecopetrol, the state-owned oil company, remain in state hands and become a leader in the energy transition, with a mandate to develop renewable energy. They would also like to see a just transition process to devise plans and proposals for workers, regions, the company, and the country as a whole. Resources for this process and for plans should come from industry. The unions are seeking international cooperation to obtain ideas and concepts they can use for their own discussions.

Before COVID-19, trade unions from the sector had begun planning for a just transition for coal and oil workers. Coal demand was declining and the possible decline also in the demand for oil, was putting jobs at risk. In 2019, a union-led workshop on just transition in 2019 was carried out. Unions, representatives from some coal producing companies, and representatives from IndustriAll, Mondiaal FNV, and the Just Transition Centre discussed the potential for a just transition. The unions concluded that it would be important to prepare for a shift away from coal, for example through the diversification of mining into other minerals, strong severance and pension agreements, and retraining and reskilling of workers.

Multinational enterprises (MNE) own most of Colombia's coal mining sector. IndustriAll has Global Framework Agreements with two of these, Anglo American and Glencore. IndustriAll has played a key role in supporting Colombian coal and oil unions in their efforts to ensure fair agreements with employers and, globally, in ensuring agreements on safe conditions for coal miners to return to work during COVID-19.

Identified challenges, opportunities and stakeholder involvement, lessons learned

The workers in Colombia's coal and oil sectors need a just transition. Unions from the sector have been working on this, adopting positions and, via international support, being able to receive further technical assistance and launching discussions with employers. Social dialogue with the government is yet to take place.

As in Bangladesh, a key lesson learned is that in order to build societal resilience, it is important to guarantee the building blocks of just transition, such as social protection and the creation of decent work. At the end of 2019, Colombian coal and oil unions were ahead of employers and their government in pushing for change. Six months later, job losses have occurred overnight. IndustriAll's relationships with MNE mine owners may be strategic when negotiating agreements for laid-off workers.

A second lesson is that transitioning Ecopetrol to renewable energy early on would have protected jobs and revenues to some extent. Renewable energy companies have done relatively well during the COVID-19 crisis, at least compared to oil and gas companies. There is a wealth of union experience on which to draw. Unions in other countries, including South Africa, Norway and Denmark, are at different stages of transitioning state-owned energy companies from fossil fuels to renewables. Peer-to-peer learning and exchanges on this issue could be valuable. A sectorial dialogue could be extended, in a second phase, to include companies that are currently working in renewables in the countries in question.

Moreover, when social dialogue is not possible, trade unions can and should prepare their position on and analysis of which components are needed for a given sector to ensure a just transition.

Last but not least, current discussion and cooperation on just transition via the ILO can provide interesting possibilities for social partners to engage in discussion on an array of sectors. The ILO has been carrying out potential entry point analysis for Colombia and is currently in dialogue with the Ministries of Labour and the Environment on steps to include just transition in the NDCs and to promote the participation of social partners.

There is potential for increased collaboration, and increasing trade unions' engagement, in the forestry sector, for strengthened and bio-economy, including more efficient and sustainable biodiversity, leading to better products, processes and services based on knowledge and innovation, etc.

7. Just Transition in recycling and waste picking in India¹⁶

Key characteristics

The production and disposal of solid waste is an important global climate and environmental issue. In 2016, solid waste management contributed at least five per cent to global CO₂ emissions. Although the world produces more than 2 billion tonnes of solid waste every year, only a third of this is managed in an environmentally sustainable way.

Description of low-GHG-emission strategies or policies.

In its Intended Nationally Determined Contribution, India has committed to reducing the country's emissions intensity by 33 to 35 percent by 2030 in relation to 2005 levels. This is a whole-of economy commitment without commitments for particular sectors, with two exceptions. First, India will increase the share of renewable energy in its installed power generating capacity to about 40% by 2030, with the help of technology transfer and international finance. India will also develop carbon sinks through forest and tree coverage.

Impacts of identified strategy or policy on just transition of the work force and creation of decent work and quality jobs

India's rapidly growing cities and towns produce 62 million tonnes of municipal solid waste each year. This is expected to increase by five per cent per year as India's urban population grows and household incomes rise. Only 43 million tonnes of municipal solid waste are collected. Most of this waste ends up in dumps, posing hazards to health as well as generating emissions, as opposed to being treated or recycled.

Indian informal workers and their associations Informal workers – waste pickers – play a central role in the management of solid waste in India. They are responsible for the recovery and recycling of 15–20 per cent of solid waste. Globally, between 15 and 20 million workers earn their livelihoods as waste pickers and recyclers. Of these a significant number are women.

National laws often prohibit the registration of trade unions for informal and self-employed workers, such as waste pickers. Nonetheless, waste pickers in many countries have organised themselves in informal associations and cooperatives. Many waste picker associations are affiliated to global union federations and global networks, such as WIEGO and its Global Alliance of Waste Pickers.

Initially, waste pickers and their organisations achieved success in some Indian municipalities through unionisation and negotiating formal contracts for waste picking with improved wages and conditions. A more formal status for waste pickers also reduced harassment by the police and other government officials.

However, municipalities now are moving towards the privatisation of solid waste management and incineration. Tenders for solid waste management either explicitly

¹⁶ This case is referenced in the joint report of Union to Union (Sweden) and the Just Transition Centre 'Just Transition in the international development cooperation context', <https://www.ituc-csi.org/just-transition-in-the-international-development-cooperation-context>

exclude or discourage associations of waste pickers from bidding, while incineration eradicates the need for labour to sort and recycle waste. This displaces waste pickers and deprives them of their livelihoods, while providing uncertain or no benefits in terms of emissions reductions and materials reuse.

The economic impacts of the lockdown have been severe. India's economy may have shrunk by 15 per cent in April, while the IMF reduced expectations for GDP growth to 1.9 per cent from 5.8 per cent. Informal workers have been particularly affected by the lockdown, as movement restrictions prevented them from leaving their homes to collect waste. Those who are still collecting waste do not have personal protective equipment.

The Self-Employed Women's Association (SEWA) organises informal workers, including waste pickers. It has 1.8 million members, including (at one point) 30,000 of Ahmedabad's 40,000 waste pickers.

SEWA organised an immediate response to COVID-19 for its members. This includes food distribution, cash transfer, health education and distribution of health kits, and advocacy work. But much more will be needed from the authorities, including income support to informal workers, organised food distribution, and loan relief and debt forgiveness. It is not clear what the longer-term impacts of COVID-19 will be for India's waste pickers.

In 2004, the women waste picker's cooperative, organised by SEWA, negotiated a contract with the Ahmedabad Municipal Council (AMC) for collecting waste from 46,000 households. This resulted in decent livelihoods for 366 waste pickers and a door-to-dump solution for the recycling and reuse of solid waste.

Subsequently, the AMC decided to put door-to-dump waste collection out to tender, as well as to build two incinerators. The AMC structured the tender so that workers' cooperatives were unable to compete for contracts. In 2017, SEWA mounted a legal challenge to the tender process and won a partial victory for its workers. The court ordered the AMC to require private contractors to hire waste pickers and to contract waste pickers to sort waste at collection and transit stations before private contractors transported the waste to the dump.

Identified challenges, opportunities and stakeholder involvement, lessons learned

SEWA's initial success in Ahmedabad arose from its successful organising. It achieved high density of unionised workers and attracted effective negotiators who struck good agreements with the municipal government. After privatisation, SEWA was partially effective in a 2017 court challenge regarding the Ahmedabad Municipal Corporation's (AMC) privatisation of waste management.

Despite these victories, SEWA and its workers were unable to fight off privatisation entirely. They secured waste picking permits for a smaller group of workers post-privatisation, but the AMC barred them from reclaiming their position as providers of the full range of waste management services. SEWA's waste pickers are now engaged in a struggle on two fronts: with the AMC and private waste management companies, and with other, non-organised workers who are working illegally at the dumps to pick waste.

In SEWA's view, higher-level political and legislative action is necessary to secure lasting benefits for waste pickers. They advocate for a high-level national commission to develop a national policy and plan for solid waste management, focused on waste pickers. The policy and plan should aim to maintain the livelihoods of waste pickers across India, improve their working conditions, and direct cities and municipalities to incorporate waste pickers and their organisations into urban waste management systems. Certain areas, such as door-to-door collection, should be reserved by law for traditional waste pickers.

This indicates that a key lesson for securing just transition is that although trade unions can secure just transition measures via collective bargaining or other forms of social dialogue, these victories are often partial and not necessarily permanent. Therefore, safeguarding a just transition measure may require political and legislative action. Moreover, efforts to formalise informal work should be included when working within a Just Transition Framework for this sector.

8. Estrategias sobre transición justa en España

Key characteristics

España es, quizás, uno de los países que más ha avanzado en la implementación de medidas de transición justa, que se han articulado a través de una Estrategia de Transición Justa aprobada por el Gobierno en 2020.

Esta Estrategia, además de un diagnóstico de la transición ecológica y de sus efectos y del diseño de medidas generales para la transición justa en sectores económicos, incluye un nuevo instrumento para las comunidades o territorios afectados por cierres que es sumamente importante: los **Convenios de Transición Justa**. Estos convenios tienen la finalidad de que, a través de procesos participativos, se elaboren Planes de acción territorial integrales, que deberán incluir hojas de ruta con acciones concretas calendarizadas y con establecimiento de sinergias y colaboración entre las administraciones y agentes concernidos para la financiación de proyectos de actividades que creen nuevos empleos.

Este instrumento significa un notable cambio respecto, por ejemplo, a los planes del carbón que se aprobaron anteriormente en España, en los que no existía una planificación dialogada y consensuada territorialmente, sino fundamentalmente programas de protección para las plantillas y ayudas indiscriminadas para infraestructuras y nuevas empresas. Estos planes apenas lograron generar en esas comunidades un empleo estable alternativo a la minería, y desde luego no cambiaron las bases de su desarrollo económico.

Los Convenios de Transición Justa sin embargo se suscriben entre el Ministerio para la Transición Ecológica y las administraciones regionales y locales e incluyen un proceso de participación pública muy amplio, con empresas, sindicatos y organizaciones sociales, en el que, a partir de un diagnóstico elaborado sobre la zona, se identifican las potenciales inversiones y proyectos y las posibles fuentes de financiación a los mismos. Finalmente se firma el Convenio de Transición Justa entre todos los agentes institucionales implicados.

La Estrategia de Transición Justa incorpora también un instrumento importante que es la creación de un **Instituto para la Transición Justa**, dependiente del Ministerio para la Transición Ecológica, que tiene como funciones: la asistencia técnica, financiera y legal para los convenios de transición justa, la identificación y optimización de las oportunidades de actividad económica en esas zonas y la promoción de la coordinación de las políticas industriales, de formación y de empleo, entre diversos ministerios y con las autoridades regionales y municipios.

Description of low-GHG-emission strategies or policies

Los procesos para los convenios de transición justa que se han puesto hasta ahora en marcha están relacionados con el cierre de las actividades mineras y la clausura de casi todas las centrales térmicas de carbón que había en España y que están siendo sustituidas por parques eólicos o plantas fotovoltaicas.

Actualmente el Instituto para la Transición Justa está tramitando **14 convenios de transición justa** en Aragón (1), Castilla y León (3), Asturias (3), Andalucía (3), Galicia

(2) para el cierre de centrales térmicas de carbón y en Garoña (Burgos y Álava) y Zorita (Guadalajara y Cuenca) para dos centrales nucleares ya cerradas.

Complementariamente se han firmado Protocolos de colaboración con las administraciones regionales (Comunidades Autónomas) para la coordinación de acciones en torno a los convenios.

Hay que señalar que previamente hubo un *Acuerdo Marco para una transición justa de la minería del carbón y desarrollo sostenible de las comarcas mineras* en 2018, y otro *Acuerdo para una transición justa de las centrales térmicas* en 2020, firmados por los sindicatos, las empresas y el Gobierno, que están siendo una referencia como instrumento de transición justa sectorial a escala internacional. Estos acuerdos marcos son complementarios de los procesos de los convenios de transición justa territoriales y buscan fundamentalmente proteger a los trabajadores de las plantillas afectadas.

Impacts of identified strategy or policy on just transition of the work force and creation of decent work and quality jobs

Ninguno de estos convenios de transición justa se ha aprobado aún y por tanto no se han definido aún los proyectos concretos ni su financiación para la reactivación de las zonas. Por lo tanto, los efectos en la creación de empleo están por ver en un futuro próximo.

A raíz de la información que se nos ha presentado sobre los distintos proyectos, existen desde proyectos con promotor empresarial o institucional con mucho detalle a propuestas muy genéricas sin apenas concreción. La selección de unos y otras ha de hacerse en función de la viabilidad del proyecto en el tiempo, de la capacidad de generación de empleo estable, de la posibilidad de utilización de recursos endógenos de la zona y de que se incardinan en la transición ecológica y energética y en un cambio de modelo productivo.

Identified challenges, opportunities and stakeholder involvement

Los proyectos que reciban ayudas públicas deberían priorizar la contratación de trabajadores de las bolsas de excedentes (de minería y de centrales térmicas). Además es muy importante prever la formación para el empleo en esas zonas asociadas al tipo de proyectos que se vayan a aprobar.

Los proyectos tienen que ir enfocados a la descarbonización y reducción de emisiones, en ese sentido no caben proyectos basados en combustibles fósiles o nuevas infraestructuras viarias de alta capacidad de las que España está saturada, que ahondan en un modelo de transporte basado en la carretera y que ha abandonado el ferrocarril por esas otras inversiones.

Otro punto que reclama Comisiones Obreras (CCOO) es una gestión escrupulosa para la transición justa, exigiendo que se establezcan los mecanismos y controles públicos necesarios para garantizar una gestión eficaz, eficiente y transparente de estos fondos, sean europeos o nacionales. Que se garantice tanto la idoneidad del gasto económico como en la calidad de los proyectos a financiar. En buena medida el éxito de la implementación de medidas de protección social y reactivación económica depende de la anticipación y de la planificación. No se puede estar respondiendo de manera

acelerada o precipitada dependiendo de cómo nos vayan sobreviniendo los problemas, ese modo de reacción está abocado al fracaso en la mayoría de las ocasiones.

CCOO ha participado muy activamente en los procesos para realizar un buen diagnóstico de las zonas en transición y para sugerir proyectos en ellas, instrumentos que sientan las bases para desarrollar las transiciones ecológicas protegiendo a los trabajadores, pero reclama también más medios públicos para hacerlo con más celeridad. En este sentido, CCOO hemos realizado estudios de diagnóstico de los territorios afectados por los procesos en transición, con el objetivo de plantear propuestas.

9. Sommet sur la transition énergétique, Québec

Key characteristics

Près de 300 personnes de divers horizons incluant employeurs, investisseurs, société civile, organisations syndicales et environnementales, ainsi que le chef de l'Assemblée des Premières Nations du Québec et du Labrador, étaient réunies au *Sommet pour une transition énergétique juste* les 23 et 24 mai 2018 au Palais des congrès de Montréal.¹⁷ L'événement fut initié par la CSN, la FTQ, Fondation, la Fondation David Suzuki, le Fonds de solidarité FTQ et Greenpeace Canada avec l'appui de l'Institut du Nouveau Monde.

Ce sommet a permis de rassembler les forces vives du Québec interpellées par cet enjeu incontournable qu'est la transition énergétique juste. Les différents panels, conférences et ateliers visaient à préparer et adapter le concept de transition énergétique juste à la réalité québécoise. Un appel urgent a été lancé au gouvernement du Québec en l'invitant à jouer son rôle de chef d'orchestre pour mener efficacement une transition énergétique juste. La nécessité de procéder à cette transition et d'en faire une priorité a largement fait consensus.

Par la richesse des échanges et la diversité des contributions, les participants et participantes du *Sommet pour une transition énergétique juste* ont démontré un engagement fort et constructif pour la société québécoise. Plusieurs propositions concrètes ont été mises de l'avant lors de ce Sommet et demandent de poursuivre les discussions pour concrétiser les opportunités de la transition juste.

Identified challenges, opportunities and stakeholder involvement, lessons learned

Au sortir du Sommet, un certain nombre de constats et de consensus semblent se dégager.

1. Faire le point sur les défis qui nous attendent: vers une transition juste et concertée

Tour à tour, des experts, chercheurs et acteurs de la transition énergétique ont présenté le fruit de leurs travaux pour permettre à l'auditoire de cerner les divers défis et dimensions (scientifique, économique, sociale) que revêt la transition énergétique à entreprendre.

1.1 L'urgence d'agir

Les conséquences du réchauffement climatique se multiplient, s'intensifient et s'accroissent. Selon le GIEC, si rien n'est fait, la planète court le risque d'un réchauffement global variant de 2°C à 4°C d'ici la fin de ce siècle. D'après certains modèles prédictifs, cela pourrait se traduire par des écarts pouvant aller jusqu'à 14°C au Canada. Le laisser-faire n'est donc plus une option.

Dans le cadre, notamment, de l'Accord de Paris sur le climat (2015), les gouvernements du Québec et du Canada ont pris des engagements ambitieux de réduction de leurs

¹⁷ <https://ftq.qc.ca/actualites/sommet-transition-energetique/>

émissions de gaz à effet de serre (GES), mais les moyens déployés depuis ne suffiront pas à les respecter. Pourtant, des mesures importantes et originales ont été adoptées au Québec (ex.: marché du carbone, Fonds vert pour financer le plan d'action contre les changements climatiques, création de Transition énergétique Québec, etc.), et ses émissions de GES/habitant sont plus faibles que dans le reste du Canada.

Malgré des gains notables en matière d'efficacité énergétique dans plusieurs secteurs d'activité, et malgré son potentiel de production d'énergies renouvelables, le Québec reste un grand consommateur de combustibles fossiles, surtout à cause de l'expansion du secteur automobile (multiplication des véhicules individuels, camions légers énergivores), qui réduit les gains en émissions de GES.

Cependant, il est encore possible d'agir pour limiter le réchauffement climatique et ses dégâts, mais nous ne disposons tout au plus que de 20 à 30 ans pour faire la différence.

1.2 Un virage à opérer

Globalement, la transition énergétique doit donner lieu à une réduction de la concentration de CO₂ dans l'atmosphère, mais aussi de tous les gaz responsables du réchauffement climatique (ex.: méthane).

À l'heure actuelle, les solutions compensatoires et à petite échelle ne suffisent pas à réduire l'effet de serre. Trois axes d'intervention sont cependant à privilégier: augmenter notre efficacité énergétique, électrifier nos opérations, remplacer les combustibles fossiles par d'autres sources d'énergie.

Cela exige de revoir nos modes de production, de modifier nos habitudes de consommation, de changer nos façons de faire à tous les échelons. Par exemple, il faudrait revoir fondamentalement notre approche dans l'organisation du transport et de ses réseaux, mieux concevoir nos bâtiments et notre aménagement du territoire, aider l'industrie à s'adapter, adopter un mode de consommation qui comprend plus de services et moins de biens, changer les habitudes individuelles (ex.: pratiques transport). Le tout, dans l'optique d'optimiser les activités en fonction d'une plus grande réduction des émissions de GES à la source.

1.3 La transition énergétique comme opportunité

Les changements climatiques et la transition énergétique peuvent apparaître comme des risques pour l'investissement et le développement des affaires, mais ils devraient être abordés comme des opportunités de développement économique (nouveaux secteurs prometteurs) et de création de nouveaux emplois (verts). De même, la collectivité devrait y voir une occasion de transformation sociale en faveur de modes de vie plus durable et d'une plus grande réduction des inégalités.

Dans plusieurs secteurs d'activité (ressources, technologies vertes, production d'énergie renouvelable, transports, bâtiment, etc.), la transition énergétique est susceptible de stimuler de nouvelles opportunités d'affaires ou de développement structurantes pour les entreprises, les filières industrielles et les régions. L'exemple de Shawinigan illustre bien les possibilités de réorganisation sociale et économique que permet le développement des technologies vertes dans les communautés.

Déjà, on peut constater depuis quelques années que la croissance économique est en mesure de se découpler des émissions de GES et qu'il est possible de poursuivre notre développement économique (création de richesse) tout en accroissant les efforts de préservation de la planète.

1.4 Une responsabilité en matière de justice sociale

Le virage à entreprendre ne sera pas sans impacts sur les communautés et les milieux de travail. Tous les secteurs d'activités (et les emplois) seront sous pression pour réduire leurs émissions de GES et tendre vers la carboneutralité. Cela soulève de nombreuses questions sur la transformation du marché du travail et l'avenir des emplois, donc des travailleurs et travailleuses et des communautés situés aux premières loges de la transition énergétique.

Toutefois, il y a lieu de croire que les plus grands défis résideront moins, à court terme, dans des pertes d'emplois que dans la transformation des tâches et la création de nouveaux emplois, la formation de la main-d'œuvre (la préparer, l'adapter et l'accompagner), les gains en efficacité énergétique et en productivité. De la capacité de relever ces défis dépendra celle de la répartition des bénéfices tirés de ces nouvelles opportunités. Il importe donc de s'assurer que personne ne soit laissé pour compte dans cette transition.

Inscrite dans le préambule de l'Accord de Paris comme principe à observer, la « transition juste » s'impose comme une réponse nécessaire pour relever ces défis. Plus que jamais, cependant, elle exige un effort concerté de l'ensemble des acteurs pour devenir une réalité. D'après la définition qu'en a donnée l'OIT, il importe de lier le développement durable et le virage vers une économie verte à la création d'emplois décents et de qualité (permanents, bien rémunérés, sécuritaires), à la reconnaissance des droits fondamentaux (liberté d'expression, d'association, de négociation, etc.), et à des mesures de protection sociale universelles (santé, éducation, sécurité sociale, etc.). Pour en favoriser l'essor et l'ancrage à tous les échelons décisionnels et opérationnels, la transition juste exige la mise en place de mécanismes et pratiques de dialogue social inclusives, qui permettent de donner voix au chapitre à tous les acteurs concernés (travailleurs et travailleuses, société civile, communautés, etc.).

2. Prendre la mesure de la tâche à accomplir: entamer un dialogue social vers l'action

Au cours de la dernière journée du Sommet, les participantes et les participants, de même que les porte-parole d'une vingtaine d'organisations et des Premières Nations, ont entrepris un dialogue social, à travers des ateliers et une grande discussion exploratoires pour faire l'état de leurs préoccupations et de leurs engagements en matière de transition énergétique.

Cette amorce de dialogue a permis d'esquisser les contours de certains consensus préliminaires, ou à tout le moins de discours convergents sur la situation climatique, sur les moyens à prendre, ainsi que sur la stratégie à mettre en œuvre à court terme.

2.1 La transition juste comme réponse incontournable à l'urgence climatique

La crise climatique représente un défi urgent, et la transition énergétique est nécessaire, inévitable, et même déjà en marche à plusieurs égards.

Jusqu'à un certain point, cependant, la transition peut s'avérer encore irréaliste, intangible, voire déconnectée ou contreproductive. Pour plusieurs, encore trop d'hydrocarbures sont consommés, trop d'investissements et de projets d'infrastructures sont encore destinés aux énergies fossiles (exploitation, transport, transformation, distribution), alors que l'on doit viser une réduction draconienne de notre dépendance à cette source d'énergie. Pour d'autres, les changements climatiques représentent des risques financiers et sociaux importants et incitent à opérer un virage vers des investissements ou des projets de développement plus responsables. La transition énergétique serait donc (déjà) porteuse de nouvelles opportunités d'affaires et de développement pour les communautés, de nouvelles retombées économiques et sociales, qu'il faut savoir saisir dès à présent.

Le concept de « transition énergétique juste » devra être précisé pour rallier le plus grand nombre. Mais il semble clair que la transition doit être à la fois écologique et sociale. Elle doit favoriser la création d'emplois de qualité dans la sobriété énergétique, tout en maintenant la rentabilité et la compétitivité des entreprises. Des mesures en amont et en aval doivent être prises pour s'assurer de réduire les inégalités sociales occasionnées ou exacerbées par la transition, et de soutenir les entreprises et les communautés qui devront y faire face.

2.2 Un défi collectif à la portée du Québec

Incontournable et appelée à toucher de nombreux secteurs et communautés, la transition énergétique doit être l'affaire de tout le monde. Il faut donc s'y investir de manière cohérente, concertée et avec tous les moyens qui sont à la portée de notre société.

Il est certes nécessaire de conscientiser, d'éduquer et de mobiliser la population pour changer ses comportements et la rallier au mouvement. Mais l'action individuelle ne suffira pas : les acteurs sociaux peuvent faire une différence. Déjà, beaucoup d'initiatives à petite échelle se déploient dans de nombreux secteurs, tant dans les communautés, que les milieux de recherche ou les entreprises. Il manque toutefois un cadre général d'action et de concertation susceptible de donner une cohérence à cette mobilisation et de faire converger les efforts vers des objectifs communs.

Or, le Québec dispose de tous les leviers (éducation, formation, outils fiscaux et budgétaires, politiques publiques, réglementation, etc.) et atouts (dialogue social, ressources renouvelables, hydroélectricité, recherche et innovation, savoir-faire, main-d'œuvre qualifiée et compétente, écosystème de financement, etc.) pour relever ce défi rapidement et durablement.

Cependant, si notre société dispose de la volonté et des instruments pour s'engager dans la transition énergétique, il lui manque un chef d'orchestre pour la mener à bon port.

2.3 Un leadership gouvernemental à affirmer

Les initiatives des acteurs sociaux et économiques, de même que les plans d'action gouvernementaux se multiplient, mais se rejoignent difficilement. Trop souvent, les citoyens et citoyennes, les entreprises, les communautés sont laissés à eux-mêmes, pour

le meilleur (capacité à soutenir de manière autonome des mouvements, des projets ou des changements positifs) ou pour le pire (manque de direction claire, de ressources ou de soutien de la part des autorités publiques). De plus, le travail en silo des multiples acteurs, parfois à contre-courant les uns des autres, caractérise le manque de coordination de la lutte contre les changements climatiques.

À plusieurs égards, il semble clair que les gouvernements n'assument pas leur responsabilité et n'en font pas assez. Au rythme actuel, le Québec et le Canada ne seront pas en mesure d'atteindre leurs cibles, car ils n'ont pas de plan pour réduire significativement leurs émissions de GES ni de stratégie de coordination pour y parvenir. La volonté politique et la cohérence organisationnelle et institutionnelle ne sont pas au rendez-vous.

Or, l'État a un rôle à jouer dans la transition, et les gouvernants doivent démontrer leur leadership, mettre au jeu un plan précis et le partager avec les acteurs.

2.4 Planifier et orchestrer la transition

Il importe désormais que les pouvoirs publics assument un rôle de coordination, en planifiant la transition et en structurant la concertation. Ils doivent intervenir de manière plus soutenue en faveur de la transition et de l'adoption d'énergies alternatives ou renouvelables (hydroélectricité, biomasse, etc.), qui sont porteuses de bénéfices, intensives en main d'œuvre et créatrices d'emplois de qualité.

À cette fin, le gouvernement du Québec doit recourir à ses leviers d'action publique (fiscalité, politique budgétaire, réglementation, etc.) de manière cohérente et intégrée pour mieux encadrer le marché, de même que les pratiques et activités de production, de consommation, de transport, d'aménagement et de préservation du territoire, etc., et stimuler de nouveaux modèles moins polluants et plus structurants. Il doit mettre en place les programmes nécessaires pour soutenir les entreprises et les communautés directement impactées par le virage énergétique, ainsi que des politiques et programmes de soutien du revenu ou de formation initiale et continue pour aider la main-d'œuvre à s'adapter aux changements.

Le gouvernement doit aussi voir à l'exemplarité de ses propres pratiques et à l'optimisation de ses propres instruments, dont ses sociétés d'État et ses leviers financiers. Il devrait notamment rediriger les fonds publics et les investissements dans les hydrocarbures vers le développement d'énergies renouvelables, et accroître le financement du Fonds vert pour soutenir les projets prioritaires de la transition énergétique.

Enfin, le gouvernement doit accorder l'espace et le soutien nécessaires aux communautés pour qu'elles puissent se prendre en main et exercer un contrôle collectif réel sur leur propre transition.

2.5 Pour y arriver: poursuivre le dialogue social

Les participantes et les participants, de même que l'ensemble des organisations représentées au Sommet se disent prêts à faire leur part pour entreprendre cette

transition énergétique, et réclamer auprès du gouvernement les changements et politiques nécessaires.

Pour être efficace, structurante et durable, cette transition doit être concertée et mise au centre d'une gouvernance collective. Elle suppose l'inclusion et la représentation de tous les acteurs et secteurs de la société civile, du milieu des affaires et des Premières Nations. Elle doit viser à redonner du pouvoir aux communautés, à redynamiser les structures du dialogue social, à assurer la représentation de tous les intérêts dans les structures institutionnelles et décisionnelles.

Cette concertation intersectorielle et avec les peuples autochtones est nécessaire pour sortir du climat d'affrontement qui peut perdurer: il faut développer une compréhension mutuelle afin de réduire les divergences, d'accroître les convergences entre nous, et de trouver des terrains de travail, des terrains d'entente.

Dans un premier temps, cette concertation doit viser à faire pression sur les décideurs pour qu'ils tiennent leurs engagements, mettent en place des plans viables, ambitieux et qui mettent les partenaires sociaux et économiques en action de manière cohérente. Ils doivent, à court terme, et avec ces partenaires sociaux, planifier le changement, dans une perspective de transition juste.

10. Laboratoire de transition juste

Key characteristics

Ce laboratoire vise à mettre en place un exemple réussi de transition juste dans un milieu de travail syndiqué à la Fédération des travailleurs et des travailleuses du Québec (FTQ). Les acteurs sont une entreprise de distribution de gaz naturel et le Syndicat des employées et des employés professionnels et de bureau, section locale 463 (SEPB-463).

Répondant à l'appel du ministère de l'Environnement et de la Lutte contre les changements climatiques (MELCC) du Québec, à son programme Action Climat, la FTQ a déposé un projet de financement pour la mise en place de laboratoires de transition juste afin de documenter la démarche dans la forme d'outils répliquables.

Parmi les organismes appuyant le projet se retrouvait le Conseil patronal de l'environnement du Québec (CPEQ). Le MELCC a finalement refusé le projet, puisqu'il visait trop large. Cependant, le CPEQ, trouvant le projet porteur pour ses membres, a invité le conseiller syndical à l'environnement et à la transition juste de la FTQ à faire une présentation du projet de laboratoires de transition juste à son comité de développement durable ainsi que lors d'une journée virtuelle sur les changements climatiques s'étant tenue le 7 octobre 2020. Dans ces deux rencontres, la présentation de la FTQ a attiré l'attention de certaines personnes, dont le directeur au développement durable chez l'entreprise, principale entreprise de distribution de gaz naturel au Québec.

Du côté de la FTQ, une présentation du projet de laboratoires de transition juste a également été faite à son comité environnement où siège la présidente du syndicat (SEPB-463) chez l'entreprise de distribution de gaz naturel.

C'est donc l'entreprise de distribution de gaz naturel qui a communiqué avec FTQ pour signifier son intérêt à mettre en place un possible laboratoire de transition juste. La FTQ a accepté sous condition que les discussions se fassent directement avec le SEPB-463. La centrale étant en position d'accompagnement de la démarche. Après discussion avec le SEPB-463, il a été convenu d'organiser une première rencontre exploratoire.

Description of low-GHG-emission strategies or policies

Impacts of identified strategy or policy on just transition of the work force and creation of decent work and quality jobs

1^{re} Rencontre – 20 octobre 2020

Étaient présents :

- La haute-direction de l'entreprise et la direction au développement durable et aux ressources humaines;
- La direction du SEPB-463;
- La direction de la FTQ et personne conseillère;

- Le département du développement durable et de l'investissement responsable du Fonds de solidarité FTQ, société de capital-développement créée par la FTQ en juin 1983 qui fait appel à l'épargne et à la solidarité de l'ensemble de la population du Québec.

La FTQ a expliqué son cheminement concernant le concept de transition juste pour établir les bases d'un possible laboratoire chez l'entreprise de gaz naturel. La centrale a également expliqué le narratif en trois temps de son concept de transition juste : préventif, réparateur et transformateur.

La FTQ a également fait l'historique du projet de laboratoires et a expliqué la démarche de dialogue social avec ses membres, les groupes environnementaux et les investisseurs, pour finalement aboutir à un Sommet sur la transition juste tenu en mai 2018, à Montréal.

Le concept de transition juste de la FTQ repose sur 5 étapes :

1. Portrait et solutions;
2. Planification : mise en place d'un comité paritaire et contribution des experts;
3. Mise en œuvre : dialogue social et financement;
4. Indicateurs de réussites;
5. Pérennité.

De son côté, le Fonds de solidarité FTQ a expliqué qu'il dispose d'une bonne expérience financière dans la transition énergétique et qu'il a des outils concernant la gestion du changement.

L'entreprise a par la suite présenté un survol des activités de l'entreprise et sa vision énergétique pour 2030-2050.

En conclusion, la discussion a porté sur les éléments suivants :

- Comment se passera la transformation des emplois ?
- Comment mettre en œuvre des espaces de dialogue social ?
- Quel est le rôle des clients industriels ?
- Comment collaborer avec les outils gouvernementaux ?
- Identification des valeurs
- Comment mettre en place un laboratoire de transition juste ?

Les parties se sont entendues pour se revoir.

2^e rencontre – 29 janvier 2021

Étaient présents :

- La direction de l'entreprise
- La direction du SEPB-463
- Le conseiller syndical de la FTQ

La FTQ a proposé de répertorier des exemples à l'international sur des cas spécifiques de transition juste dans le secteur énergétique, principalement en qui concerne le gaz naturel. Cette proposition a été acceptée.

L'entreprise a présenté son rapport sur la résilience climatique et a formulé :

- Les attentes des investisseurs par l'entremise du Task Force on Climate-related Financial Disclosures (TCFD);
- Sa vision de la prise en compte des parties prenantes;
- L'identification de la trajectoire des GES au Québec;
- Les risques et les opportunités énergétiques;
- Les cibles et les indicateurs énergétiques.

Il a été question des opportunités liées à l'hydrogène vert et de son apport aux industries du Québec.

Par la suite, il a été convenu :

- Que le contact entre les personnes présentes serait maintenu;
- Que la FTQ produira un document sur les exemples pertinents de transition juste à l'international;
- Que l'entreprise raffinerait sa position sur l'hydrogène vert;
- Qu'une réflexion doit être amorcée sur l'impact de ces changements sur les emplois;
- Que les parties réfléchiront à la mise en place d'un comité paritaire.

3^e rencontre – 5 mai 2021

Étaient présents :

- La direction de l'entreprise
- La direction du SEPB-463
- Le conseiller syndical de la FTQ

La FTQ a présenté son document : Laboratoire de transition juste – Survol des initiatives locales et internationales.

Les parties ont convenu de la mise en place d'un comité paritaire sur la transition juste. Une reddition de compte des travaux du comité se fera sur une base annuelle. Le comité se rencontrera minimalement 4 fois par année.

Le comité se donne le mandat suivant :

- Décarbonisation de l'entreprise;
- Maintien des emplois;
- Inclusion des parties prenantes;
- Représentation politique.

Il est également convenu d'ajouter des chercheurs aux travaux du comité, selon le besoin.

Le comité convient des éléments suivants :

- Inclusion formelle du Fonds de solidarité FTQ au comité paritaire;
- Mise en commun des positions politiques;
- Portrait de la main-d'œuvre : Quelles pistes à explorer ?
- Présentation du Centre international de référence sur le cycle de vie des produits, procédés et services (CIRAIG) sur les projections de GES et du diagnostic de l'entreprise;
- Présentation des scénarios de décarbonation pour les parties prenantes : Gestion des risques;
- Comment communiquer la démarche de transition juste aux employées et employés de l'entreprise ?
- Les rencontres se tiendront en septembre, décembre, mars et juin.

11. Just transition case study – Germany¹⁸

In 2018 Germany launched a highly anticipated commission on transforming the power sector, including phasing out coal power. The Commission's task was to agree concrete measures and timelines for reducing CO2 emissions in line with Germany's climate targets, as well as ensuring a Just Transition for coal workers and regions. They were also to name an end date for coal-fired power production.

The DGB (the German Trade Union Confederation) was one of three unions represented in the Commission. DGB is the umbrella organization for trade unions in Germany. Two stakeholder unions are members: The Industrial Workers' Union for Mining, Energy and Chemistry (IGBCE) and the United Services Trade Union (ver. di).

The Commission had just seven months to create a plan for the power sector and Just Transition, including phasing out coal. On one hand the plan had to deliver the climate targets in Germany. On the other hand, it had to shape a concrete, Just Transition for the mining regions and the regions where coal-fired power plants are located. DGB's role on the Commission was to bring the workers' voice to the table and to struggle for good commitments and good compromises on behalf of their members.

The final report was agreed in the early hours of January 26th 2019, after 21 consecutive hours of negotiations. In retrospect we should of course ask what challenges and experiences we can extract from seven months of hard work in the Commission. After all, not many people have experienced working in a group with broad representation whose goal is to close down a whole industry – even if it is to be replaced with other sectors and jobs. “We needed a lot of time at the beginning to create trust between the different members in the Commission,” Frederik Moch says. Moch is the Head of Department for Structural Policy, Industry and Services in DGB.

Like other government commissions, this Commission was of course also very broad and inclusive. It had scientists. Regional representatives. NGOs. Employers' associations. Industry associations. And the trade unions. Since the interests in the Commission were very different, it took time to build trust between the members, Moch tells. Therefore, smaller working groups were created inside the Commission. These groups wrote drafts on different pieces of the task. Based on these drafts, the Commission could then negotiate the direction of agreements and compromises. As an umbrella organization the DGB has eight member unions. They were all affected by the issues addressed in the Commission. Thus, it was necessary for DGB to make sure that the unions that didn't participate in the Commission could still participate in the whole process. To do this, DGB arranged calls and meetings for its member unions to get their positions and consolidate views within the unions. – In total it was very good team play between the unions on the issue, Frederik Moch says. He points out that this was crucial to form a unified position in the union movement, get mandates, and negotiate a good result.

Today there is a great debate in Germany, both in public and inside the government, on how to deal with the Commission's recommendations. Moch stresses that the report is a package. That everything is linked with everything. Cherry picking is not allowed – this

¹⁸ This case is referenced in the report by the Just Transition Centre 'Just Transition in action, Union experiences and lessons from Canada, Germany, New Zealand, Norway, Nigeria and Spain.
https://www.ituc-csi.org/IMG/pdf/191120_-_just_transition_case_studies.pdf

applies both to the government and to the unions. They expect that Parliament will pass the Commission's recommendations at the end of this year. And the recommendations are not free. Some elements will cost. One part, which has been highly debated, is the budget for the Just Transition in coal-dependent regions.

The recommendation is to spend 40 BN EUR over a period of 20 years. But Moch stresses that this budget needs to be compared with the value created by lignite mining in these regions, which at the moment is 4 BN EUR a year. To ensure that workers in coal mining and coal-fired power have good jobs in the future too, the whole process of phasing out coal in Germany should be linked to achieving milestones, Moch suggests.

Through this kind of step by step process everyone can be sure that they are on track with an energy transition to a green and more sustainable future. But this is a hard task, he points out, a big challenge. However, Moch believes that by following the path that the Commission's recommendations created, Germany will be able to rebuild the economic structure in the regions and have the possibility create new, decent jobs.

12. Just transition case study – Smart Meters, UK

Key characteristics

In 2015 the UK government consulted on the prospect of rolling out smart meters. In January 2016, the regulator proposed the rollout of smart meters.¹⁹ The Government set a deadline for all the meters to be replaced by December 2020. The trade unions engaged with the energy retail companies and the regulator to find a solution for the energy meter readers that would lose their job when smart meters were installed. The proposal was to turn them into smart meter installers.

The actors in the discussions were the big six energy retail companies (British Gas, EDF Energy, E.ON UK, npower now owned by E.ON, Scottish Power and SSE), the government regulator Ofgem, several agencies that provided meter readers such as Workforce, Morrisons, Blue Arrow and the four main trade unions GMB, Prospect, Unison and Unite. The four trade unions presented jointly their just transition demands, as agreed by the energy workers.²⁰

Description of low-GHG-emission strategies or policies

The Government sees that carbon emissions from homes and businesses are continuing to rise, there will be a squeeze on generational capacity as coal fired power stations are taken out of service and they identify in a survey that the average customer doesn't know which devices require the most energy nor do they know on a day-to-day basis how much they are using. Every home and business has a meter to measure the power and gas consumption but these are either outside the property or hidden away in some cupboard or high up on a wall.

The suppliers already increase the cost of energy when it is in high demand and lower it when the demand is lower hopefully reducing peak demand but other than the development of electrical storage central heating which switches on at night and off during the day very little done domestically. High level energy use customers are offered an agreement where they can receive cheaper energy supplies than normal per unit as long as they are willing to have their supply cut in the event of a high national demand for power.

Nonetheless the government can see a time in the not-too-distant future where there could be a series of disruptions to the supply as demand outstrips capacity. With the need to move away from petrol and diesel to electrified transport solutions the demand for electricity will increase dramatically too.

With the advent of mobile digital technology it becomes possible to collect the data from these devices remotely and provide feedback to the customer of the use. So the government tells the energy industry providers that they need to supply and fit smart meters throughout every business and private property in the country. It is hoped that this will cause customers to change their energy use habits and a big advertising campaign is started to encourage customers to switch over to a smart meter.

¹⁹ <https://www.ofgem.gov.uk/publications/smart-meter-rollout-observations-suppliers-rollout-preparations-and-small-supplier-rollout-template-guidance>

²⁰ <https://www.unitetheunion.org/media/2254/002-just-transition-leaflet.pdf>

Currently the existing meters were often installed when the buildings were built or were eventually wired for power. As a result the workforce to install or maintain meters is very limited and not large enough to swop out the existing meters to measure the gas and electricity supply.

Some older meters are mounted on asbestos backing plates so disturbing them will cause a major health and safety issue. Some industrial properties have not had their wiring checked for safety standards in decades so changing the meters may require the building to be rewired. This rewiring can include the instillation of a switch between the main supply and the meter, in the property so that the property can be isolated from the supply when the meter is being worked on.

The UK network has been privatised so the government cannot simply settle on one design and employ government contractors to move systematically from house to house, business to business and street to street to have meters installed as each property may have a separately agreed contract with its supplier company. As the UK conservative government believes that businesses can find their own commercial contracts with suppliers of smart meters and that they should not interfere with these commercial arrangements they decide to leave the technical side to the supply companies.

Impacts of identified strategy or policy on just transition of the work force and creation of decent work and quality jobs

As the gas and electricity supply meters are not currently capable of reporting back to the supplier the device needs to be checked manually by someone visiting the property and reading back the amounts used. As a result, there is a large team that needs to visit properties and collect this information before reporting it back to base. This is not a very skill intensive role and hence does not attract a large salary.

The fitting of a gas and electricity meter requires the engineer to obtain and maintain their manual skills qualifications and be aware of electrical and gas safety. As a result the engineer needs to undertake a short apprenticeship to learn how to weld pipes together to form a seal, how to wire up an electrical meter so that there are no cross polarity issues, especially on a three phase supply. As the membership of the EU required the wiring codes to change from the old UK red, black and green colour coding standards on a domestic supply to brown, blue and green/yellow for live, neutral and earthed safety and to other coding dependant on the supply type the installer also needed to know and memorise the various colour coding differences and know what each meant.

It takes around 90 minutes to safely fit and connect the smart meters to the supplies and connect them electronically via a mobile phone network to the head office to link the readings to the customer's account. Therefore at most assuming everything goes to plan and the driving distance between customers is not extensive, it is just possible to fit four meters a day. With 29 million homes and 6 million businesses, some with more than one office or commercial space with this number growing rapidly. Therefore the size of the engineering team would need to be very large if they were to replace all the meters in a short period of time.

The UK unions met with employers and negotiated that the smart meter readers (who on occasion were not working for the energy supply company's but on an outsourced provider) could be transferred in as the need for meter readers diminished. The readers would then undergo an intense in-house course to learn how to work safely with electrical supplies and fit electrical meters before progressing on to the skills needed to fit a gas meter including bending and welding of pipes to form a gas tight seal. This training included how to identify asbestos and other hazards and what the company policy was with respect to dealing with these issues. Once the new apprentice was allowed out of the classroom they were then mentored by an experienced engineer who checked and guided them through at least six months of on the job one to one training where they would continue to perfect their skills.

Some engineers were also provided with the safety equipment and training with respect to the safe removal of asbestos whilst others companies simply told engineers to walk away if they discovered a sheet of asbestos or other technical problem with the supply or property wiring until a suitably qualified engineering specialist could be brought in.

Identified challenges, opportunities and stakeholder involvement, lessons learned

It was soon realised by the series of customer complaints that instead of a single solution each individual supplier has addressed the issue in their own separate way meaning that every time a customer swapped the billing company to obtain a more competitive price for the supply of that fuel, the new supplier would need to change their smart meter over again so that it could supply them with the data they needed in a format which was compatible with their computer system. The government then passed legislation to ensure that standardised the format of the data produced, so that it could be accessed by any provider in the future. This often meant replacing meters that had already been fitted.

It was also discovered that a number of the meters were not up to standard and therefore gave inaccurate readings as the energy companies had used a supplier who could provide them at the lowest cost with very wide-ranging levels of accuracy.

Eventually the demand for such a large team of engineers will diminish once the majority of property meters are replaced. At this time, it is hoped, the engineers will be retrained to replace natural gas central heating with electrical or solutions that can burn hydrogen. Or will be retrained to work on the need to update the electrical supply network so that it can meet the demands of future and current customers to recharge electrical vehicles and power replacement heating systems.