



**Subsidiary Body for Scientific and
Technological Advice**

Sixty-first session

Baku, 11–16 November 2024

Item 8 of the provisional agenda

United Arab Emirates just transition work programme

Subsidiary Body for Implementation

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United Arab Emirates just transition work programme

**Dialogues under the United Arab Emirates just transition
work programme**

Annual summary report by the Chairs of the subsidiary bodies

Summary

The Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, at its fifth session, requested the Chairs of the subsidiary bodies to prepare in a timely manner, with the assistance of the secretariat, an annual summary report on the dialogues held each year as part of the United Arab Emirates just transition work programme. This report, the first annual summary report, contains information on the two dialogues held in 2024 under the work programme, which focused on just transition pathways to achieving the goals of the Paris Agreement through nationally determined contributions, national adaptation plans and long-term low-emission development strategies and on ensuring support for people-centric and equitable just transition pathways, with a focus on the whole-of-society approach and the workforce, respectively. The summaries of each dialogue reflect the discussions held and include key findings, opportunities and barriers relevant to the topics.



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Abbreviations and acronyms

CCS	carbon dioxide capture and storage
CMA	Conference of the Parties serving as the meeting of the Parties to the Paris Agreement
COP	Conference of the Parties
CTCN	Climate Technology Centre and Network
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
GCF	Green Climate Fund
ILO	International Labour Organization
IPCC	Intergovernmental Panel on Climate Change
KCI	Katowice Committee of Experts on the Impacts of the Implementation of Response Measures
LDC	least developed country
LT-LEDS	long-term low-emission development strategy(ies)
MDB	multilateral development bank
NAP	national adaptation plan
NDC	nationally determined contribution
NGO	non-governmental organization
PPP	public–private partnership
SB	sessions of the subsidiary bodies
SBI	Subsidiary Body for Implementation
SBSTA	Subsidiary Body for Scientific and Technological Advice
SIDS	small island developing State(s)
TNA	technology needs assessment
UNCTAD	United Nations Trade and Development
UNDP	United Nations Development Programme
UNIDO	United Nations Industrial Development Organization

I. Introduction

A. Mandate

1. CMA 4 decided to establish a work programme on just transition for discussion of pathways to achieving the goals of the Paris Agreement outlined in Article 2, paragraph 1, in the context of Article 2, paragraph 2.¹
2. CMA 5 established the scope and modalities of the United Arab Emirates just transition work programme, deciding that it shall be implemented under the guidance of the SBSTA and the SBI through a joint contact group to be convened at each of their sessions, starting at SB 60.²
3. CMA 5 also decided that at least two dialogues shall be held each year as part of the work programme, with one to be held prior to the first regular sessions of the subsidiary bodies, starting with SB 60, and one prior to the second regular sessions of the subsidiary bodies, starting with SB 61, and that such dialogues should be conducted in hybrid format to allow both in-person and virtual participation.³
4. Furthermore, CMA 5 requested the Chairs of the subsidiary bodies to prepare in a timely manner, with the assistance of the secretariat, an annual summary report on the dialogues.⁴

B. Scope

5. At SB 60, the SBSTA and the SBI encouraged their Chairs to prepare and publish, starting from the first dialogue and immediately following each dialogue under the United Arab Emirates just transition work programme, an informal summary of the discussions at that dialogue, including on opportunities, best practices, actionable solutions, challenges and barriers, ensuring that those discussions are reflected in a comprehensive and balanced manner.⁵ Pursuant to this, the secretariat prepared, under the guidance of the Chairs of the subsidiary bodies, informal summary reports on the first and second dialogues held under the work programme.⁶
6. This annual summary report is a compilation of the proceedings and the summary of discussions, including key findings, opportunities and barriers, from the first and second dialogues under the work programme (see chaps. III and IV below respectively).

II. Dialogues held in 2024 under the United Arab Emirates just transition work programme

A. Topics for the dialogues

7. CMA 5 invited Parties, observers and other non-Party stakeholders to submit possible topics for the dialogues under the work programme by 15 February each year, beginning in 2024.⁷ Taking into consideration the submissions, the Chairs of the subsidiary bodies are to decide on and communicate the topics to be discussed at each dialogue to be held in that year

¹ Decision [1/CMA.4](#), para. 52.

² Decision [3/CMA.5](#), para. 4.

³ Decision [3/CMA.5](#), para. 5.

⁴ Decision [3/CMA.5](#), para. 10.

⁵ [FCCC/SBSTA/2024/7](#), para. 98, and [FCCC/SBI/2024/13](#), para. 45.

⁶ Available at <https://unfccc.int/documents/640155> (first dialogue) and <https://unfccc.int/documents/642594> (second dialogue).

⁷ Decision [3/CMA.5](#), para. 6.

no later than eight weeks before each dialogue in advance of the respective regular sessions of the subsidiary bodies.⁸

8. The Chairs of the subsidiary bodies decided that the first dialogue taking place under the work programme in 2024 would focus on just transition pathways to achieving the goals of the Paris Agreement through NDCs, NAPs and LT-LEDS.

9. SB 60 reiterated that the topic of the second dialogue under the work programme, to be held prior to SB 61, would be decided by the Chairs of the subsidiary bodies taking into account submissions from Parties, observers and other non-Party stakeholders and invited the Chairs to consider, in deciding on the topic in a transparent and consultative manner, the outcomes of the first dialogue and the inputs provided by Parties during the joint contact group on the work programme in the light of the elements contained in paragraph 2 of decision [3/CMA.5](#).⁹

10. Following the informal virtual consultation on potential topics for the second dialogue held on 18 July 2024, the Chairs of the subsidiary bodies decided that the topic to be discussed at the second dialogue to be held in 2024 under the work programme would be ensuring support for people-centric and equitable just transition pathways, with a focus on the whole-of-society approach and the workforce, and the following specific areas of focus:

(a) Approaches for empowering all actors and segments of the society for a fair and inclusive transition of the workforce towards meeting the Paris Agreement goals;

(b) Unpacking the full range of means of implementation (finance, technology and capacity-building) for a just transition of the workforce: exploring current approaches, opportunities and gaps;

(c) International cooperation and partnerships for people-centric and equitable just transitions.

B. Overview of the first dialogue

11. Applying a systematic approach that includes socioeconomic assessment and ensuring the participation of stakeholders from government, the private sector, NGOs, Indigenous Peoples, youth and local communities emerged from the first dialogue as the two essential factors for successful just transition through the development of NDCs, NAPs and LT-LEDS. The necessity for a whole-of-society approach to just transition, one that incorporates multisectoral, multi-actor and multilevel strategies, recognizes the importance of local knowledge and includes robust social protection measures, was emphasized.

12. The need for policy coherence – aligning climate action with socioeconomic goals such as improved job quality, poverty alleviation and sustainable development – in implementing just transition pathways was highlighted. Coherence between national and local-level policies was also seen as crucial, and, in this regard, the need for context-specific transition strategies and inclusive consultation processes to engage stakeholders at all levels was underscored. Financial constraints, difficulties in engaging marginalized groups and lack of capacity-building support, among other challenges, were raised as hindering inclusive participation in just transitions.

13. International cooperation was seen by many participants as essential to enabling the effective implementation of climate policies that incorporate just transition considerations, especially in developing countries. The provision of support in the form of finance, technology transfer and capacity-building, as well as the utilization of learning opportunities and modalities for collaboration, were identified as key components of international cooperation, and the dialogue provided the opportunity to share information on numerous relevant programmes, initiatives and country platforms.

⁸ Decision [3/CMA.5](#), para. 7.

⁹ [FCCC/SBSTA/2024/7](#), para. 94, and [FCCC/SBI/2024/13](#), para. 41.

C. Overview of the second dialogue

14. Participants acknowledged that there is no one-size-fits-all approach to ensuring that just transition pathways are people-centric and equitable. Many participants considered effective climate action to depend on inclusive stakeholder consultation, which could be achieved by institutionalizing social dialogue with local communities and other parts of civil society, the private sector and all levels of government; respecting Indigenous Peoples' knowledge; and using traditional ways of communicating to encourage meaningful cooperation. Emphasis was placed on utilizing existing initiatives, frameworks, forums and networks that foster holistic, whole-of-society, multisectoral and multilevel approaches to ensuring a just transition with a particular focus on the workforce.

15. Many participants suggested a multi-stakeholder approach and the tripartite structure as effective mechanisms for strengthening the representation of marginalized informal sector workers in policymaking on just transition pathways; integrating workforce considerations and civil society perspectives into decision-making on climate action; and creating a robust domestic environment for the finance flows, technology transfer and skills development needed for a just transition of the workforce.

16. Empowering workers to contribute effectively to the just transition of the workforce was seen as crucial, and, in this regard, the need for adaptive technical and vocational education systems and skills development, reskilling and upskilling programmes was stressed and the importance of equipping women, youth and local communities with climate knowledge and relevant skills was highlighted by many participants.

17. Participants emphasized the critical role of international financial and other support in achieving just transitions of the workforce in developing countries, while barriers such as international financial structures, taxation and debt burdens that can hinder climate policy implementation were noted. The importance of developing comprehensive indicators for measuring progress in implementing national just transition strategies was highlighted, as was the value of the United Arab Emirates just transition work programme as a platform for sharing experience, building capacity and exploring synergies relating to just transition.

III. Report on the first dialogue under the United Arab Emirates just transition work programme

A. Proceedings

18. The first dialogue under the United Arab Emirates just transition work programme took place in Bonn, Germany, from 2 to 3 June 2024, in hybrid format, with 177 in-person and 96 virtual participants, totalling 273 participants.¹⁰

19. The topic of the dialogue was just transition pathways to achieving the goals of the Paris Agreement through NDCs, NAPs and LT-LEDS, and the focus was on lessons learned from incorporating just transition elements into NDCs, NAPs and LT-LEDS and from international cooperation pertaining to just transition pathways and its impact on the delivery of goals set out in NDCs, NAPs and LT-LEDS.

20. Over two half-day sessions, participants discussed opportunities, best practices, actionable solutions, challenges and barriers relevant to the topic in breakout groups on the following six subtopics:

(a) Inclusive approaches to developing NDCs, NAPs, LT-LEDS and relevant policies (identifying and engaging stakeholders);

(b) Experience in incorporating just transition pathways into NDCs, NAPs and LT-LEDS (applying analysis, policy development and lessons learned);

¹⁰ The agenda, webcast recordings and presentations are available at <https://unfccc.int/event/first-dialogue-under-the-united-arab-emirates-just-transition-work-programme-2024>.

- (c) Policy coherence for implementing just transition pathways (enabling implementation);
- (d) Identifying support needs;
- (e) Best practices for engaging support partners;
- (f) Exploring further opportunities for international cooperation on just transition.

21. The opening plenary was chaired by Harry Vreuls, Chair of the SBSTA, and Nabeel Munir, Chair of the SBI, and opening remarks were made by Simon Stiell, UNFCCC Executive Secretary, and Iman Ustadi, Deputy Chief Negotiator representing the COP 28 Presidency. Scene-setting presentations were made by Jim Skea, Chair of the IPCC, and Manal Shehabi, Associate Faculty Member at the University of Oxford.

22. On the first day of the dialogue, the participants were divided into three breakout groups to discuss one of the subtopics listed in paragraph 20(a–c) above. After each round of discussions, the participants remained in the room while the six co-facilitators, two for each breakout group, rotated to a new room, thus allowing all groups to discuss each of the three subtopics over the course of the day.

23. The co-facilitators used the following guiding questions to provide a framework for the discussions:

(a) **Inclusive approaches to developing NDCs, NAPs and LT-LEDS and relevant policies:** How are Parties adopting an inclusive and participatory approach that leaves no one behind in developing their NDCs, NAPs and LT-LEDS? What measures can ensure that people in vulnerable situations benefit from the opportunities of just transition and that NDCs, NAPs and LT-LEDS leverage their role as agents of change while also minimizing risks?

(b) **Experience in incorporating just transition pathways into NDCs, NAPs and LT-LEDS:** Which practices, frameworks, strategies and related governance mechanisms have been helpful for incorporating just transition pathways into NDCs, NAPs and LT-LEDS and should inform the next round of NDCs, NAPs and LT-LEDS, and what have been the key challenges or pitfalls? What kind of assessments and diagnostics have facilitated the inclusion of just transition considerations in NDCs, NAPs and LT-LEDS? What kind of assessments and diagnostics are useful for giving effect to just transition considerations included in NDCs, NAPs and LT-LEDS?

(c) **Policy coherence for implementing just transition pathways:** How can just transition pathways be effectively mainstreamed in implementing NDCs, NAPs and LT-LEDS? How can a whole-of-government approach support the implementation of NDCs, NAPs and LT-LEDS that incorporate just transition pathways? How can it be ensured that NDCs, NAPs and LT-LEDS are coherent with national development priorities and other international commitments?

24. On the second day of the dialogue, the participants remained in their allocated breakout group to discuss the subtopics listed in paragraph 20(d–f) above and, as on the first day, the rotation of co-facilitators to each room allowed all participants to discuss each of the three subtopics.

25. The co-facilitators used the following guiding questions to provide a framework for the discussions:

(a) **Identifying support needs:** How are support needs being identified at the local, national, regional and international level? What is needed to improve consideration of just transition in the next round of NDCs, NAPs and LT-LEDS?

(b) **Best practices for engaging support partners:** What support from partners is currently available and how can that support be engaged? How could current engagement with support partners be improved?

(c) **Exploring further opportunities for international cooperation on just transition:** What are further international cooperation opportunities for supporting just transition pathways to achieving NDC, NAP and LT-LEDS goals?

26. The closing plenary was chaired by Nathalie Flores Gonzalez, Vice-Chair of the SBSTA, who invited the co-facilitators of the six breakout group sessions to provide a summary of the discussions that they facilitated, including a brief reflection on the inputs provided by the participants.

27. Closing addresses were delivered by Elchin Allahverdiyev, senior negotiator representing the incoming COP 29 Presidency, and Mário Mottin, Deputy Head of Delegation representing the COP 30 Presidency. The SBSTA Vice-Chair then delivered closing remarks before thanking the participants and co-facilitators and declaring the first dialogue under the work programme closed.

B. Summary of discussions

28. This subchapter captures and summarizes both views shared during the dialogue and those submitted in advance^{11, 12} on opportunities, best practices, actionable solutions, challenges and barriers relevant to the topic of the dialogue, but does not represent an exhaustive summary of all interventions.

1. Inclusive approaches to developing nationally determined contributions, national adaptation plans, long-term low-emission development strategies and relevant policies (identifying and engaging stakeholders)

29. The breakout group discussions on this subtopic were co-facilitated by a representative of the United Nations Entity for Gender Equality and the Empowerment of Women and a representative of the United Nations Environment Programme.

(a) Key findings

30. The discussions revealed the importance of applying inclusive approaches to developing NDCs, NAPs, LT-LEDS, climate action plans and climate-related policies throughout all stages of design, as well as in implementing them. Participants in the dialogue emphasized the importance of engaging with diverse stakeholders, including government entities, the private sector, NGOs, academia, youth, industry workers, local communities and Indigenous Peoples when developing NDCs, NAPs, LT-LEDS and relevant policies. Some participants highlighted the meaningful participation of a broad range of stakeholders as a means to foster stakeholder ownership of the policies, reflect diverse perspectives and align climate action with national priorities. Modalities noted as being employed in stakeholder engagement include social dialogue, community-led consultation and digital platforms.

31. Several participants highlighted the necessity of a whole-of-society approach to just transition that incorporates multisectoral, multi-actor and multilevel strategies, the informal sector and opportunities for upskilling and reskilling workers, and that addresses the unique challenges faced by vulnerable populations as economies move towards a just transition. Inclusive policymaking and social dialogue at the local and national level were identified as crucial for ensuring that climate-related policies are equitable and comprehensive. International cooperation, finance and technology transfer were also underscored as essential to enabling the effective implementation of climate policies that incorporate just transition considerations in developing countries.

32. Participants shared examples of inclusive stakeholder engagement, such as applying inclusive policymaking in Australia, including through international partnerships with Indonesia, Papua New Guinea and Vanuatu on renewable energy projects; empowering stakeholders to ensure ownership of NDC inputs and outputs in Belize; and utilizing youth councils to ensure inclusivity in NDC development in the United Arab Emirates.

33. The views submitted before the dialogue emphasized the importance of ensuring effective accountability and stakeholder involvement in developing NDCs, NAPs and LT-LEDS, with calls for a people-centred just transition that focuses on shared ownership and

¹¹ Pursuant to para. 8 of decision [3/CMA.5](#).

¹² All submissions are available at <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx> (in the search field, type “just transition”).

inclusive participation. The use of existing processes for identifying and involving stakeholders in both mitigation and adaptation solutions was also mentioned, with suggested measures including promoting multi-stakeholder decision-making, investing in enhancing the leadership skills of marginalized groups, and supporting innovative and sustainable practices in a variety of sectors to ensure broad-based benefits and equitable development outcomes.

(b) Opportunities (including actionable solutions) and barriers

34. Participants highlighted that meaningful and diverse stakeholder engagement that involves youth, women and persons with disabilities, among other groups, can help in creating innovative, sustainable, comprehensive and feasible climate action plans that reflect diverse perspectives, foster better coordination between different levels of government and across sectors, and consequently are coherent and tailored to national and local needs, thereby enhancing the effectiveness of climate action.

35. Many participants emphasized that local communities and other local stakeholders possess valuable insights and knowledge that can inform and enhance national climate strategies, allowing for the identification of local needs and context-specific solutions.

36. The need for effective education, training and reskilling programmes for preparing diverse stakeholder groups for the transition to a sustainable economy was frequently mentioned. Participants discussed the possibility of significant reforms to existing educational frameworks with a view to providing workers with the necessary knowledge and skills for a just transition. One example of an effective training and education programme related to Portugal's shutdown of three energy plants while minimizing unemployment and supporting local economies, which involved reskilling workers for renewable energy roles and developing regional economic projects to ensure a just transition.

37. Many participants highlighted financial constraints and difficulties in accessing funding from international financial institutions as significant barriers to a just and equitable transition. Some indicated that this challenge is particularly acute in fiscally constrained environments where support for just transition projects is limited.

38. Some participants repeatedly pointed to the necessity of aligning national climate action with international agreements to maintain fairness and equity when pursuing just transitions. Some mentioned that avoiding unilateral measures that may restrict international trade or discriminate against certain groups is crucial for a just international response to the climate crisis.

39. Challenges identified by participants relate, inter alia, to engaging the informal sector and ensuring the meaningful participation of marginalized groups in the development of climate-related policies, and to accessing sufficient capacity-building support and financial resources for implementing inclusive climate policies effectively. Participants agreed on the necessity of including social protection measures in a just transition to support vulnerable populations.

2. Experience in incorporating just transition pathways into nationally determined contributions, national adaptation plans and long-term low-emission development strategies (applying analysis, policy development and lessons learned)

40. The breakout group discussions on this subtopic were co-facilitated by a representative of ILO and a representative of UNDP.

41. The introductory presentation by the representative of UNDP highlighted the global status of integrating just transition considerations into NDCs, NAPs and LT-LEDS, noting that, while 38 per cent of NDCs and 57 per cent of LT-LEDS refer to just transitions, more specific indicators are needed to measure the systematic integration of just transitions considerations into NDCs, NAPs and LT-LEDS. The presenter emphasized the importance of assessing impacts, engaging local stakeholders, building policymaking and institutional capacities and mobilizing finance, and outlined that UNDP has supported more than 50 countries in relation to those four building blocks, helping them to integrate just transition measures into their climate strategies. In terms of assessing the impacts of green transitions,

the presenter emphasized the importance of using both qualitative and quantitative methods; while, in terms of engaging local stakeholders in those transitions, she noted that this involves co-defining the local vision for just transitions, acknowledging that it may mean different things for different economies. With regard to building policymaking and institutional capacities, she noted the importance of creating enabling environments; while for mobilizing finance, she noted the importance of focusing on resources for both transition hotspots and transition blind spots. As the secretariat of the G20 Sustainable Finance Working Group, UNDP helps to identify financing mechanisms and innovative instruments to channel resources effectively.

42. In his introductory presentation, the representative of ILO stressed the importance of including job creation considerations in NDCs with a focus on reskilling the 78 million workers set to be affected by a workforce transition, especially in the energy sector, where 36 per cent of jobs are skilled. He highlighted the gender disparity in this area, with only 6 million of the 20 million new jobs needed to achieve just transitions by 2030 expected to be filled by women, and noted that concerns have been raised about job quality and wages. The need for social protection was underscored, with only 10 per cent of people in climate-vulnerable countries having adequate social security. He also discussed the impact of heat stress on productivity and the importance of occupational safety, recommending comprehensive approaches, including social dialogue and adherence to ILO guidelines, and focusing NDC ambitions on human capacity.

(a) Key findings

43. Participants noted that just transition considerations have been integrated into climate policies to varying degrees. They emphasized the importance of assessments for obtaining information on the socioeconomic impacts of those policies and highlighted the need for more data, robust models and knowledge management systems to support evidence-based policymaking. Institutionalized coordination mechanisms involving multiple ministries were seen as crucial for a whole-of-government and whole-of-society approach to just transitions.

44. Participants also shared their experience in integrating approaches to achieving just transitions into NDCs, NAPs and LT-LEDS. Some noted the need to involve communities in planning just transitions at an early stage to align new policies with local needs and build on community-led efforts. Others emphasized the necessity of establishing clear roles and responsibilities at the local government level with a view to strengthening the incorporation of local strategies, including just transition strategies, into national planning.

45. The necessity of a whole-of-economy approach, addressing all economic sectors, including energy, agriculture, industry, tourism and transport, was emphasized. The importance of the informal sector and the needs of small and micro enterprises were highlighted. Partnerships under the Just Energy Transition Partnerships initiative, including on energy access and clean cooking aimed at promoting health, gender equality and sustainable development, were mentioned as an example of a whole-of-economy approach.

46. Many participants noted that a comprehensive approach to achieving just transitions should cover mitigation, adaptation, finance and international cooperation, considering both the international and the national dimensions of those elements. The need to address energy and food security concerns and focus on sustainable development and poverty eradication in the context of just transitions was noted.

47. Some participants emphasized the critical need to integrate measures addressing both national and international dimensions of just transitions into NDCs. Some voiced concerns that the focus of the United Arab Emirates just transition work programme was being limited to national aspects of just transitions and suggested for it to take a more comprehensive, multilateral approach in order to ensure fairness and equity at the global level.

48. The importance of ensuring distributive justice and adjusting the income levels of the workers and communities affected by a transition was mentioned by some participants. Skills development, training and education systems were noted as crucial for building human capacity, while the benefits of adaptive social protection for enhancing resilience to the transition were also emphasized. Participants also discussed the role of international

cooperation in addressing global imbalances and mitigating unintended consequences of national climate policies.

49. Participants shared their experience in incorporating just transition considerations into national climate strategies and plans. For example, Maldives conducted assessments to identify sectors that would be affected by a transition, such as tourism, with the aim of maintaining livelihoods through economic diversification; the EU is implementing a just transition framework, consisting of strategies, targets, guidance and support, as part of the European Green Deal and the European Pillar of Social Rights; the United Republic of Tanzania introduced the African Women Clean Cooking Support Programme to replace biomass energy and promote clean cooking as a means of improving health, gender equality and sustainable development; and Saudi Arabia introduced the Saudi Green Initiative on sustainability and clean energy with the aim of meeting national climate goals while ensuring sustainable development.

(b) Opportunities (including actionable solutions) and barriers

50. Participants noted that the opportunity to support economic diversification and sustainable livelihoods through proactive climate policies is significant. Ongoing dialogue and collaboration were deemed necessary to address challenges and maximize benefits in this regard. Emphasis was placed on reskilling and upskilling workers to meet new demands, particularly in high-skilled sectors, including energy, and ensuring that gender-responsive solutions are implemented to address gender disparities.

51. Some participants emphasized the need for international cooperation, underlining its critical role in facilitating progress along just transition pathways. One key point highlighted by several participants is that international cooperation is essential for facilitating the sharing of the financial resources, knowledge and technologies needed to support just transition efforts across different countries. International cooperation includes the mobilization of international funding to support developing countries in their transition efforts, ensuring that they are not left behind. Participants also noted that international cooperation should focus on enabling the transboundary flow of clean energy and the development of low-emission technologies. Furthermore, forming effective partnerships and promoting the trade of clean energy was noted as a way of creating an enabling international environment conducive to achieving the global transition to net zero emissions. Some participants underscored the importance of robust domestic enabling environments to ensuring the effectiveness of international cooperation.

52. Participants noted a number of barriers to the incorporation of just transition considerations into national climate planning. These include the lower remuneration and quality of jobs in clean energy sectors compared with those in the fossil fuel sector, inadequate social protection in vulnerable countries and the impact of heat stress on productivity. Several participants noted the importance of comprehensive coordination frameworks and innovative financing mechanisms for addressing those barriers. The need for a holistic approach to developing climate policies that includes social dialogue and consideration of human rights and ensures no one is left behind was emphasized. In addition, there were calls for continuous engagement and collaboration among all stakeholders to facilitate the creation of effective and actionable just transition strategies.

3. Policy coherence for implementing just transition pathways (enabling implementation)

53. The breakout group discussions on this subtopic were co-facilitated by a representative of FAO and a representative of UNIDO.

(a) Key findings

54. Participants stressed the need to integrate just transition considerations into all climate-related policies and to ensure that they align with broader socioeconomic goals, such as job quality, poverty eradication, human rights, sustainable development and economic diversification. The need for context-specific approaches to just transition was mentioned, with the acknowledgement that there is no one-size-fits-all approach. Many participants also

noted that local, national and sector-specific contexts and circumstances should guide climate policy frameworks and incentives to ensure coherence in implementing just transition pathways.

55. The importance of the inclusive engagement of diverse stakeholders in policymaking processes was emphasized by some participants, who recognized that circumstances in various national and local contexts are different, and who noted that such an approach can improve the social acceptance of just transitions and facilitate policy coherence. The inclusion of marginalized groups such as youth, women and Indigenous Peoples in the planning and implementation stages of the policy process was highlighted as essential by many participants.

56. With regard to a whole-of-government approach to achieving just transitions, many participants shared their experience and insights in relation to interministerial coordination mechanisms for policy coherence, such as high-level boards and task forces. Participants noted the importance of engaging ministers from various line ministries, such as those for environment, finance, education, labour and health, in policymaking to ensure coherence. It was noted that such coordination can help to secure political support, address potential resistance stemming from entrenched interests and foster collaboration towards achieving shared goals.

57. Participants identified financial support, including from MDBs and climate funds, as a crucial element of implementing just transition pathways. The importance of leveraging private sector investments through PPPs and adhering to international climate finance commitments was also emphasized. Furthermore, capacity-building was noted as vital for preparing for a just transition at the local level, particularly in terms of anticipating market changes and future worker skill needs. Some participants highlighted that just transition finance often needs to be secured before decarbonization activities can take place in order to enable economic diversification, job creation and reskilling.

(b) Opportunities (including actionable solutions) and barriers

58. Many participants noted that challenges such as lack of capacity-building support, skills and technology gaps, trade barriers and the high cost of top-down approaches remain when implementing just transition pathways.

59. Some participants noted that unilateral measures that do not take into account national contexts and impose burdens can have a negative impact on developing countries in particular, while other participants noted that insufficiently ambitious climate action could challenge efforts to keep the goal of limiting temperature rise to 1.5 °C within reach.

60. Several participants noted the challenges associated with transitioning to low-carbon economies while addressing broader sustainable development goals, also noting that economic constraints, negative social impacts and balancing development and social goals are, among others, significant barriers to achieving inclusive just transitions.

61. Many participants highlighted the importance of engaging in international cooperation and adhering to guidelines set by international organizations for creating coherent and complementary climate strategies. Some participants discussed the challenges posed by measures taken to combat climate change that are not consistent with keeping the 1.5 °C goal within reach, while others discussed the challenges posed by unilateral trade measures, which could undermine multilateralism. The importance of holding ongoing international dialogues to secure the technical and financial support necessary for implementing just transition pathways was also noted by many.

4. Identifying support needs

62. The breakout group discussions on this subtopic were co-facilitated by a representative of United Nations Environment Programme and a representative of the NDC Partnership.

(a) Key findings

63. Participants discussed three factors deemed critical to integrating just transition considerations into national policies: finance, capacity-building and technology transfer. A strong emphasis was placed on finance, with many participants acknowledging the need to understand cost estimates in order to calculate the total financial resources required for implementing just transition initiatives. Some participants noted that finance should cover investment in technologies, social protection measures, capacity-building and infrastructure development. The need for finance in specific sectors, such as energy, agriculture and transport, to address the specific circumstances of those sectors was also highlighted.

64. The technical support needed to better understand the impacts of incorporating just transition elements into climate-related policies was discussed. Some participants noted the value of analytical work and modelling to determine the socioeconomic impacts of just transitions. In addition, scenario analysis through modelling was discussed by participants as a tool for creating future scenarios, enabling stakeholders to anticipate and prepare for diverse outcomes. Socioeconomic modelling in particular was noted as important for identifying technological and mitigation interventions and assessing assumptions. There was an emphasis on the importance of building skills and ensuring proficient use of tools for defining future emission profiles and creating climate scenarios at both the national and the subnational level. Participants emphasized the importance of knowledge-sharing through platforms such as the United Arab Emirates just transition work programme, enabling lessons to be learned from countries that have had success in incorporating just transition considerations into national planning processes.

65. In terms of socioeconomic and policy support, inclusive consultation processes were stressed as vital by participants, who noted that these processes can help assess the need for policy and regulatory frameworks to be enhanced, modified or renewed. The need to assess the jobs and skills needed for implementing just transitions was repeatedly mentioned, particularly the need to reskill workers and develop new skills as workforces adapt to a transition. Participants stressed that members of civil society, including unions and groups representing women, youth and Indigenous Peoples, should be seen as key partners throughout all stages of just transition planning and implementation. They also expressed concerns about partnerships that rely on loan-based financing, which can trap countries in debt cycles.

66. Some participants reiterated the principle of common but differentiated responsibilities and respective capabilities in the light of different national circumstances, highlighting the need for enhanced support in this context in drafting and updating NDCs and NAPs. There was also an emphasis by some participants on the importance of international support for developing countries to enable just transitions.

(b) Opportunities (including actionable solutions) and barriers

67. Challenges related to, inter alia, identifying future needs, unpacking the socioeconomic impacts of just transitions and determining suitable just transition pathways for each national context were raised by participants. The need for capacity-building to enable local communities, Indigenous Peoples and other vulnerable groups to identify and prioritize their support needs within just transition frameworks was highlighted by some participants. Further, participants stressed the importance of taking into account scientific expertise and involving all stakeholders in the design and implementation of climate action.

68. Challenges in identifying financial support needs and, particularly, in accessing climate finance owing to complex requirements were noted. Best practices and opportunities for supporting just transitions, such as platform-based finance approaches applied by MDBs and other institutions, were mentioned. In addition, tools such as the NDC Partnership's knowledge management systems were mentioned by some participants as helpful for understanding global finance needs in real time.

69. Some participants called for a significant increase in climate finance that is new, adequate, non-debt-creating and predictable, and also mentioned the need to simplify access to climate finance and to shift focus from mitigation support only to support for mitigation, adaptation and addressing loss and damage.

5. Best practices for engaging support partners

70. The breakout group discussions on this subtopic were co-facilitated by a representative of UNDP and a representative of UNCTAD.

71. The representative of UNDP made a presentation on the UNDP Climate Promise, highlighting the role of UNDP as the largest supporter of developing countries in integrating just transition considerations into NDCs, NAPs and LT-LEDS. She noted that UNDP has provided support to more than 85 per cent of developing countries, having already assisted more than 127 countries in partnership with 35 implementing agencies. This support has led to significantly raised mitigation and adaptation ambition in revised NDCs, with a substantial focus on including gender and youth considerations. The presentation covered the geographical distribution and thematic focus of UNDP support, emphasizing the importance of capacity-building, social dialogue, policy development and the implementation of ILO guidelines. She shared insights into the trends and best practices related to achieving just transitions, as well as insights into the evolving aspects of just transition, also underscoring the role of just transition in both mitigation and adaptation.

72. The representative of UNCTAD focused on the synergy between trade and investment on the one hand and just transition on the other in her introductory presentation. She highlighted the developmental opportunities that just transitions offer, such as technological advancement and economic transformation, which are essential for enhancing trade diversification and productive capacity. She also outlined the support provided by UNCTAD to developing countries to leverage trade and investment policies effectively in order to accelerate the achievement of climate goals towards net zero emissions.

(a) Key findings

73. Participants discussed the proliferation of efforts under bilateral and other partnerships and the coordination role of country platforms and forums. The UNFCCC Financial Mechanism and multilateral climate funds were noted by some participants for their roles in supporting just transition efforts. International initiatives such as the LDC Initiative for Effective Adaptation and Resilience were also highlighted as key support structures. The ILO “Guidelines for a just transition towards environmentally sustainable economies and societies for all”¹³ were mentioned. Examples of international support raised by participants were the International Renewable Energy Agency, which has supported more than 130 countries by facilitating the integration of renewables into climate action plans and providing technical assistance and capacity-building support, and the Asian Development Bank, which has launched a just transition support platform in the Asia-Pacific region. Other notable partners mentioned include the NDC Partnership, bilateral and multilateral institutions such as the World Bank, and regional bodies and initiatives such as the Economic Community of West African States and C40 Cities.

74. Participants highlighted experience in engaging support partners, with examples including Ethiopia’s Climate-Resilient Green Economy Strategy, Indonesia’s involvement in the Just Energy Transition Partnerships and the Energy Transition Mechanism, and the United States of America’s provision of climate finance through the President’s Emergency Plan for Adaptation and Resilience. Participants also noted the need for substantial international finance, technology and capacity-building support to achieve the goals on just transition pathways.

75. Participants also highlighted the need for comprehensive financing for both the planning and the implementation phases of just transitions so as to ensure energy security without compromising economic growth. It was noted that just transition plans should be linked to national development goals and international support. Participants emphasized the importance of creating jobs and generating opportunities through localized industrialization and highlighted the need for international partnerships to promote economic growth and job creation while addressing emissions.

¹³ ILO. 2015. *Guidelines for a just transition towards environmentally sustainable economies and societies for all*. Geneva: ILO. Available at <https://www.ilo.org/publications/guidelines-just-transition-towards-environmentally-sustainable-economies>.

76. A point of discussion was the current engagement of support partners by countries and the prevailing gaps in financing for just transition pathways. It was emphasized that scaling up financing and improving predictability in both private and public investment is crucial. The alignment of national climate plans with gross domestic product, national development policies, trade and investment, as well as with the Sustainable Development Goals and other socioeconomic priorities, was noted as necessary to increase the means of implementation and accelerate achievement of just transitions.

77. Some participants stressed the need to direct financial resources towards supporting developing countries' just transition pathways effectively. They emphasized that just transitions should be equitable, fair and inclusive, requiring substantial support from developed countries, including in terms of funding, technology transfer and capacity-building.

78. In addition, some participants noted that public and private investment is needed to ensure just and country-led transitions. International public climate finance delivered through, for example, multilateral climate funds and MDBs was discussed as essential for supporting the LDCs. The importance of multi-stakeholder engagement in just transition strategies was stressed by some participants, who noted that local governments, labour unions, civil society groups and representatives from vulnerable communities need to be involved early on in both the planning and the implementation phases.

(b) Opportunities (including actionable solutions) and barriers

79. Participants called for partnerships to support economic growth and sustainable development in a country-driven manner and noted that needs and solutions are country-specific and influenced by countries' respective common but differentiated responsibilities and respective capabilities in the light of different national circumstances, and that solutions should respond to national needs. Strengthening national and local human and institutional capacity was seen by participants as crucial for ensuring country ownership of just transitions. Challenges related to the proliferation and fragmentation of development support were noted.

80. Participants noted the need for access to data and information for just transition needs and impact assessments, and many emphasized the importance of an enabling environment for the dissemination of, and capacity-building for identifying and using, the available tools. They discussed the need to develop and implement strategies for achieving just transitions focused on human rights, food and water security, energy security and access to affordable energy. The importance of minimizing unilateral measures and enhancing regional and multilateral coordination to effectively support the achievement of just transitions was also highlighted.

81. Challenges related to accessing climate change support owing to insufficient and unpredictable funding, complex project requirements and a lack of capacity to develop complex projects were mentioned. Some participants pointed out that the most robust climate funds have many requirements and that the process to access funds from them is very complicated.

82. Several participants highlighted the disparity in the effectiveness of financial support for climate action, noting also that much of it is in the form of loans, which may not be suitable for all contexts and consequently may be less effective. Furthermore, they called for policy revisions to ensure equitable and effective financial support.

83. Some participants noted the opportunity to tailor existing bilateral and multilateral mitigation and adaptation finance to support elements of just transitions, such as workforce retraining programmes.

6. Exploring further opportunities for international cooperation on just transition

84. The breakout group discussions on this subtopic were co-facilitated by a representative of ILO and a representative of UNCTAD.

85. The representative of ILO emphasized in her presentation the importance of incorporating international cooperation on just transitions into climate strategies such as NDCs, NAPs and LT-LEDS. She highlighted insights gained from country case studies

conducted by ILO, which assessed how different nations are incorporating just transition considerations into their climate plans and how they aim to create a strategic approach to international cooperation that aligns with national priorities, focusing on employment, social impact assessment, stakeholder engagement and policy support based on ILO guidelines. She noted that, while the adoption of just transition principles is growing, it remains limited. She stressed the relevance of these principles to both mitigation and adaptation strategies and underscored the importance of both sector-specific and economy-wide approaches to achieving energy transitions and economic diversification.

86. The representative of UNCTAD highlighted in her presentation the critical need for adequate financing to enable developing countries to adopt ambitious climate policies. She discussed the unique challenges faced by various country groups, such as SIDS and oil-exporting countries, emphasizing the need for tailored international support for those groups. She called for a unified narrative of just transition to enhance navigation of political and geopolitical challenges, encouraging inclusive dialogues to build global consensus on and confidence in the implementation of the Paris Agreement.

(a) Key findings

87. Some participants emphasized the importance of international cooperation and support, particularly for developing countries, for achieving just transitions. Some highlighted existing practices of international cooperation of bilateral and multilateral institutions, suggesting these could be leveraged and scaled up. The necessity for just transitions to be based on the principle of common but differentiated responsibilities and respective capabilities in the light of different national circumstances, and take into account socioeconomic factors, including debt and inequality, was underscored by some.

88. On the thematic elements of international cooperation on achieving a just transition, some participants noted that both mitigation and adaptation are to be considered and they identified several focus areas, such as addressing job impacts and losses resulting from the transition away from fossil fuels, enhancing energy efficiency, increasing energy access and considering health benefits. Furthermore, some participants highlighted adaptation measures related to aquatic ecosystems and sustainable infrastructure as crucial elements to just transitions.

89. In the context of international cooperation, inclusive stakeholder engagement was highlighted by some participants as challenging yet essential for ensuring that the rights of communities, workers and Indigenous Peoples are respected. The availability of means of implementation was stressed as vital for the successful execution of climate plans and achievement of just transitions.

90. Some participants mentioned the need for environmental and rights-based criteria in just transition discussions, highlighting issues related to transitioning away from mineral mining and industrial wind farms, which can affect marginalized communities.

91. The importance of international cooperation for ensuring compliance with international conventions and creating synergies between various international frameworks was highlighted, with participants advocating for a focus on education and environmental considerations in pursuing just transitions. Some participants also pointed out that just transitions are unattainable without significant support from developed countries and emphasized the importance of regional cooperation. Other participants highlighted the importance of aligning national policies with keeping the 1.5 °C goal within reach.

92. Many participants expressed appreciation for the learning opportunities arising from international cooperation and highlighted the importance of inclusivity and partnership in just transition efforts. Some participants stressed the role of coherent legislation and effective enforcement structures in supporting the achievement of just transitions. Others emphasized the need for just transition financing that does not worsen the debt burden of developing countries.

93. Technology and capacity-building support were identified as key components of international cooperation on achieving just transitions, with many participants indicating that the provision of capacity-building support needs to extend to various levels of government

and across various sectors, as well as to include local stakeholders. Participants called for coherence and synergy between different processes under and outside the UNFCCC, with international actors such as the United Nations and MDBs playing a supportive role in these efforts.

(b) Opportunities (including actionable solutions) and barriers

94. Many participants emphasized that just transition strategies should span sectors such as energy, agriculture, tourism and manufacturing, with a focus on implementing sustainable practices and addressing the social implications of transitions. The importance of education and skills development was also noted by many participants, and the importance of engaging and empowering youth in addressing needs related to education and skills development was emphasized by some.

95. Many participants called for the scale-up and alignment of finance flows with the resources required to support just transitions. The importance of grant-based financing in avoiding imposing additional financial burdens on developing countries was particularly emphasized. Private sector finance was acknowledged by many participants as crucial to reaching net zero emissions. Innovative financial instruments, such as blended finance and concessional finance, were discussed as methods for de-risking investments and managing currency risks.

96. Participants stressed the need for existing international finance mechanisms to contribute significantly to just transition funding, as well as the potential for the private sector to do so. They emphasized the importance of enabling domestic environments and fiscal tools for supporting just transitions.

IV. Report on the second dialogue under the United Arab Emirates just transition work programme

A. Proceedings

97. The second dialogue under the United Arab Emirates just transition work programme took place in Sharm el-Sheikh, Egypt, from 2 to 3 October 2024, in hybrid format, with 70 in-person and 73 virtual participants, totalling 143 participants from Parties, United Nations and other intergovernmental organizations and NGOs.¹⁴ The dialogue was hosted by the Government of Egypt and its organization was supported by UNDP Egypt.

98. The topic of the dialogue was ensuring support for people-centric and equitable just transition pathways, with a focus on the whole-of-society approach and the workforce.

99. Over two days, participants discussed opportunities, best practices, actionable solutions, challenges and barriers relevant to the topic under the following specific areas:

(a) Approaches for empowering all actors and segments of society for a fair and inclusive workforce transition to meet Paris Agreement goals;

(b) Unpacking the full range of means of implementation (finance, technology and capacity-building) for a just transition of the workforce, exploring current approaches, opportunities and gaps;

(c) International cooperation and partnerships for people-centric and equitable just transitions.

100. The opening plenary was chaired by Harry Vreuls, Chair of the SBSTA, with opening remarks delivered by Nabeel Munir, Chair of the SBI, virtually. Welcoming remarks were made by Khaled Hashem, Counsellor for the Egyptian Ministry of Foreign Affairs; Iman Ustadi, Deputy Chief Negotiator representing the outgoing COP 28 Presidency; and a representative of the secretariat.

¹⁴ The agenda, webcast recordings and presentations are available at <https://unfccc.int/event/second-dialogue-under-the-united-arab-emirates-just-transition-work-programme-2024>.

101. The opening session was followed by a scene-setting presentation delivered by a representative of ILO. The presentation highlighted the importance of framing discussions on just transition with the recognition that climate ambition is also about people, not only numerical targets, and that strong social consensus is necessary to enable climate action by all. The importance to just transitions of addressing the quality of employment in green sectors, implementing labour-market policies and government support programmes and creating an enabling environment for business development was emphasized, as was the necessity for matching skills demand with supply and improving skills anticipation and lifelong learning. Skills development is key to successful just transition pathways, and social protection systems enhance resilience to climate shocks and facilitate just transition pathways. In this regard, the recognition in the United Arab Emirates Consensus¹⁵ of labour rights and social protection as part of climate action was noted as a key milestone. The presentation further underscored the importance of whole-of-government approaches to bringing about policy integration and coherence across policy areas and financing; whole-of-society approaches to developing inclusive, targeted solutions backed by broad support; and international cooperation, including on technology transfer, capacity development and finance, to supporting developing countries in their just transition policies, programmes and investments.

102. On the first day of the dialogue, following the scene-setting presentation, a World Café session was held to provide the opportunity for focused interactions within small groups of participants. Three World Café tables, two in person and one virtual, was set up for each of three subtopics. After 30 minutes of discussion, participants rotated to a table on a different subtopic, thus allowing all participants to participate in discussions on each of the three subtopics over the course of the three rounds comprising the World Café session.

103. The discussions at the World Café tables were guided by facilitators, who used the following guiding questions to provide a framework for the discussions:

(a) **Holistic and people-centric approaches:** How can a holistic approach that integrates social, economic and environmental dimensions be adopted to support people-centric just transitions?

(b) **Workforce considerations:** What strategies can be implemented to ensure that workforce transitions are equitable, create decent work and uphold labour rights in line with nationally defined development priorities?

(c) **Whole-of-society engagement:** How can inclusive and participatory approaches be integrated into just transition pathways to ensure that all segments of society, including vulnerable groups, are actively engaged and represented?

104. Following the World Café session, the facilitators reported back on the discussions to the plenary, where participants had the opportunity to reflect on those discussions and then engage in an open discussion.

105. Next, scene-setting presentations were made by facilitators on approaches for empowering all actors and segments of society for a fair and inclusive workforce transition to meet Paris Agreement goals. The presentations covered the following subtopics, and the following guiding questions were used to frame the discussions that followed the presentations:

(a) **Holistic approaches to inclusive workforce transition and the role of social protection:** What could be the role of social protection in the context of just transition pathways that leave no one behind?

(b) **Skills development (analysis and quantification):** How can the integration of upskilling, reskilling and adaptable education systems ensure the success of just transition pathways?

(c) **Inclusive, meaningful and effective participation for just transitions:** How can inclusive consultation practices enhance social dialogue and stakeholder engagement in the context of just transitions?

¹⁵ See <https://www.cop28.com/en/the-uae-consensus-negotiations-outcome>.

106. Participants in the dialogue were then divided into three breakout groups to discuss one of the subtopics listed in paragraph 105 above. After each round of discussions, the participants remained in the room while the facilitators rotated to a new room, thus allowing all groups to discuss each of the three subtopics over the remainder of the day.

107. The second day of the dialogue began with a plenary session in which the facilitators reported back on the breakout group discussions that took place on the first day. Following the reports, participants had the opportunity to share additional reflections on the breakout group discussions in the open setting.

108. Day two of the dialogue continued with scene-setting presentations, delivered by experts and facilitators, focusing on means of implementation (finance, technology and capacity-building) for a just transition of the workforce – unpacking the full range and exploring current approaches, opportunities and gaps. The presentations covered the following subtopics, and the following guiding questions were used as a framework for the discussions that followed the presentations:

(a) **Innovative and equitable financing mechanisms for just transition pathways:** How can financing mechanisms for just transitions of the workforce be designed to overcome investment barriers in developing countries and reach those in the most vulnerable situations?

(b) **Accelerating technology transfer for effective just transitions:** How can international cooperation and PPPs be designed and leveraged to accelerate and sustain technology transfer for just transitions of the workforce in developing countries while fostering inclusivity?

(c) **Enhancing capacity-building to support just transition strategies:** How can capacity-building be enhanced in order to contribute to the successful implementation of just transition strategies in developing countries? What metrics can be used to measure the effectiveness and inclusiveness of capacity-building programmes in preparing workers and communities for these transitions?

109. Participants were again divided into three breakout groups to discuss one of the subtopics listed in paragraph 108 above and, as on the first day, the rotation of facilitators allowed all participants to discuss each of the three subtopics.

110. Following the three rounds of breakout group discussions, the facilitators reported back to the plenary, after which participants had the opportunity to share additional reflections on those discussions in the open setting.

111. The final session of the dialogue consisted of a plenary discussion on strengthening **international cooperation for just transition**. After initial framing remarks provided by one of the co-facilitators of the session, participants engaged in an open discussion. The following guiding question provided the framework for the discussion: How can the impact of international cooperation on equitable and people-centric just transitions in developing countries be effectively quantified, and what metrics can be used to evaluate the success of best practices in supporting these transitions?

112. The dialogue concluded with a closing address delivered by Elchin Allahverdiyev, senior negotiator representing the incoming COP 29 Presidency, and closing remarks from Harry Vreuls, who emphasized the importance of the discussions that took place during the second dialogue on the road to Baku, and thanked the Government of Egypt, the secretariat, United Nations partners, all experts and facilitators, and participants for their contributions to the success of the dialogue.

B. Summary of discussions

113. This subchapter captures and summarizes views shared during the World Café session, breakout group discussions and open plenary discussions, as well as those submitted¹⁶ in advance on opportunities, best practices, actionable solutions, challenges and

¹⁶ Pursuant to para. 8 of decision [3/CMA.5](#).

barriers relevant to the topic of the dialogue.¹⁷ While it aims to reflect views on opportunities, best practices, actionable solutions, challenges and barriers expressed by participants during the dialogue, it may not represent an exhaustive summary of all interventions.

114. Some participants noted that, while the topic of the second dialogue centred around transition pathways with a focus on the whole-of-society approach and the workforce, the discussions that took place over the two days of the dialogue were broader in nature, transcending reflections on opportunities, best practices, actionable solutions, challenges and barriers in the context of the workforce, including in discussions around unpacking the full range of means of implementation that could support just transition pathways.

1. Holistic and people-centric approaches

115. The World Café discussions on this subtopic were facilitated by a representative of UNIDO (table 1, in person), a representative of FAO (table 2, in person) and a representative of the women and gender constituency (table 3, virtually).

(a) Key findings

116. Several participants noted that just transition considerations are not yet fully incorporated into many NDCs. Others emphasized the importance of a context-specific approach to just transitions, with pathways tailored to circumstances being critical to designing effective climate policies that deliver positive social outcomes.

117. Many participants underscored that there is no one-size-fits-all solution to designing climate policies that deliver positive social outcomes, and emphasized the need for indicators that enable the progress and success of just transitions to be measured, alongside calling for policymaking through an equity lens. Some participants highlighted intersectional and gender-based analyses as crucial tools for identifying the multilayered impacts of climate policies and ensuring that climate solutions do not inadvertently create additional inequities or exacerbate existing ones, stressing, in particular, the need to conduct impact analyses on communities and workers prior to designing solutions for just transitions.

118. Participants noted that a holistic approach to just transitions necessitates engagement of all stakeholders and with the government from the national to the municipal level. A significant portion of the discussions on this subtopic focused on possible approaches to bridging the gap between these levels to ensure that principles of fairness and solidarity are integrated into policy design, implementation and monitoring from the outset. Many participants emphasized that, while just transition initiatives and interventions exist at the national level, they must be localized at the district or municipal level to ensure inclusivity and comprehensiveness.

119. Participants also noted that both qualitative and quantitative data are vital for determining context-specific just transition pathways as well as for measuring progress along them, and some highlighted the need to enhance countries' data-collection capacities, advocating for the provision of frameworks and the sharing of best practices.

120. Some participants noted that, once collected, data must be integrated into the design of holistic indicators, and that these indicators should be developed via a bottom-up process that ensures the inclusion of disadvantaged groups and the informal sector in the design and implementation of policies and initiatives on technical cooperation. The Gender-based Analysis Plus initiative in Canada was presented as an example of how an intersectional gender-based analysis provides data on the multilayered impacts of climate policies and therefore provides the basis for integrating social, economic and environmental considerations into governmental decision-making processes.

121. The importance of multi-stakeholder engagement was noted by several participants, as was the need for the political empowerment of diverse stakeholders. An example from Switzerland was shared illustrating how youth parliamentarians were successfully supported

¹⁷ All submissions are available at <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx> (in the search field, type "just transition").

with the aim of fostering the greater political participation and engagement of youth in just transition related policy processes.

122. Some participants reflected on the broader global economic context, including the challenge presented by growth-based economic models that exceed planetary boundaries, highlighting the need to address unequal benefit from resources between developed and developing countries, particularly regarding the extraction of critical minerals and localization of profits arising from that extraction.

123. A multisectoral approach to just transition was considered vital by some participants, with agriculture, waste management, the circular economy and finance being noted as sectors of relevance. Some participants discussed learning from the experience of other international conventions, particularly those related to waste management, and highlighted the need for preventative action in the context of transboundary waste movement to developing countries.

(b) Opportunities (including actionable solutions) and barriers

124. Some participants noted that the absence of robust legal frameworks and the lack of political commitment from political leaders can be significant challenges hindering progress in developing just transition pathways.

125. Other participants mentioned that just transition pathways may require a whole-of-government and whole-of-society approach to articulate climate priorities and integrate them into national development strategies, climate plans, budgeting processes and policy frameworks, including macroeconomic and fiscal policies. They noted that adopting a whole-of-government and whole-of-society approach would allow for better integration of the social, economic and environmental dimensions of the transition to net zero and climate-resilient societies and could be considered an actionable solution.

126. Some participants noted that interministerial collaboration and representation of civil society are critical to effective just transition efforts and advocated for the development of supportive frameworks that could lead to effective social dialogue. Challenges related to engaging the informal sector in just transitions, particularly owing to limited skills of actors in the informal sector, were noted by some participants.

127. Several participants highlighted the challenge of managing expectations around just transitions, noting the difficulty in aligning the varied perspectives and needs of different groups of stakeholders in identifying just transition pathways, and cautioned about ‘consultation fatigue’, raising concerns about repetitive consultation processes that fail to lead to meaningful engagement. Institutionalizing social dialogue and consultation processes by establishing formal committees to facilitate ongoing and meaningful dialogue was proposed as an actionable solution that could address the issue of consultation fatigue and improve coordination.

128. Several participants raised language and communication, especially in marginalized communities, as barriers to stakeholder engagement. Participants emphasized that, to ensure their engagement and empowerment, marginalized communities need to clearly understand both the issues at hand and their role in potential solutions. Targeted capacity-building is necessary to ensure that all stakeholders, including marginalized groups, are empowered to contribute effectively to designing approaches to just transitions.

129. Several examples of good practices relating to the development of equitable just transition approaches were shared. An example of wide-ranging consultation was provided by a representative of Colombia, who shared information on the country’s efforts to ensure that dialogues being held as part of its peace process initiative bring together communities and allow them to convey and prioritize their needs. Defining clear roles for consultations, both among different line ministries and with other stakeholders, including affected communities, and allocating a budget for this process were highlighted as important for developing effective holistic approaches to just transition. The European Green Deal was mentioned as a model for holistic just transition pathways that integrate both climate targets and considerations related to biodiversity, health systems and transport, while also stimulating decent employment. Participants also cited the upcoming initiative of ILO to convene Indigenous Peoples’ leaders from around the world to discuss just transition

pathways as a significant opportunity for actively engaging Indigenous Peoples in just transition processes.

130. The tripartite structure was emphasized by some participants as an effective mechanism for integrating the rights of marginalized communities, including youth, women and Indigenous Peoples, into decision-making processes related to climate action. Examples such as tripartite social dialogue agreements in Spain, where two tripartite agreements are the basis of the coal phase-out just transition approach in the country, were given.

131. Some participants highlighted the importance of conducting thorough assessments to better understand the unanticipated distributional impacts of transitions across sectors and segments of society. Several participants highlighted the major challenge that measuring distributional impacts and incorporating them into planning and strategy development processes often poses to developing countries owing to a lack of capacity.

132. Scaling up financing for developing countries was emphasized as being critical to achieving just transitions by some participants, who highlighted the international financial architecture and growing debt burdens as hindrances to climate action in developing countries.

133. Some participants highlighted that just transition pathways might require a shift away from growth-based economic models that exceed planetary boundaries. Others identified the redirection of finance flows away from fossil fuel intensive activities and militarization towards investments with positive social and environmental outcomes as a necessary next step in this direction.

2. Workforce considerations

134. The World Café discussions on this subtopic were facilitated by a representative of the constituency of business and industry NGOs (table 4, in person), a representative of the constituency of environmental NGOs (table 5, in person) and a representative of the constituency of trade union NGOs (table 6, virtually).

(a) Key findings

135. Participants agreed that no one-size-fits-all approach exists for workforce transition given that national and regional development priorities vary significantly. Participants noted that it is essential to consider local and national contexts when formulating workforce development and transition strategies. Some expressed the view that just transition pathways may require both the scaling up of international support and the scaling down of scope in order to develop strategies tailored to the local context.

136. Several participants highlighted that workforce transition will require robust, context-specific transition plans, indicating that these plans should be grounded in national circumstances and that there is a need to think beyond workforce development, placing a concurrent focus on building community resilience and supporting adaptation to broader socioeconomic conditions. The example was raised of Italy's territorial just transition plan under the Just Transition Mechanism of the EU, which encourages economic diversification and job creation in green sectors, including renewable energy.

137. Some participants noted that rural-urban migration plays a significant role in workforce transition and that successful transitions may therefore require ensuring that migrating workers' skills are both utilized and further developed, while also ensuring that urban areas are equipped with adequate job creation mechanisms to absorb the influx of workers.

138. Engagement of governments with workers and businesses was seen by many participants as being fundamental to achieving a just transition of the workforce. Participants underscored the importance of inclusive engagement, particularly with workers in high-emitting industries, to ensure they understand both the challenges of the transition and the role they will play in it. The importance of not demonizing these workers but rather considering their concerns in the design of just transition pathways and ensuring they benefit from the transition, was highlighted by some.

139. Several participants emphasized that just and equitable green transitions of the workforce require workers to have specific skills, and in this regard some noted that the provision of support aimed at creating quality employment should focus on helping workers, job seekers, people not in employment, education or training, and the self-employed most affected by the green transition.

140. Several participants noted that corporate accountability mechanisms and regulations can ensure transparency and fairness across supply chains. Social protection schemes and civil society engagement, particularly the informal sector, were seen by some participants as essential to safeguarding workers' rights.

141. Some participants highlighted the importance of targeting measures that help workers to adapt to changes in the labour market to older people, persons with disabilities, women and youth. Other participants highlighted the concept of gender justice, particularly in the context of the care economy – which is largely composed of women and youth – as a potentially critical aspect of the workforce transition.

142. The important role that fair taxation and international cooperation could play in advancing the development of just transition pathways was raised by some participants. Others highlighted that integrating labour rights and human rights safeguards into global supply chains could be helpful in ensuring a just transition of the workforce, referring in this regard to the EU directive on corporate sustainability due diligence.

(b) Opportunities (including actionable solutions) and barriers

143. Several participants indicated the difficulties in developing feasible just transition plans in the context of polycrisis situations, with some highlighting that high national debt burdens and unequal capital costs can be significant hindering factors for developing countries.

144. Limited access to technology and finance was mentioned by some participants as a significant barrier to workforce transition. Financial constraints were highlighted in the context of under-resourced regions, disadvantaged populations and micro, small and medium-sized enterprises. Disparities in access to technology were emphasized as hindering the scale-up of green energy solutions and other technologies essential to workforce transition.

145. It was noted by some participants that disadvantaged populations and regions struggle to implement the changes necessary to facilitate just and equitable workforce transitions owing to unequal access to resources. Several participants highlighted international cooperation as essential to scaling up access to technology – particularly green and renewable energy – and reducing its costs for under-resourced regions.

146. Some participants mentioned the importance of establishing clear regulatory frameworks and incentive policy structures to support entrepreneurship and private sector engagement in workforce transition, given that workforce transition may require investment in new technologies and industries that align with national development priorities.

147. Limited coordination across government departments and the misalignment of the objectives of those departments were identified as barriers to developing coherent workforce transition strategies. Participants referred to successful models being applied to address these barriers, such as the Just Transition Councils established by Norway and the United Kingdom of Great Britain and Northern Ireland (in Scotland), noting that workforce transition requires government transition policies to be aligned both with the Sustainable Development Goals and across sectors.

148. Some participants highlighted inadequate engagement of governments and businesses with workers, particularly workers in high-emitting sectors and the informal sector, as a challenge to transition, noting that many informal workers lack formal mechanisms for such engagement. Several participants noted the importance of developing gender-sensitive approaches to workforce transition, particularly for the care economy, to ensure equitable outcomes.

149. Several opportunities for advancing equitable workforce transitions were identified, including the formalization of informal workers through robust social protection systems and the integration of care economy workers, particularly unpaid workers, into just transition strategies. Many participants stressed the importance of recognizing these workers' roles in societal resilience.

150. The following actionable solutions were suggested by participants: policy packages containing measures tailored to support hiring and transition incentives; support for entrepreneurship, in particular for youth, women, persons with disabilities, and micro, small and medium-sized enterprises; and measures aimed at creating quality jobs in the regions most affected by workforce shifts.

151. Several participants identified, as barriers to workforce transition, lack of portability of education and training certificates, lack of employer commitment to on-the-job training and lack of good-quality jobs.

152. Examples of successful strategies for workforce transition were shared, including those highlighting the role of tripartite labour councils in facilitating collaboration among governments, employers and workers. Participants mentioned sectoral skills centres, online training platforms, and skills certification and recognition as useful mechanisms to support workforce transition.

153. Several participants emphasized the need for stronger political commitment, clearer road maps and better coordination between national policies and international initiatives on labour rights and just transitions.

3. Whole-of-society engagement

154. The World Café discussions on this subtopic were facilitated by a representative of local government and municipal authorities (table 7, in person), a representative of the constituency of research and independent NGOs (table 8, in person) and a representative of the United Nations Children's Fund (table 9, virtually).

(a) Key findings

155. Many participants noted that, while there is no one-size-fits-all approach to just transitions, effective climate action depends on a whole-of-society approach being taken, necessitating inclusive consultation with diverse actors from local communities and other parts of civil society, the private sector and the government. Some participants noted the importance of finding the right communication mechanism, one that respects Indigenous Peoples' knowledge and incorporates traditional ways of communicating, in order to encourage meaningful cooperation and consultation.

156. Transparent and participatory processes were viewed as being critical to ensuring broad stakeholder buy-in when shaping national climate strategies. Some participants highlighted mainstreaming just transition principles across all sectors and aligning existing sustainable development and climate action policies as crucial steps in fostering an inclusive approach to just transitions.

157. Many participants noted the importance of awareness-raising and education to building public understanding of climate issues, which was highlighted as being essential to just transitions. The focus was viewed as being on embedding teaching on climate issues into various levels of education – from school curricula to specialized training programmes for young professionals and community leaders.

158. Some participants shared their experience in transitioning from fossil fuels to renewable energy sources, including green hydrogen and biomass, while reflecting on the need for addressing the technological and financial challenges that come with these shifts.

159. Many participants noted that different communities and sectors have unique needs in the transition to net zero emissions and climate-resilient societies, requiring climate strategies that are locally adaptable and mindful of various socioeconomic conditions and cultural contexts.

160. Specific vulnerabilities in the context of just transition were highlighted and participants shared examples of how regions, particularly those vulnerable to sea level rise and other negative climate change impacts, are working towards ensuring just transitions, including by addressing the needs of informal workers, marginalized groups and populations with limited access to education and technology.

161. Multiple sectors, including waste management and agriculture, were viewed as being integral to a comprehensive just transition framework by some participants, who underscored that all stakeholders, including those from the private sector, must be held accountable in upholding human rights within their operations and contributing to the implementation of just transition strategies, and that clear metrics are needed to enable accountability to be achieved.

(b) Opportunities (including actionable solutions) and barriers

162. Meaningful stakeholder engagement that transcends tokenism was emphasized as being needed to build trust among community members. Several participants indicated that a lack of communication infrastructure, particularly in remote areas, and language barriers, including differences between the official language and local dialects, impede meaningful public engagement in climate initiatives.

163. Participants highlighted the importance of stakeholder understanding of the resources available to them. They noted that promoting localized, inclusive engagement, such as by investing in environmental education programmes for schools and communities, could raise awareness of climate change and foster engagement in climate action, and could further facilitate consultations that prioritize vulnerable groups, including women, youth and informal workers.

164. Many participants underscored the need for marginalized and vulnerable groups, such as children and youth, women, persons with disabilities and Indigenous Peoples, to be represented in stakeholder engagement processes and shared various approaches to ensure their inclusion and enhance their representation, including establishing forums for discussing just transition issues; organizing dialogues on specific issues relevant to particular groups and attended by those groups only to acknowledge the diversity of interests, perspectives and beliefs within them; and making use of existing platforms, such as youth parliaments.

165. Some participants noted the challenges faced in integrating the informal sector into climate action plans, including in contexts where a significant portion of the population involved in the informal sector lacks access to education or technical skills development.

166. Several participants suggested that improving communication strategies by breaking down language barriers, including by translating technical language and terminology on climate into local languages, can be an actionable solution, especially when combined with innovative outreach methods to engage communities in remote or informal settings. Other communication strategies proposed by participants include conducting direct outreach to communities, employing facilitators familiar to the local context and using virtual engagement tools to enhance outreach efforts.

167. It was noted by several participants that significant challenges to stakeholder engagement persist for marginalized groups who may lack access to technology or reside in remote areas. Those participants indicated that it is imperative to address these barriers when designing equitable stakeholder engagement processes to ensure equitable access to technology and information.

168. Coordination gaps were also highlighted as a challenge to stakeholder engagement in just transitions, with several participants indicating that ongoing difficulties exist in coordination between ministries, local authorities and private sector actors, which can slow the implementation of national climate plans and delay energy transitions. Participants identified interministerial collaboration and cross-sectoral coordination as a means of ensuring that climate and energy transitions are well integrated at the national and local level.

169. Several participants highlighted that local and municipal authorities are critical to the execution of plans developed at higher levels of government, and in this regard strengthening

their capacities and ensuring their integration into governance systems, including policy- and decision-making, is vital for promoting policy coherence and avoiding siloed thinking.

170. Some participants noted that integrating local government entities into the broader governance framework for just transitions in a more effective manner is an opportunity to improve the implementation of just transition initiatives, noting that the establishment of national committees and cross-cutting agencies can facilitate effective oversight and ensure that the principles of inclusivity are upheld at all levels. An additional best practice for ensuring stronger representation of local government in developing just transition pathways shared by participants was establishing national committees, advisory boards and cross-cutting agencies tasked with monitoring inclusive engagement and ensuring alignment across levels of government.

171. Some participants highlighted the opportunity presented by public awareness-raising campaigns that not only improve the public's knowledge of climate change but also emphasize the opportunities for employment and economic growth that come with a green transition.

172. Several participants indicated that technological limitations and insufficient financial resources continue to hinder progress in developing just transition pathways, and that upgrading infrastructure and sourcing funding for just transition remains a critical challenge in developing countries.

173. Many participants identified green skills development and technological innovation as an opportunity for stronger stakeholder engagement, noting their support for promoting skill-building initiatives, particularly around green technologies and renewable energy, while also exploring financing mechanisms and partnerships to fund technological upgrades and the transition to sustainable energy.

4. Holistic approaches to inclusive workforce transition and the role of social protection

174. The breakout group discussions on this subtopic were co-facilitated by a representative of ILO and a representative of FAO.

(a) Key findings

175. The discussions reflected the participants' strong understanding of the complexities surrounding social protection in the context of climate change, with the need for inclusive, well-funded and context-specific solutions to ensure that no one is left behind in just transitions being echoed by many. Some participants emphasized that adequate social, health and care services are key to preventing unemployment and social exclusion, addressing health risks and providing income security during job-to-job transition.

176. Many participants noted that just transition pathways may require social protection systems that include the informal sector, especially in developing countries, mentioning that informal workers often lack coverage by existing social protection systems, which leaves them vulnerable to climate change impacts.

177. Some participants indicated that preparing youth for future jobs and addressing the challenges faced by informal workers is crucial to ensuring that all segments of society can benefit from the transition to a greener economy.

178. Several participants emphasized that pathways that leave no one behind require social protection systems to be tailored to local contexts and specific vulnerabilities, especially in countries that are particularly vulnerable to the effects of climate change, such as the LDCs.

179. That social protection can also serve as an adaptation tool by supporting communities in building resilience against climate change impacts was highlighted by some participants, who underscored that effective adaptation strategies should be integral to just transition pathways.

180. Several participants noted that, without the adequate provision of key elements such as financial and other resources, implementing effective social protection and just transition measures could be severely hampered and the long-term sustainability of such measures compromised.

(b) Opportunities (including actionable solutions) and barriers

181. Several participants noted that severe budgetary limitations hinder the ability to implement social protection measures effectively, and several participants from the LDCs shared relevant experience in this context. Other participants indicated that, in many developing countries, competing priorities and needs can divert attention and resources away from social protection initiatives.

182. Some participants indicated that the prevalence of informal labour in certain contexts may make it difficult to extend social protection systems, as many workers are not included in existing frameworks, while others noted that current social protection programmes often suffer from fragmentation, leading to gaps in coverage and duplication of efforts.

183. Developing targeted social protection programmes that specifically include informal workers and vulnerable groups was proposed as a potential actionable solution for ensuring access to safety nets and resources by some participants.

184. The establishment of new financing mechanisms supporting social protection initiatives in developing countries could be important to just transition pathways that leave no one behind, particularly in the LDCs, as indicated by some participants. The creation of dedicated climate change and sustainability funds, to which companies contribute a percentage of profits to support adaptation efforts, was suggested as an actionable solution.

185. Capacity-building and training were highlighted by several participants as opportunities to reskill workers, with some underlining that investment in vocational training programmes could support workers in moving into sustainable sectors. In this regard, the example of regional vocational training initiatives focused on greening existing professions in France was shared.

186. Some participants suggested that the high costs associated with energy efficiency measures could be prohibitive for low-income households and thus posed a barrier to energy transitions, underscoring the important role that governments could play in ensuring that underprivileged communities are not left behind and excluded from benefits. The provision of targeted support for mitigating the worst social and economic impacts was suggested as an actionable solution, with the examples of housing allowances in Latvia and housing benefits in Germany being provided in this context.

187. Several participants emphasized cross-sectoral collaboration as an opportunity for empowering vulnerable groups to participate in determining just transition pathways through the development of inclusive policies, and others highlighted the need for alignment across various levels of government, given that political will to prioritize social protection within broader climate strategies is often lacking at all levels.

5. Skills development (analysis and quantification)

188. The breakout group discussions on this subtopic were co-facilitated by a representative of ILO and a representative of the secretariat.

(a) Key findings

189. The importance of a just transition approach tailored to each country's specific needs and the relevance of the principle of common but differentiated responsibilities and respective capabilities, in the light of different national circumstances, in the context of just transitions was noted by some participants. Some participants emphasized both the importance of research and analysis, credible data and evidence-based measures to aligning skills-related policies with labour market needs and the necessity of effective data collection and robust data systems to skills development, including reskilling and upskilling.

190. Adaptive education systems and accessible, quality and inclusive education, including technical and vocational education and training, skills development, reskilling and upskilling, and lifelong learning for all, were emphasized by many participants as essential to supporting both current workers and new entrants to the labour market and, ultimately, ensuring that the workforce has the skills required to deliver on the green transition.

191. Many participants highlighted the importance of equipping youth with climate knowledge and relevant skills alongside reskilling and upskilling older workers. Some highlighted the need for education systems to be tailored not only to existing labour demands but also to emerging and anticipated needs.

192. Several examples were shared of how partnerships between central or federal governments and local authorities can support skills development. These include collaborative work on aligning skills with future workforce needs, upskilling initiatives targeted to sectors facing labour shortages and workers in disrupted industries, collaboration with labour unions to leverage worker expertise for skills development, and programmes focused on bridging education and labour market needs. Specific examples were a sustainable jobs fund and a union training and innovation programme in Canada, and a regional job programme providing support for workers transitioning from fossil fuel sectors in Australia.

193. Several participants noted that private sector involvement may be vital to shaping just transition policies, in collaboration with governments and workers, and that businesses are critical actors in innovation investment as well as being a significant source of employment.

194. The view was shared that the private sector may be central to addressing the employment impacts of transition by reskilling and upskilling workers, retaining employees, and ensuring social protection. Some participants stressed that encouraging businesses to focus on building an understanding of adaptation as part of their approach to workforce transition may be critical to advancing the development of just transition pathways.

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

196. It was emphasized by several participants that just transition pathways may require gender-sensitive policymaking to address gender disparities in training and employment in the green economy and to promote the involvement of women in engineering and leadership roles in the clean energy sector.

197. Some participants noted that just transition pathways may require time-bound transition plans and indicated that such transition plans should involve tripartite agreements between workers and trade unions, civil society and other stakeholders, and government in order to ensure an inclusive transition.

198. Some participants raised concerns about setting end dates for sector-specific transitions and for completing the shift to renewable energy, sharing their view of the importance of developing technologies such as CCS for mitigating emissions.

199. The emerging role of the LDCs as oil and gas producers was noted by some participants, who indicated that it may be important to learn from the experience of current producers to ensure worker safety and environmental protection. Some participants noted that just transitions may require the use of fossil fuel resources to address challenges such as electricity shortages, and noted the need for this use to be balanced against the pursuit of clean, sustainable pathways to development.

200. Several participants, noting the linkages between green and digital skills and the role of digital tools in facilitating the green transition, highlighted the need for integrating digital literacy into upskilling programmes.

201. The view that education systems should build trust and engage communities in the just transition process was expressed by some participants, who stressed the need for engagement strategies for both children and adults and suggested the use of advocates such as public figures who are trusted within society.

202. It was emphasized by some participants that, while upskilling and reskilling are essential components of just transition pathways, other components, such as policies related to job creation and social protection, are equally necessary.

(b) Opportunities (including actionable solutions) and barriers

203. Some participants noted that the growth of new technologies and sustainable supply chains, which will demand skilled workers, presents an opportunity for companies to expand their training programmes and strengthen their partnerships with governments and educational institutions. In this context, strengthening these partnerships in the context of just transition pathways was proposed as an actionable solution that could allow businesses to mitigate future labour shortages by anticipating changes and retraining employees.

204. Several participants noted as a barrier to just transitions the potential temporal and geographical misalignment in demand for and supply of workers' skills. For example, the labour demands of renewable energy projects peak during construction and diminish once the infrastructure becomes operational. In this regard, enabling policy frameworks were emphasized as an actionable solution to creating new jobs that could match the skills being developed.

205. Some participants indicated the opportunity for fair transition aspects to be integrated into the development and implementation of national skills strategies in order to achieve just transitions.

206. While some participants outlined the opportunities posed by utilizing skills acquired in the oil and gas sector for roles in the renewable energy sector, others pointed to significant challenges in transferring those skills, given that many differ significantly between the two sectors.

207. Several participants pointed to barriers in skills development for small and medium-sized enterprises, which often lack the resources to compete for highly skilled workers, and suggested, as an actionable solution, the provision of dedicated support for building the capacity of those enterprises and enhancing their workforce development efforts.

208. Various other challenges related to transitioning the workforce were raised in the discussions, including the significant effort needed to bring those outside the formal education system back into learning; brain drain and the difficulties sometimes associated with retaining skilled workers in their home countries; and the lack of protection of migrant workers in destination countries and the need for their inclusion in labour rights discussions.

209. Fostering partnerships between the private sector and educational institutions and capitalizing on the expertise of the private sector to foster the alignment of education programmes with market demands was mentioned by some participants as an opportunity to reduce unemployment and job displacement risks.

210. Many participants emphasized that meeting the basic needs of workers is a crucial prerequisite for effective skills development, reskilling and upskilling. Others underscored the need for financial, technology transfer and capacity-building support to enable developing countries to advance along their just transition pathways.

211. Several participants supported engaging in international cooperation, both financial and non-financial, to address the common challenge of skills development. Some stated that such cooperation between developed and developing countries is essential to achieving a successful transition.

212. Participants noted the value of international networks, skill observatories, councils and other initiatives, such as the Global Deal multi-stakeholder partnership,¹⁸ to skills development and the sharing of best practices in that regard.

6. Inclusive, meaningful and effective participation for just transitions

213. The breakout group discussions on this subtopic were facilitated by a representative of the International Organization for Migration.

¹⁸ See <https://www.theglobaldeal.com>.

(a) Key findings

214. The discussions revealed the importance of whole-of-society participation and social dialogue, in which all actors are empowered to participate meaningfully in decision-making processes in all sectors, to just transitions.

215. Many participants emphasized the need to foster social dialogue and inclusive stakeholder engagement in a transparent manner and in line with the goals of the Paris Agreement, including by valuing Indigenous knowledge, local insights and communitarian practices. The several examples shared include the French Citizens' Convention for Climate and the Irish National Dialogue on Climate Action.

216. Several participants emphasized the social responsibility of the private sector, noting that partnerships between the government and the private sector can create an enabling environment for climate action and lift people out of poverty.

217. Some participants indicated that tripartite agreements and other mechanisms of engagement between ministries, trade unions (as advocates for workers) and civil society organizations (as representatives of marginalized and vulnerable groups) are essential tools for involving decision makers in regional and local dialogues and earning the support of the wider population for just transitions.

218. The view that active community involvement in determining just transition pathways could decrease community resistance to measures that would otherwise be perceived as determined by outside actors and empower vulnerable groups that often do not feel represented by governmental leaders was expressed by several participants.

219. Many participants suggested that just transition pathways may require consultation plans for local communities, with an emphasis on the engagement of youth and Indigenous Peoples, to be included in NAPs, updated NDCs and national climate strategies, and mentioned the Dialogues on Action for Climate Empowerment¹⁹ and a report published in 2024 by the KCI²⁰ as useful guidance in this regard.

220. It was noted by many participants that local capacity to actively engage in just transitions can be enhanced by strengthening human resources of governments, including local governments, educational institutions, access to financial support, technology transfer, and international cooperation and support in alignment with the Paris Agreement.

221. Many participants stressed the importance of increasing bottom-up efforts, that is starting at the grass-roots level, and conferring institutional agency on observer organizations, local communities, and vulnerable and marginalized groups, including youth, Indigenous Peoples, women, persons with disabilities and migrants.

222. Several participants, noting that top-down approaches to making supply chains sustainable and developing just transition strategies are the common approach, highlighted the importance of complementing these approaches with bottom-up approaches that have the potential to ensure that identified solutions are appropriate and applicable to the local context, including by scaling up community-based initiatives.

(b) Opportunities (including actionable solutions) and barriers

223. Many participants felt that implementing effective communication strategies in the context of just transition pathways and identifying which stakeholders are relevant to reach is key to achieving just transitions. While the consensus was that there is no one-size-fits-all approach to communicating with stakeholders owing to differences among them, the synergistic relationship between increased public participation and consultation and enhanced and more inclusive climate action was recognized.

224. Multi-stakeholder approaches, by which governments consult with the private sector, academia and civil society, were mentioned as opportunities in terms of understanding local

¹⁹ See <https://unfccc.int/ace-dialogues>.

²⁰ KCI. 2024. *Impacts of the implementation of response measures on intergenerational equity, gender, local communities, Indigenous Peoples, youth and people in other vulnerable situations*. Bonn: UNFCCC. Available at <https://unfccc.int/documents/638245>.

and national capacities, realities and gaps and developing strategies that are adapted to and effective in the specific context.

225. Some participants underlined the existence of expert and interministerial advisory groups that enable cross-sectoral thinking and highlighted the need for just transition task forces that can engage with stakeholders at various levels.

226. The lack of social protection for workers in the informal sector, who are not represented by or in labour unions, was highlighted as a barrier to their participation in just transitions by several participants, who also underscored that just transition pathways may require the formalization of that sector. Such formalization is under way in, for example, Burkina Faso, with the support of the country's Chamber of Commerce and Industry.

227. Some participants emphasized whole-of-government labour strategies as an opportunity for national Governments to build coalitions with other governments and engage with workers' organizations and trade unions in protecting workers' and labour rights and their advocates.

228. Several participants were of the view that whole-of-society participation is often obstructed by language barriers that prevent local communities from accessing and understanding complex political developments and making their voices heard internationally.

229. Some participants highlighted the need for capacity-building initiatives to include the public to strengthen their meaningful engagement in democratic decision-making processes. Others mentioned that governments have a democratic responsibility to consult with the people in forums such as citizens' assemblies and communicate their approaches to the public, which should also help to decrease the risk of frustration and polarization.

230. Several participants cautioned against overwhelming the public with increasing numbers of complicated consultations and dialogues, which can also become a financial challenge.

231. Procedural justice, collective bargaining, freedom of association and deep system changes were mentioned by some participants as actionable solutions by which a platform could be provided to women and children, whose voices have been historically marginalized owing to gender stereotypes and discriminatory cultural beliefs.

232. Some participants suggested establishing a joint Party–observer body to facilitate sharing of lessons learned, experience and realities from the ground so that these are brought to discussions at the intergovernmental level and to just transition dialogues.

7. Innovative and equitable financing mechanisms for just transition pathways

233. The breakout group discussions on this subtopic were co-facilitated by a representative of UNCTAD and a representative of the Asian Development Bank.

(a) Key findings

234. The discussion reflected the feeling of many participants that a systemic, multisectoral and inclusive approach to financing just transitions of the workforce is essential, with some participants mentioning that it was also essential to harmonize access to existing funds, ensure equitable distribution of resources and enhance local capacity to implement sustainable solutions through community-led initiatives. Many participants were of the view that strengthened international cooperation and innovative financial mechanisms can help overcome barriers and support just transitions for all.

235. Several participants noted the importance of aligning financing with the particular transition pathway of each country, including in considering the financial instruments needed, and some participants stated that determining the appropriate instruments should depend on the macroeconomic circumstances and fiscal space of a country, noting that these differ depending on the circumstances.

236. The necessity of locally led financing mechanisms and the involvement of communities in the decision-making processes on resource allocation was highlighted by some participants, while others emphasized the need for finance to be aligned with the needs

and priorities of the recipient country, noting that current approaches in the financial sector do not account for different national circumstances.

237. Some participants shared the view that the potential of the private sector to deliver significantly on investments needed to achieve net zero emissions in emerging markets and developing economies is backed by data, and that central and commercial banks, investors, insurers and asset owners have mechanisms at their disposal to allocate capital for just transitions and influence the transition process in the real economy.

(b) Opportunities (including actionable solutions) and barriers

238. Some participants proposed fiscal tools as an actionable solution to tackling the activities with the highest emissions while providing midterm revenues that could be used to financially support the most vulnerable groups in society and to invest in activities and sectors that might accompany the workforce transition and that might be less financially appealing.

239. International cooperation on financing mechanisms, such as under the United Nations Global Accelerator on Jobs and Social Protection for Just Transitions,²¹ was highlighted by some participants as essential for supporting countries with limited fiscal capacity.

240. Some participants noted that just transitions may require the close cooperation of governments with climate funds to improve access to these funds, including by providing direct support and financing for community-led projects, and in this regard portfolios of smaller, inclusive projects was suggested as an actionable solution. The Social Climate Fund, established by the EU to offer dedicated funding so that vulnerable groups, such as households in energy or transport poverty, are directly supported, and not left behind, during the green transition was shared as an example of a fund that allows part of the resources to be spent on temporary direct income support.

241. Many participants emphasized that significant challenges exist in accessing climate finance and available funds that could be used to finance just transitions of the workforce, citing the inequitable distribution of funds, bureaucratic inefficiencies and limited guidance on existing funding mechanisms. Several participants expressed support for the idea of establishing task forces to improve access to existing funds as an actionable solution.

242. Some participants indicated that fragmented funding mechanisms limit the effectiveness of finance for just transitions and that a more integrated approach is essential, suggesting the harmonization of financing mechanisms to avoid inefficiencies.

243. Several participants identified accessing finance, including for community-led projects, as a barrier to just transitions and emphasized the need for innovative solutions. Some participants mentioned the potential role of stronger policy frameworks in redirecting finance flows towards climate action and just transition of the workforce. Several participants highlighted limited access to technology and limited capacity of local communities to manage funding as barriers to reskilling initiatives.

244. Some participants stressed the importance of engaging with stakeholders at the national level, including finance departments, early in the process of engaging with climate funds to ensure that resources, once received, are allocated effectively.

245. Several participants highlighted that developing countries frequently receive funds to support climate adaptation and resilience in the form of loans, which increase debt burdens, rather than as grants, noting that that this predominant financing structure limits countries' capacities to effectively address climate change challenges and adapt to its impacts.

246. Some participants highlighted investment barriers in developing countries as a hindrance to just transition pathways, emphasizing that removing those barriers may require scaled-up support from developed countries as the level of support mobilized for developing countries does not match the support needed by them. Those participants also emphasized the lack of a definition of and unclear, non-transparent accounting methods for climate finance, generating mistrust among Parties and causing confusion about the existing level of support, as a related challenge.

²¹ See <https://www.unglobalaccelerator.org/about>.

247. Some participants, recognizing the role of international climate finance in just transitions, noted as a barrier to just transitions the finding of the Synthesis Report of the Sixth Assessment Report of the IPCC²² that public and private finance flows for fossil fuels are greater than those for climate adaptation and mitigation. Those participants recommended moving away from investment in fossil fuel related assets and redirecting finance flows to investments in just transitions to net zero and climate-resilient societies.

248. The negative impacts of the high cost of capital and perceived risks of investment in developing countries were highlighted by some participants as challenges, who considered that these act as both push and pull factors for capital investment, complicating the investment landscape in developing countries.

249. The critical role of subnational governments in driving local just transition initiatives was recognized during the discussion, with participants emphasizing that just transitions of the workforce may require broad stakeholder involvement in financing discussions and that these stakeholders are also crucial for implementing just transition initiatives.

250. Both international and national taxation regimes were mentioned in the context of financing just transition pathways, with some participants highlighting the importance of global solidarity and suggesting the use of international taxation mechanisms as an opportunity to redistribute resources, and other participants noting that leveraging national taxation systems to promote low-emission technologies could create a framework for financing just transitions.

251. Participants mentioned a number of existing mechanisms and initiatives that are already contributing to the financing of just transition pathways domestically and at the international level, including multilateral (i.e. MDBs), bilateral (e.g. the Green Partnership Agreements of the EU) and other types of cooperation (e.g. Just Energy Transition Partnerships, the NDC Partnership co-chaired by Rwanda and Denmark, the Coalition of Finance Ministers for Climate Action, and a Joint MDB Long-Term Strategy Program hosted by the World Bank to support countries and subnational entities in formulating LT-LEDS and other long-term climate strategies).

8. Accelerating technology transfer for effective just transitions

252. An expert presentation was made by a member of the Technology Executive Committee. The breakout group discussions on this subtopic were facilitated by a representative of UNIDO.

(a) Key findings

253. Many participants expressed the view that technology transfer should be supported by a thorough understanding of domestic needs and circumstances to identify the right technologies and barriers to their successful implementation. Several participants emphasized the importance of multilateral just transition partnerships and close engagement with stakeholders to establishing just transition pathways.

254. Some participants mentioned the joint annual report of the Technology Executive Committee and the CTCN for 2023,²³ and highlighted that the uptake of technology can be stimulated through approaches that are gender-responsive, inclusive, participatory and equitable.

255. During the discussion, many participants highlighted the importance of involving the private sector in facilitating just transitions of the workforce and the need for private sector support for knowledge-sharing and technology transfer, with some mentioning the urgency related to limiting global warming as an additional incentive for partnering with the private sector to meet the Paris Agreement goals.

²² IPCC. 2023. *Climate Change 2023: Synthesis Report. Contribution of Working Groups I, II and III to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change*. Core Writing Team, H Lee, and J Romero (eds.). Geneva: IPCC. Available at <https://www.ipcc.ch/report/ar6/syr/>.

²³ [FCCC/SB/2023/3](https://www.fccc.org/sb/2023/3).

256. National-level institutions and organizations representing the private sector, such as chambers of commerce, were mentioned as critical facilitators of collaboration between the public and private sectors on technology transfer.

257. Several participants emphasized the need for strengthening existing PPPs in the context of just transition pathways. Examples of collaboration in the energy and transportation sector, where private entities were involved in renewable energy investments, were shared, as were examples of consultative bodies that engaged the private sector in dialogue and enabled a whole-of-society approach. Such dialogues, as well as providing discussion spaces for the private sector, demonstrate the willingness of the sector to collaborate with the public sector.

258. Some participants expressed concerns about privatization as a model for achieving just transitions and the broader implications of PPPs, highlighting the role of regulation from a citizen's perspective and the need to involve the public sector in developing regulations.

259. Some participants noted that just transition pathways may require the flow of means of implementation from developed to developing countries, referring to the Paris Agreement.

260. The importance of climate technologies to a just transition was emphasized by several participants, who stressed the need to support developing countries in developing and disseminating climate technologies.

261. Some participants expressed the view that much of the focus on green technology is directed towards large-scale energy solutions, while technologies that are accessible to poor or small communities are often overlooked; the example of smallholder farmers was given in the context of technologies for agriculture. It was emphasized that a broad understanding of the technology needs of marginalized populations in developing countries, and the specific contexts in which these technologies are required, is essential for just transitions.

262. Several participants highlighted technology cooperation and transfer in the context of critical energy transition minerals. Some considered the report of the United Nations Secretary-General's Panel on Critical Energy Transition Minerals²⁴ and the seven guiding principles outlined therein as highly relevant to ensuring that energy transitions are resourced in a way that is in line with just transition pathways.

(b) Opportunities (including actionable solutions) and barriers

263. Some participants suggested that philanthropic PPPs could be seen as an actionable solution that could help implement technology-related just transition initiatives, noting that they could complement other PPPs given that they have a different type of investing and a lower risk aversion.

264. Some participants shared their view that international cooperation and PPPs should support all technologies relevant to just transitions, including CCS and carbon abatement and removal technologies. Those participants noted that current global deployment rates of CCS are below the deployment rates provided for in the modelled pathways that limit warming to 1.5 °C. They also suggested that creating enabling conditions through policy instruments and technological innovations constitutes an opportunity to increase deployment of CCS and contribute to the achievement of the goals of the Paris Agreement.

265. Green hydrogen was discussed both in the context of being an opportunity for and in the context of presenting a risk to just transitions. Some participants pointed to the new opportunities created by green hydrogen; as an example, a partnership between the Kingdom of the Netherlands and Namibia, in which a multi-stakeholder approach is being taken to invest in and advance green hydrogen supply in a new market, was shared.

266. Several opportunities to accelerate technology transfer for effective just transitions were identified and discussed by participants, as follows:

²⁴ United Nations Secretary-General's Panel on Critical Energy Transition Minerals. 2024. *Resourcing the Energy Transition: Principles to Guide Critical Energy Transition Minerals towards Equity and Justice*. Available at <https://www.un.org/en/climatechange/critical-minerals>.

- (a) Creating an enabling environment for technology transfer and finance flows, not only in the recipient country but also in the country providing the technology;
- (b) Implementing relevant industrial policies and plans of action that bring different elements and resources into play;
- (c) Providing government incentives to companies and private households to encourage investments in, and use of, renewable energy and infrastructure;
- (d) Removing existing trade barriers for renewable energy technologies, which were identified as a structural barrier;
- (e) Setting standards to promote decent work across sectors and in all areas (e.g. the EU directive on corporate sustainability due diligence and the ILO International Labour Standards);
- (f) Enhancing research at universities and institutions and establishing scholarships and experience-sharing mechanisms in order to deploy and promote technology transfer.

267. Some participants noted that sustaining or accelerating technology transfer for just transition of the workforce may benefit from the expertise and support of a wide variety of entities and organizations, and recommended collaboration between the UNFCCC secretariat and United Nations agencies such as FAO, UNIDO and ILO as an actionable solution.

268. Several participants stressed the important role of TNAs in identifying technology needs and encouraged their development, also highlighting the support available for conducting them, through the CTCN, and for building on their results, through funding from the GCF and the Adaptation Fund. Some participants emphasized that both implementing existing TNAs and updating TNAs to integrate just transition considerations would enable just transitions; in this context, it was mentioned that the global TNA round for SIDS and the LDCs, supporting participating countries in updating their existing TNA or conducting their first TNA, is to be launched in October 2024.

269. Enhanced collaboration between the GCF and the CTCN was considered by some participants as an opportunity for providing the financial resources required for implementing the outcomes of the technical assistance provided through the matchmaking mechanism of the CTCN.

270. The importance of cooperation between the private sector, governments and international development partners to mobilize investment in green technology solutions was emphasized by some participants, who noted that funds such as the GCF, the Global Environment Facility and the Adaptation Fund should be leveraged to engage the private sector. Those participants also highlighted the accreditation of private sector entities to the GCF as an actionable solution that could enable them to access financial support and initiate new PPPs.

271. The lack of funding for local universities was mentioned as one of the biggest challenges to innovation at the local level by some participants, who noted that the majority of funding from developed countries flows to universities and academics in developed countries, which does not create an enabling environment for entrepreneurship or the protection of intellectual property rights in developing countries.

272. Several other barriers to accelerating technology transfer for effective just transitions were discussed by participants, as follows:

- (a) Intellectual property issues, which constitute a significant hindrance to accessing critical climate technologies;
- (b) Lack of financial support for technology deployment;
- (c) Poor access to climate technologies, including technologies for climate adaptation;
- (d) Limited local capacity, skills and knowledge, and the need for capacity-building, including capacity-building for marginalized groups (women, children and

Indigenous Peoples), and capacity-building on renewable energies and on how to better understand and take advantage of the support offered by the CTCN;

(e) Technology dumping, including both the dumping of electronic waste, wherein waste is sent to developing countries, and the dumping of older technologies, wherein products made available to markets are already obsolete when they arrive;

(f) The oversupply of photovoltaic technology and electric vehicle technology, which could make it difficult for all countries to be involved in the global green energy marketplace.

273. Several participants mentioned that the development of technology licensing agreements with favourable terms for the LDCs could ensure technology transfer without intellectual property restriction; and, in this context, the World Intellectual Property Organization GREEN database²⁵ of innovative technologies and needs, an artificial intelligence tool that matches technology needs with technologies registered in the database, which are often open-source technologies, was highlighted as an opportunity.

274. It was noted that just transition pathways may require strengthened home-grown innovation and the provision of support for local research and development. Some participants underscored the need to support technologies developed by Indigenous Peoples, while others noted that Indigenous technologies that are environmentally sound and culturally appropriate for some populations already exist, and that there is a need for more support in order for these technologies to be implemented at a larger scale.

275. Some participants suggested that just transition pathways may require exploring ways in which the UNFCCC Financial Mechanism can be further leveraged to support research and development, the dissemination and deployment of technologies in developing countries, early access to technologies and the building of endogenous capabilities; in this regard, the Technology Implementation Programme was suggested as a potential actionable solution.

9. Enhancing capacity-building to support just transition strategies

276. The breakout group discussions on this subtopic were facilitated by a representative of ILO.

(a) Key findings

277. The discussions underlined the need to enhance capacity-building efforts across multiple levels of government, including at the local and municipal level, for the successful implementation of just transition initiatives. Participants emphasized the importance of a multi-stakeholder approach to just transitions that empowers and builds the capacity of both the private sector and local communities.

278. Some participants highlighted the importance of including subnational agencies in conversations on climate action and just transition, noting that local government officials have access to local knowledge and skills that are not necessarily available to officials at a higher level. Some participants encouraged the establishment of more PPPs, noting the technical expertise and experience of the private sector in job creation.

279. Several participants highlighted the importance of country-led approaches to just transitions, given that countries have different socioeconomic and political contexts and therefore different priorities. Some participants suggested that context-specific needs assessments could provide the basis for tailoring training programmes that equip workers and communities with skills needed in the emerging green sectors of their national and local economies.

280. The need to map capacity gaps and analyse how they vary according to national context and circumstances was mentioned by a number of participants, who also highlighted the need for context-specific interventions. Some participants shared the view that the capacity of many countries has increased significantly since the 1990s.

²⁵ See <https://wipogreen.wipo.int/wipogreen-database/database>.

281. Several participants emphasized the importance of pursuing integrated, multisectoral approaches to just transition pathways and developing metrics for assessing the progress of implementation and effectiveness of just transition policies in terms of quantity, quality and relevance of outcomes, noting that both approaches and metrics should consider international developments across territorial borders, not only in low-carbon economies and the clean energy industry, but also in a more holistic manner.

282. It was noted by some participants that indicators for measuring the impacts of just transition strategies should look not only at progress in their implementation but also at long-term results and their outcomes in terms of transforming the realities of communities in order to offer an analysis of enabling domestic conditions and identify stakeholders at the national and local level.

283. Similarly, some participants suggested that metrics developed to capture long-term skill retention rates and the employment of workers in green sectors after their training programmes and traineeships have ended could be used to indicate the success of such training. Others emphasized the need to understand what the use of green technologies entails for local smallholder farmers, to enable them to make better use of their learnings from relevant training programmes.

284. Some participants noted that gender inequalities often prevent women from accessing decent jobs outside the informal care economy and in this regard emphasized the need to mainstream gender equity in the workforce transition process. Some participants emphasized the need to include marginalized groups, specifically youth and Indigenous Peoples, in decision-making processes and just transition dialogues, as well as learn from their approaches to enhance capacity-building initiatives.

(b) Opportunities (including actionable solutions) and barriers

285. Many participants underlined the value of the United Arab Emirates just transition work programme as a platform for sharing experience, building capacity and exploring synergies relating to just transition pathways, and the importance of taking stock of information on needs and available resources related to skills development, technology transfer and financial resources.

286. Several participants noted that holistic approaches to just transitions do not centre solely on financial support; they also encourage the sharing of best practices, actionable solutions, high-level expertise and knowledge.

287. Many participants highlighted that local workers need to be equipped with information to better understand climate change; encouraged to conduct research on local resources, especially critical minerals, to make use of them; and be empowered with the knowledge to strategize for the future.

288. Science, innovation and investment were presented as key elements to achieving just transitions by some participants, who noted that professional training programmes can foster the creation of decent jobs and fair treatment of employees.

289. Several participants shared their views on sustainable capacity-building and the retraining of workers, including that the re-tooling of school curricula is a long-term, bottom-up process that requires continuous effort. Others mentioned that community involvement in local educational institutions and vocational centres is both an actionable solution to ensuring that workers are adequately prepared to shift to the green economy and a metric for inclusiveness.

290. A robust domestic environment built on investments from clean energy production was seen by several participants as important for increasing resilience-building efforts and high-level political commitment to climate action and just transition, facilitating knowledge transfer, improving access to technologies, simplifying permitting licences and enabling investments.

291. Several participants acknowledged that structural and institutional challenges at the national level, such as lack of financial resources, time constraints, lack of adequate human resources, and gaps in technical capacity, lead to a small number of government officials

being overburdened with tasks and responsibilities. Some participants emphasized that discussions on adaptation and resilience-building tend to be overshadowed by discussions on technology transfer and capacity-building.

292. Existing initiatives and frameworks presenting opportunities for capacity-building were mentioned by participants, including the Clean Energy Ministerial and its Equality in Energy Transitions Initiative and Empowering People Initiative, the Coalition of Finance Ministers for Climate Action, the Least Developed Countries Universities Consortium on Climate Change, the Just Transition Observatory in Asturias, the European Fair Transition Observatory, the Resilience and Adaptation Mainstreaming Program, the People-Centred Clean Energy Transitions programme of the International Energy Agency, the Just Coal Transition Forum, the Initiative for Climate Action Transparency, the BRICS Energy Research Cooperation Platform, the Partnership for Action on Green Economy, the Saudi Vision 2030 programme, the Technical Support Instrument and the Social Dimension of the Ecological Transition project. Participants also mentioned two UNFCCC constituted bodies in regard to capacity-building for just transitions, the KCI and the Paris Committee on Capacity-building, as well as the ILO “Guidelines for a just transition towards environmentally sustainable economies and societies for all”.

293. Some participants mentioned the importance of ensuring that transition mechanisms do not have a disproportionate impact on developing countries or strengthen existing inequalities, instead fostering equity of opportunity for all. Those participants noted that just transitions may require enabling developing countries to build the long-term institutional knowledge and develop the tools and frameworks needed for effectively and independently calculating the probable costs and benefits of different policy options for just transitions, which could inform their decision-making on priority climate actions to be implemented.

10. Strengthening international cooperation for just transition

294. This plenary discussion was co-facilitated by a representative of UNCTAD and a representative of the secretariat. The representative of UNCTAD provided framing remarks before opening the discussion to all participants.

295. The representative highlighted the need for collective international cooperation, grounded in trust and solidarity, to effectively address the climate crisis and emphasized that achieving the goals of the Paris Agreement will necessitate a profound structural transformation across global economies and societies, which can only be realized through a significant global investment push. He noted that developing countries face significant barriers to implementing ambitious climate action without international support and stressed the importance of international cooperation in areas such as technology transfer, capacity-building and financial reform. He also pointed to the challenges in implementing just transition pathways, including structural imbalances and spillover effects of policies from large economies, and noted the critical role of climate finance in enabling developing countries to scale up their climate commitments in NDCs. In closing, he underscored the need for a unified narrative on just transition to overcome political polarization and geopolitical tensions, calling for dialogue to restore confidence in the Paris Agreement.

(a) Key findings

296. During the discussion, participants highlighted the crucial role that international cooperation plays in achieving equitable transitions, enabling resource-sharing and fostering global solidarity. Some participants emphasized that international cooperation must be based on equity and fairness. Others indicated that, for developing countries, the effectiveness of just transitions hinges on timely access to finance, technology and capacity-building support, with a clear focus on both adaptation and mitigation.

297. Some participants, recalling Article 3, paragraph 5, of the Convention, underlined that measures, including unilateral, taken to combat climate change should not constitute as a means of arbitrary or unjustifiable discrimination or a disguised restriction on international trade. Other participants, reflecting on climate ambition in the context of international cooperation and commitments to reach climate neutrality by 2050, noting the importance of ensuring that ambitious policies aimed at reducing emissions in one target area do not lead

to a rise in emissions elsewhere. These participants noted that, while the Convention and the Paris Agreement were not designed to address Parties' individual nationally determined policies and measures, discussions on positive and negative domestic and cross-border impacts of those that are referred to as unilateral measures have been ongoing under the forum on the impact of the implementation of response measures and its KCI. In this context, those participants added that as Parties to the Paris Agreement align their emission pathways with the goals of the Agreement, policies that may be referred to as unilateral measures will become less necessary.

298. Several participants underscored the multidimensional nature of just transition, noting that pathways to transition must integrate social, economic and environmental considerations. Other participants highlighted the need for inclusive, context-specific approaches to just transition and the importance of involving local communities and Indigenous Peoples in the planning and implementation of transition pathways to ensure that no one is left behind.

299. Labour rights, social protection and job creation were noted as crucial components of just transitions, with an emphasis on supporting workers in vulnerable sectors such as fossil fuels and traditional industries.

300. In addition, several participants stressed that climate justice must be central to the transition process, including ensuring that the needs of marginalized groups are addressed, particularly those in SIDS and the LDCs.

(b) Opportunities (including actionable solutions) and barriers

301. Several participants emphasized that just transition pathways may require strengthened international financial cooperation and expressed the view that opportunities exist for international financial institutions to prioritize the creation of accessible financing pathways for developing countries in order to ensure resources are directed towards equitable transitions.

302. Some participants, noting that financial support received should not exacerbate the existing debt burdens faced by many developing countries, recommended concessional finance and grants over loans as actionable solutions to ensure that developing countries can make progress in just transitions without undermining their economic stability.

303. Challenges in quantifying the broad impacts of international cooperation on just transitions were raised by several participants, who mentioned the pressing need for comprehensive data-collection systems that can provide the data necessary for effectively measuring social equity, job creation and economic development impacts alongside environmental progress.

304. Some participants proposed that success of just transitions be viewed beyond carbon reductions and thus that measurement of success could include social and economic metrics, such as indicators for job creation, social equity and economic development, presenting this as an opportunity to gain a holistic understanding of how just transitions are benefiting communities.

305. Participants acknowledged the significant barrier to just transitions posed by political and economic instability, noting that in regions and areas facing conflict or economic uncertainty, efforts to implement inclusive, people-centred transitions are often disrupted, delaying progress.

306. Some participants mentioned the potential of the Just Energy Transition Partnerships as a model for international cooperation. However, they emphasized that the partnerships must be tailored to the local context, including by focusing on concessional finance and solutions for sectors such as energy, agriculture and fisheries.

307. The integration of local expertise into and community involvement in just transition pathways was raised during the discussion, with participants noting that recognizing Indigenous Peoples' knowledge and empowering local communities is essential for successful just transitions. In this regard, incorporating local expertise into national and

international climate strategies in order to ensure that the unique needs of vulnerable communities are met through just transitions was presented as an opportunity.

308. Some participants highlighted the need to focus on capacity-building and technology transfer as an opportunity to enhance resilience and enable developing countries to adopt low-carbon technologies without compromising their developmental goals.
