



Four Case Studies on Just Transition: Lessons for Ireland

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Overview

- ▶ What is a just transition?
- ▶ National Economic and Social Council Report
'Addressing Employment Vulnerability as Part of a Just Transition in Ireland'
- ▶ Four Case Studies: Lessons for Ireland
 - ▶ Germany - Ruhr and Lusatia
 - ▶ Australia
 - ▶ Scotland
- ▶ Ireland's Transition
 - ▶ Just Transition Commissioner
 - ▶ Just Transition Review Group or Taskforce?
 - ▶ European Commission's Just Transition Mechanism



W.M Harland in the Financial Times
(1929):

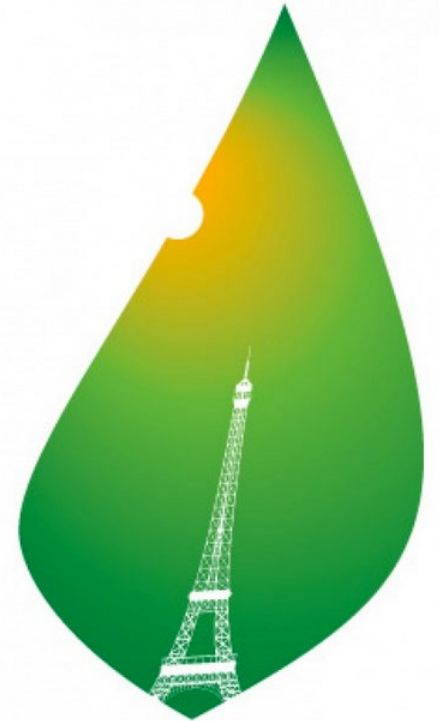
‘The free State came into being, and ardent untried administrators, remembering that they had always been accused of being dreamers, seized on this chance of showing what they can do....they had thrown on their shoulders the not easy task of breaking what is in reality an enormous inferiority complex and the Shannon Scheme is one - and probably the most vital - of their methods of doing it.’



Origins of Just Transition

Paris Agreement Preamble: *“Taking into account the imperatives of a just transition of the workforce and the creation of decent work and quality jobs in accordance with nationally defined development priorities”*

- ▶ For COP21 (Paris Agreement) trade unions sent their largest delegation ever: 400 trade unionists
- ▶ The effort was the culmination of scores of lobbying initiatives at national levels in the months leading up to the December 2015 talks.
- ▶ **‘No Jobs on a Dead Planet’:** Fought hard for by coalition of trade unionists and environmentalists
- ▶ In keeping with UNFCCC Art 3 Principle of “common but differentiated responsibilities” or “climate justice”
- ▶ ITUC General Secretary Sharan Burrow: “We understand that the sectorial and economic transformation that faces us [is] the fastest and deepest we have faced at any time in our history and with a faster time frame.”



PARIS2015
UN CLIMATE CHANGE CONFERENCE
COP21·CMP11

UNFCCC Just Transition Principles

- ▶ Built on 4 pillars of the ILO Decent Work Agenda - included in SDGs Goal 8: employment creation, social protection, rights at work, and social dialogue.
- ▶ UNFCCC October 2016 Technical Guidance Document *“Just transition of the workforce, and the creation of decent work and quality jobs”*
 - ▶ Develop skills and retraining for green jobs
 - ▶ Develop green enterprises
 - ▶ Promote government programmes to help the unemployed find work
 - ▶ Provide social protection
 - ▶ Minimize hardship for workers and address their needs
 - ▶ Consult all stakeholders to plan for a just transition

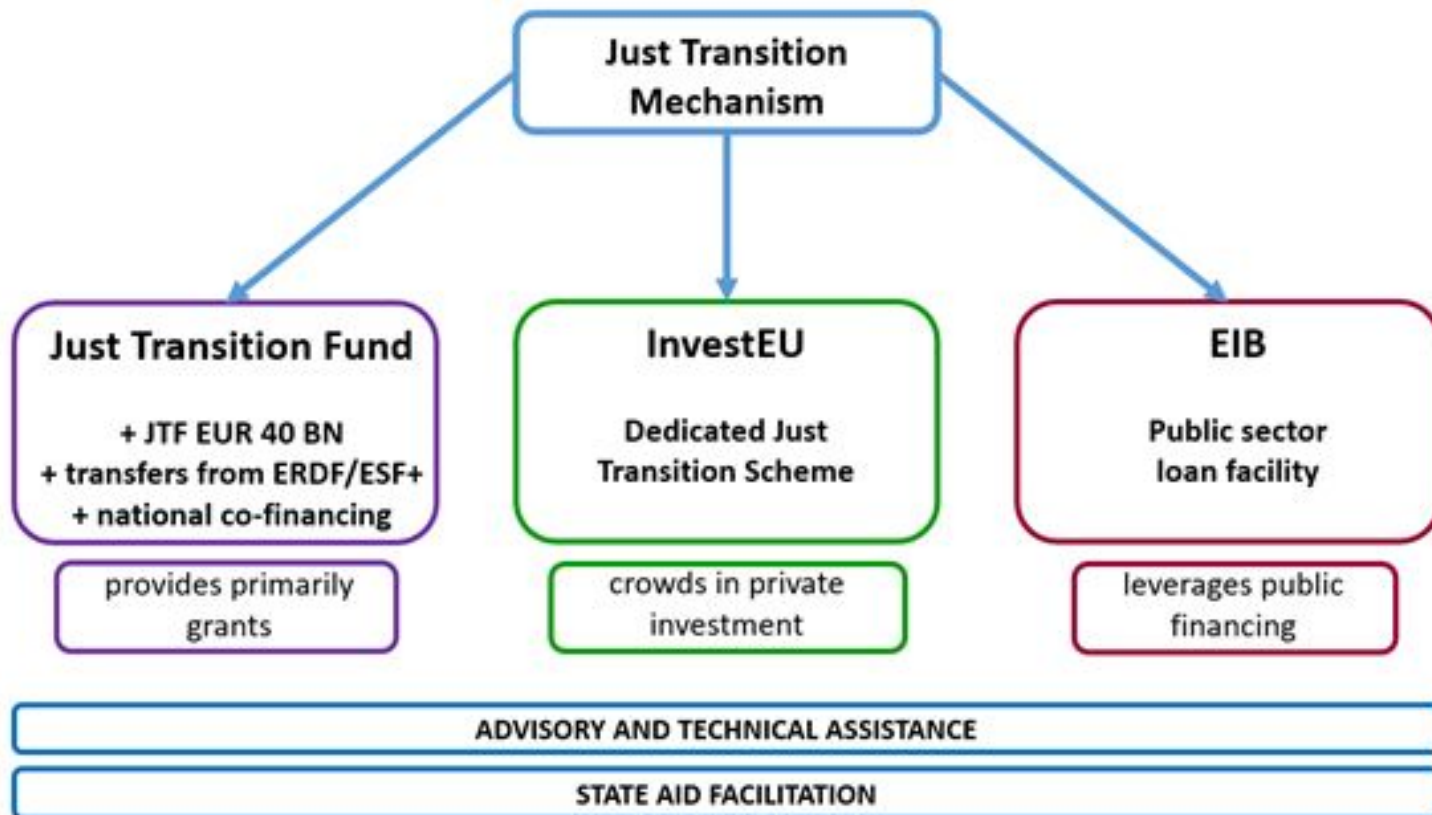
8 DECENT WORK AND
ECONOMIC GROWTH



13 CLIMATE
ACTION







Just Transition Funding (EUR 7.5 bn) across Member States

EUR 2000-1000 m
EUR 999-500 m
EUR 499-100 m
EUR 99-50 m
EUR 49-0 m



Presidential endorsement for NESC Council Report no 149: *Addressing Employment Vulnerability as Part of a Just Transition in Ireland.*

“Contemporary candidate” for the Whitaker Report: First Programme for Economic Expansion

State army embarked on a policy of executing anti-treaty volunteers, also referred to as the “Irregulars” or “Republicans,” in an attempt to swiftly end the Civil War. The first to be shot by firing squad were

Fairview, Dublin was firebombed two days later. His seven-year-old son Emmett died of his injuries.

In all, 77 Republicans were executed under the draconian Murder Bill. This is a

A map for recovery e

Society

Michael D Higgins

A remarkable document on social and economic expansion, published last month by the NESC, can and should be a Whitaker Report for our times



Many people have written of the significance for Irish economic history of the publication of what was to become known as the Whitaker Report, and its connection to Ireland's first programme for economic expansion from 1958 to 1963.

TK Whitaker has been rightly honoured for his dedicated and exemplary work as a senior civil servant. While many reports on different aspects of society and economy make a valuable contribution, few take on the seminal status of an influencing docu-

one of the NESC's terms of reference puts it.

The government had asked the council to examine the specific issue of the vulnerability for workers, its forms, and sectors impacted by two transitions – the transition to net zero carbon and the deepening of technological and digitalisation developments.

The council built on research and consultation that was available through the preparations across government departments in relation to Brexit. The report is a research-validated overview of the challenges facing the economy as it is embedded in

Four Case Studies on Just Transition: Lessons for Ireland

Background and Approach

- ▶ Contribution to March 2020 NESC Council Report No.149: ‘**Addressing Employment Vulnerability as Part of a Just Transition in Ireland**’ commissioned under the Climate Action Plan 2019.
- ▶ Assess international experience and best practice of climate-focused just transition with lessons for the Irish case. Accompanying ‘Approaches to Transition’ Paper by Dr. Jeanne Moore.
- ▶ Explore case studies in order to extract:
 - ▶ Policy recommendations for the operation of Transition Teams within the Future Jobs Programme
 - ▶ A practical framework to support workers to be redeployed, upskill or retrain
 - ▶ Recommendations for core principles, alliances and appropriate scaling efforts that promote job and environmental quality
 - ▶ Explore practical application of the principles of a “just” transition, examples of management and downside risks.

Wider social justice concerns within a Just Transition:

Explored in 28th EEAC Annual Conference ‘*Delivering a Just Transition for All*’, hosted in Dublin Castle by NESCC on 27-28th October 2020

Approaches to Transition

NESCC Secretariat Papers

Paper No. 20

April 2020

A useful definition of a just transition is from the International Institute for Sustainable Development:

A just energy transition is a negotiated vision and process centred on dialogue, supported by a set of guiding principles, to shift practices in energy production and consumption. It aims to minimize negative impacts on workers and communities with stakes in high-carbon sectors that will wind down, and to maximize positive opportunities for new decent jobs in the low-carbon growth sectors of the future. It strives to ensure that the costs and benefits of the transition are equitably shared (IISD, 2018: 2).

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How can a Just Transition work for people in energy poverty?

Posted by [Issy Petrie](#) on 04 February 2020 | [0 comments](#)

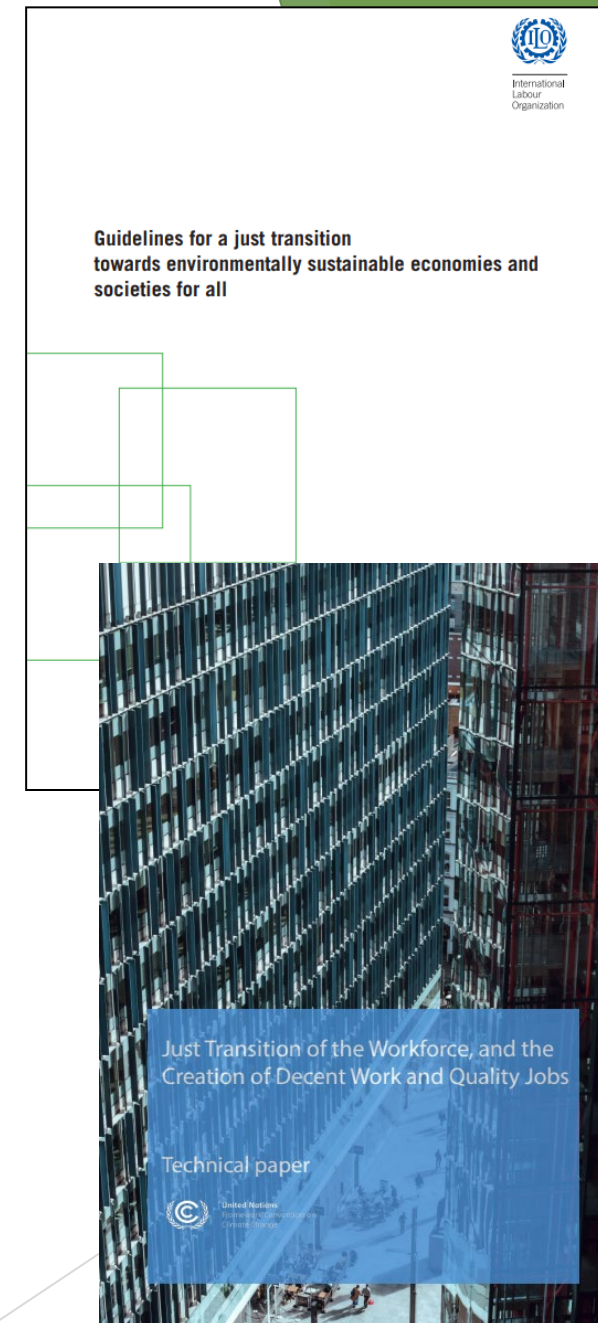
In 2019, it became clear to all of us that avoiding climate breakdown requires immediate action. At a European level, we are [already committed](#) to a target of net zero carbon emissions by 2050. Nationally, a [Climate Action \(Amendment\) Bill](#) was proposed to the Dáil last year, which would have given the Government's Climate [Action Plan](#) a legal basis.

At St Vincent de Paul, we are committed to tackling the structural causes of injustice and inequality in all its forms. The [UN Special Rapporteur on Poverty](#) has said that it will be the poorest who suffer most from climate breakdown, despite contributing the least to the situation we are now in. As well as the direct consequences of the changing climate, people



Four Case Studies

- ▶ Case studies chosen based on “best practice” examples in ILO/UN/OECD/academic literature.
 - ▶ **Germany:** The transition of the Ruhr consistently presented as a good example of transition. Lusatia is the primary region undergoing the completion of this process under the “Coal-Exit Commission”
 - ▶ **Australia:** Latrobe Valley is a smaller regional community already suffering from negative impacts as it faces a second major transition.
 - ▶ **Scotland:** An example (and so far only example) of a ‘whole economy’ just transition approach to fossil fuels - also in a similar economic and population context.



Ruhr Valley - Western Germany

“Es war keine Ponyfarm”
It was no pony farm

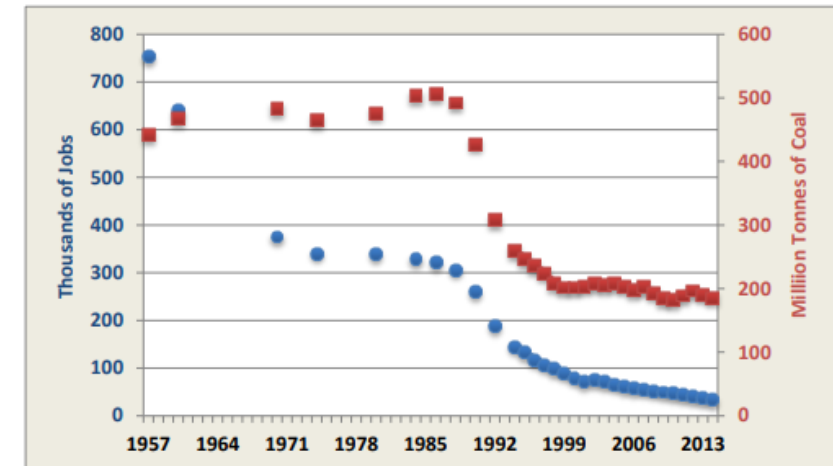
- ▶ Transition period: 1960s - December 2018
- ▶ Had to be done well - Ruhr the foundation of the European Coal and Steel Community (today's EU)
- ▶ Mining for hard coal in Germany officially came to an end on Friday the **21st of December 2018**.
- ▶ Decision to shut the last hard coal mines was made in 2007, for largely economic reasons.
- ▶ Aim of transition in North Rhine-Westphalia was to wean mining communities off coal onto new enterprises in order to head off industry decline caused by competition from cheap imports and a diversifying energy mix.



Transition period: 1960s - December 2018

- ▶ Over 60 years managed transformation from coal production and steel to knowledge-based economy.
- ▶ **Difficult transition** with many peaks and troughs
- ▶ Achieved through:
 - ▶ Consistent engagement by highest levels of government at an early stage working in close collaboration with municipal and state governments, employers and unions.
 - ▶ Heavy public investment in supportive alternative infrastructure, focusing on area and employment in the region as a whole rather than direct job losses.
 - ▶ Involvement of those worst affected through social partnership structures.

Coal production and employment in Germany, 1957–2014



Ende Gelände, Rhineland



Ende Gelände, Lusatia



Lusatia - Eastern Germany (shared with Poland)

“Bóh je stworił Łužicu a čert je zarył brunicu”

God created Lusatia and the devil buried brown coal underneath it

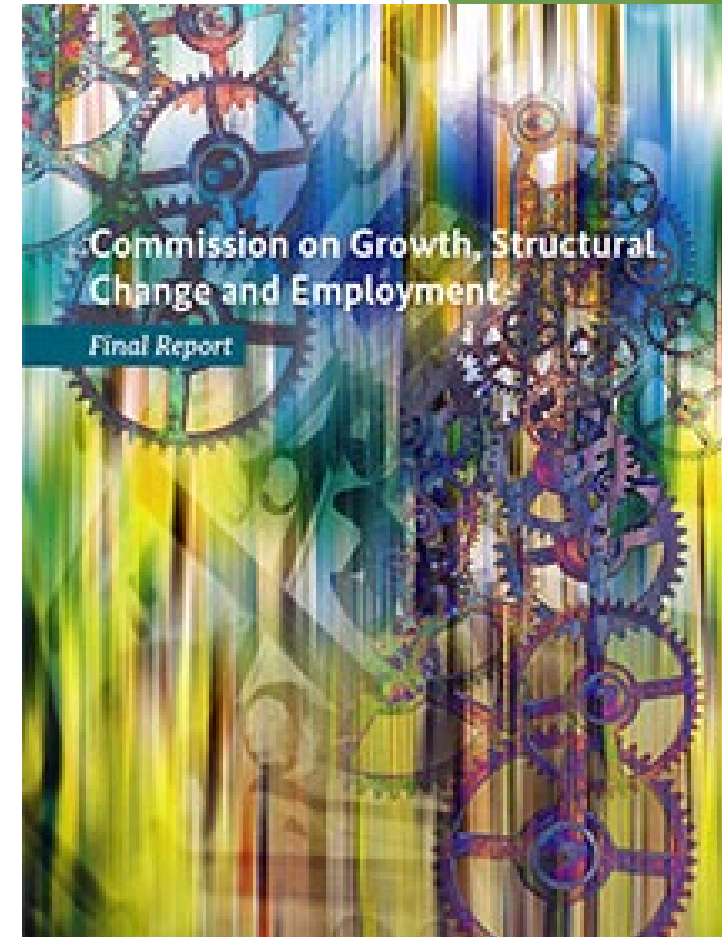
- ▶ **Lusatia**, a rural and sparsely populated region, is to be worst affected by closures.
- ▶ Already endured major restructuring and job losses during reunification. Employment dropped 90% in just 10 years from 80,000 in 1990 to 8,000 in 2019. This has created discontent and lack of trust.
- ▶ Open-cast mining requires the removal of villages and primeval forest - this, along with anger at Germany's claimed “double-standard” on lignite coal - has resulted in major public protests.



German Coal-Exit Commission

Transition period: 1989 - present day

- ▶ Cultural context of re-unification is a thread throughout.
- ▶ German federal government developed a Climate Action Plan 2050 framework to meet Paris Agreement which stated social partners would decide how to meet targets in energy, building and transport.
- ▶ On 6th June 2018 government launched the *Commission on Growth, Structural Change and Employment* to develop a roadmap and structural adjustment programme for full phase-out of hard coal generation and brown coal mining.
 - ▶ 31 members from coal companies, unions, environmental groups and local government,
 - ▶ headed by 4 major chairpersons.
 - ▶ Result: End generation by 2038, with an option to end it by 2035. Supported by €40bl package.



Secretary

Commission
„Growth, Structural Change and Employment“
4 Chairs + 24 members with voting rights + 3 members without voting rights

Board of State
Secretaries

supports

accompanies

27:1

Mandate
by the
government

Interim report
with a focus on
structural change
measures

Final report
Incl. structural
change, energy
and climate
measures

June

July

August

September

October

November

December

January

2018

2019

Investment package: €40billion over 20 years

- ▶ €14bl in grants for economic stimulation, fully delegated to the federal states.
- ▶ €26bl for R&D and establishing federal institutions: Relocation of public bodies and research institutions to affected regions.
- ▶ Other outstanding funding issues are:
 - ▶ Whether to compensate companies for closure by 2022.
 - ▶ Public/Private funding for collective agreements to secure qualified employment, adjustment allowances and compensation for pension losses.
 - ▶ Claims for compensation by other utilities and companies as RWE and LEAG are receiving 4.35bl in compensation - argue not in line with State Aid rules
 - ▶ Poland and Germany to be largest beneficiaries of the Just Transition Fund.



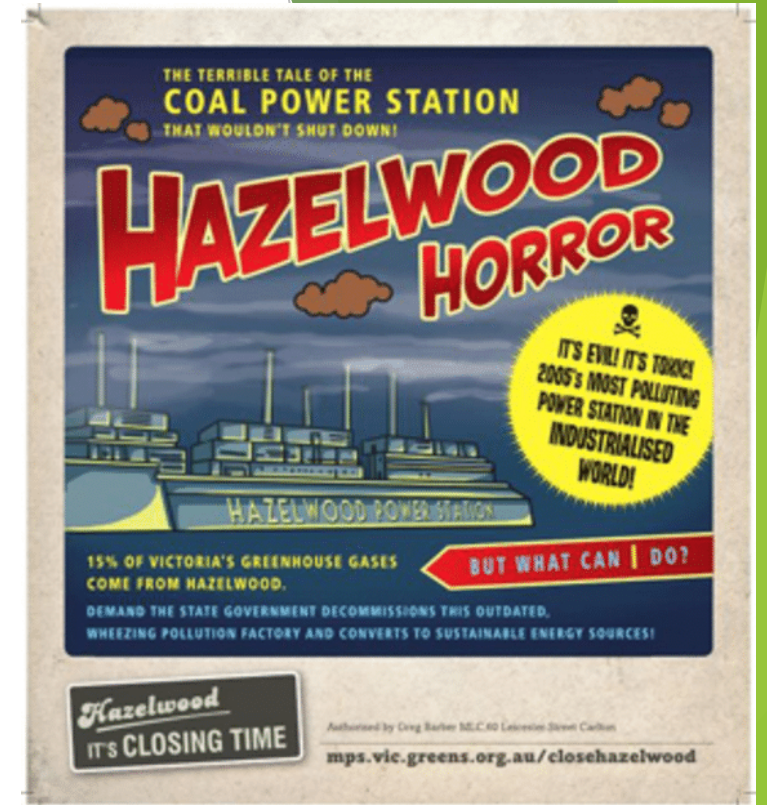
Credit - Getty Images

Latrobe Valley, Victoria, Australia

'The Ruhr of Australia'

Transition period: 1980s - present day

- ▶ Population of 125,000, historically encouraged to settle in the region from 1920s to work in state-owned mining and power generation companies. Displacing indigenous Braiakaulung people.
- ▶ Produces 85% of Victoria's electricity and home to heaviest-emitting power stations in Australia.
- ▶ Privatisation in 1980s reduced coal jobs in the region from 10,500 in 1980s to 1,800 by 2002.
- ▶ Unemployment rates, population loss, suicide and social depravation followed.
- ▶ Lost sense of identity and negative perceptions proliferated in Australian media/culture.
- ▶ **From 2007:** Federal Government sporadically took leadership on climate action incl. emissions trading scheme, 'Contract for Closure' and carbon pricing. Accompanied by narrow structural adjustment pacakages.





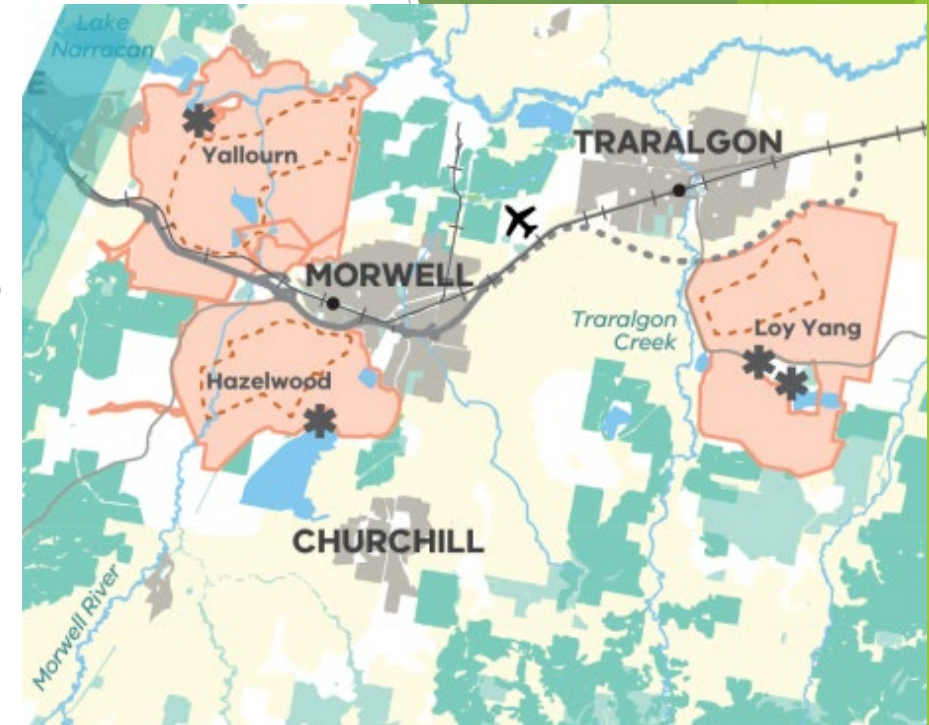
Duffy and Whyte (2017)

- “We just keep being lied to over and over and over. That’s where the trauma came, in an absolute feeling of abandonment. It didn’t matter if we lived or died we were expendable, seems to be that’s still the case.” (Ibid, 434)
- “The community. They’ve seen what privatisation has done to the community and they’re terrified what happens when you shut down these places. So if you’ve got a positive, let’s create something that’s really important.” (Ibid, 439)



Latrobe Valley, Victoria, Australia

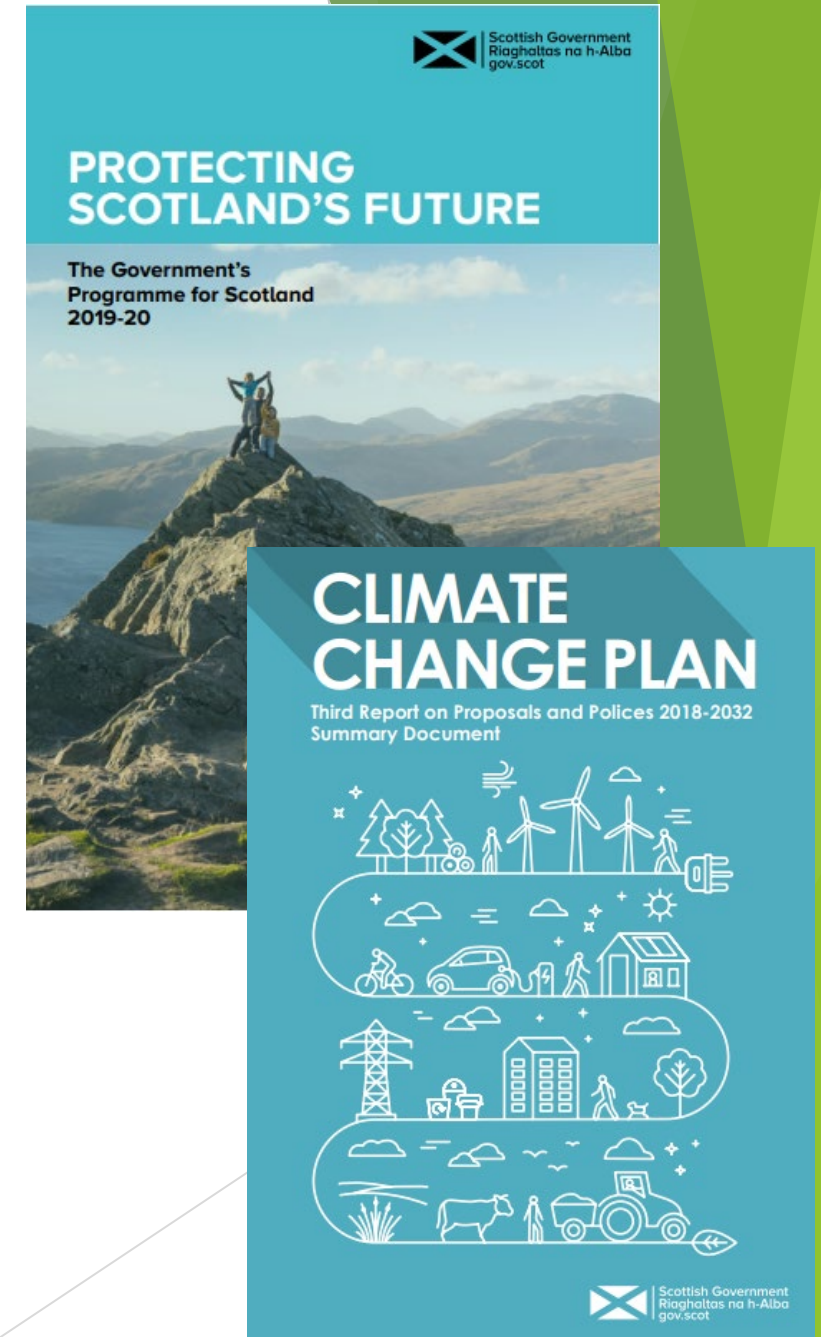
- ▶ **From 2007:** Latrobe Valley community, trade unions and local businesses prepared alternatives but coal believed to remain the main economic driver indefinitely.
- ▶ **February 2014:** A major 45 day coal mine fire contributed to 11 extra deaths in the region and severe long term health difficulties.
- ▶ **29 March 2017:** Hazelwood Power Station closed with 5 month's notice (750 jobs)
- ▶ **September 2017:** Carter Holt Harvey Sawmill closed with 3 month's notice (160 jobs)
- ▶ Preparations were backed by A\$266ml, largest ever from the Victorian state government. Separate A\$43 from federal government for local infrastructure, employees and Regional Jobs and Investment Package.
- ▶ **Latrobe Valley Authority:** Established to manage the \$266ml fund and transition. Initiatives include a Worker Transition Service, Latrobe Valley Worker Transfer Partnership Agreement and Latrobe Valley Supply Chain Transition program.



Scotland

“Lang may yer lum reek”
Long may your chimney smoke!

- ▶ Scotland considered a climate leader. In energy it is meeting its climate targets earlier and has set a higher target than the rest of UK of net zero by 2045, not 2050.
- ▶ Just Transition Commission established in 2017 to help Scotland reach its commitments under the Paris Agreement, including the preamble’s commitment to a just transition approach.
 - ▶ 30 members and headed by IPCC scientist Jim Skea
 - ▶ Two year time frame to hear expert and community evidence and give recommendations to government
 - ▶ Focus is on how Scotland’s climate policy can be in line with social and economic objectives and how Scotland can reap opportunities of climate action
 - ▶ Final report published 23 March 2021



Scottish Just Transition Commission

- ▶ Commission lobbied for by the *Just Transition Partnership*: A coalition of climate NGOs and trade unions due to coordination for COP21 2015.
- ▶ The Commission's place-based approach is exposing existing inconsistencies in Scotland's climate policy framework - due to lack of an integrated climate/economic/social justice approach they could not previously find expression in government climate policy.
- ▶ Recommendations from final March 2021 Report:
 1. Pursue an orderly, managed transition to net-zero that creates benefits and opportunities for people across Scotland. Delivery of this must be a national mission
 2. Equip people with the skills and education they need to benefit from the transition
 3. Empower and invigorate our communities and strengthen local economies
 4. Share benefits widely and ensure burdens are distributed on the basis of ability to pay.

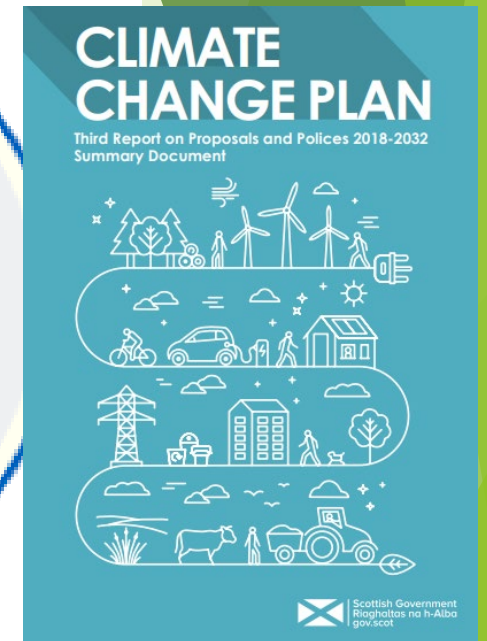


Just transition: Eleven lessons for Ireland

1. **Transitions are complex and take time**
2. **Context and past experiences of transition shapes a region's response to, and experience of, transition**
3. **Preparation is required for a just transition:** Whether it be led by government, regional or local/community-based actors, and followed up with government support.
4. **Personnel restructuring processes:** Negotiated between companies and trade unions and/or brokered by government can lead to an orderly phase-out for workers.
5. **Overall - balance must be struck between phase-outs and the community and environmental interest.**
6. **Social dialogue:** An effective, if not fundamental, mechanism for fostering trust and adopting a problem-solving approach to transition.
7. **New institutional structures for social dialogue established by government:** With overarching targets and goals, can create momentum and maintain discipline - however flexibility is needed.
8. **An inclusive, place-based approach is necessary:** With an overall focus on regional development.
9. **Uncovering, valuing and cultivating the existing skills and capacities of a region**
10. **Skills audits are useful in transitioning a region:** Alongside a coordinating and economic planning role for the state.
11. **State investment in supportive alternative infrastructure**

A. Just transition: Eleven lessons for Ireland

- ▶ **Transitions are complex and take time:** A just transition framework can help reduce policy incoherence and reveal cross-cutting strands.
- ▶ **Context and past experiences of transition shapes a region's response to, and experience of, transition:** there is a need to listen, respect and acknowledge what went before and what's needed by the local community.
- ▶ **Preparation is required for a just transition:** Whether it be led by government, regional or local/community-based actors, and followed up with government support.



B. Just transition: Eleven lessons for Ireland

- ▶ **Social dialogue:** An effective, if not fundamental, mechanism for fostering trust and adopting a problem-solving approach to transition.
- ▶ **New institutional structures for social dialogue established by government:** With overarching targets and goals, can create momentum and maintain discipline - however flexibility is needed to include learnings.
- ▶ **An inclusive, place-based approach is necessary:** With an overall focus on regional development, not just the directly affected workers and companies



C. Just transition: Eleven lessons for Ireland

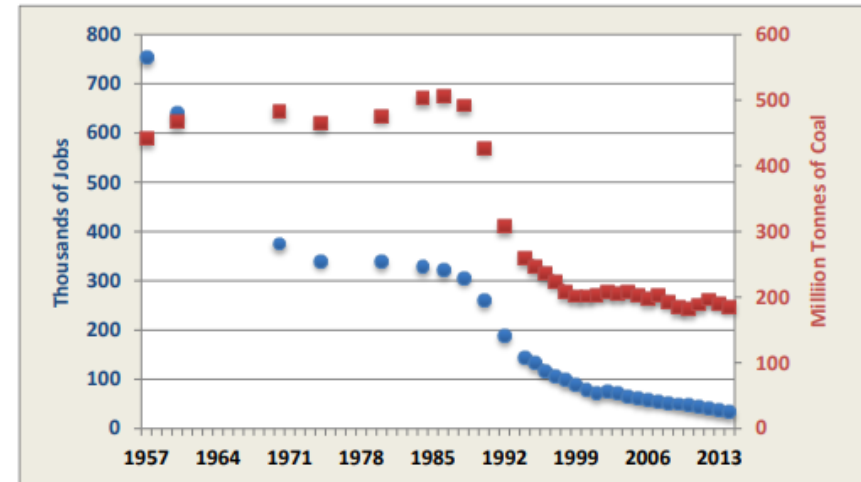
- ▶ **Uncovering, valuing and cultivating the existing skills and capacities of a region:** Can assist in sustainably developing the region and creating long-term high-quality employment.
- ▶ **Skills audits are useful in transitioning a region:** Alongside a coordinating and economic planning role for the state, such as government investment in alternatives, as well as regional initiatives to use the information provided.
- ▶ **State investment in supportive alternative infrastructure is a key driver of a positive transition.**



D. Just transition: Eleven lessons for Ireland

- **Personnel restructuring processes:** Negotiated between companies and trade unions and/or brokered by government, such as redeployment, early retirement and internal retraining, these can lead to an orderly phase-out for workers. However, a balance must be struck between such phase-outs and the community and environmental interest.

Coal production and employment in Germany, 1957–2014



A spectre is haunting climate action...

- ▶ ...the past lived experience of communities and workers.
- ▶ Just Transition is not just a “safety net” provision. It is a means of raising larger questions about economic decisions and priorities, in order to assist communities, workers and governments in imagining a different and better future.
- ▶ It allows us to raise the question of ‘where are we going?’ **before** we decide how to get there.



Just Transition in Ireland

- ▶ Trade unions repeatedly called for a Just Transition Taskforce, which was included in the March [2019 Joint Oireachtas Committee Report on Climate Action](#).
- ▶ Climate Change Advisory Council:
 - ▶ Working Papers 5 and 7 (Justice Approaches and Agriculture)
 - ▶ Climate Change Advisory Council Annual Review 2020
- ▶ Climate Action Plan 2019 and Future Jobs Ireland 2019:
 - ▶ Tasked the state social dialogue/think tank the National Economic and Social Council with exploring impacts of low carbon and digital transitions
 - ▶ Midlands Regional Transition Team
 - ▶ Called for establishment of a Just Transition Review Group



Just Transition in Ireland

- ▶ EU START Programme and inclusion in Coal Regions in Transition Platform
- ▶ Just Transition Commissioner: Kieran Mulvey appointed in November 2019.
- ▶ **Funding:**
 - ▶ ESB contribution and ring-fenced carbon tax: €11ml for June 2019 Just Transition Fund 2020 (increased to €27.8ml)
 - ▶ €20ml for retrofit
 - ▶ €5ml peatland rehabilitation from EU - extra €108m from gov and BNM
 - ▶ €17.5bl Just Transition Fund under EU Just Transition Mechanism (in process).



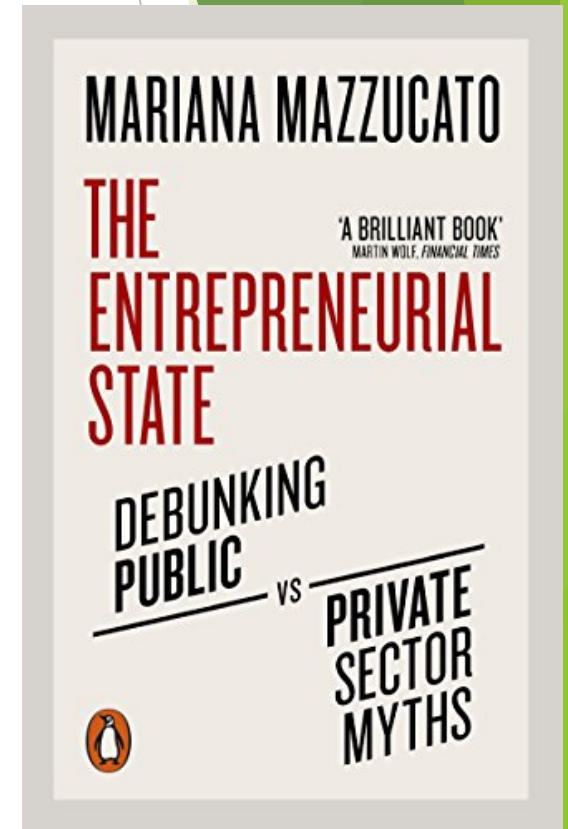
Just Transition Commissioner - Interim Report April 2020

- ▶ Dynamic voice emerging in the Midlands that wants to achieve transition, but funding is needed to realise it.
- ▶ Cushion immediate impacts of closures
- ▶ Opportunities for work, training, business in the area
- ▶ Centre of Excellence on Climate Action
- ▶ Funding must be multi-annual, certain and more of it needed.
- ▶ Cooperation and collaboration between local, regional and national agencies required.
- ▶ Matters of infrastructure - new proposals for Moneypoint and Bord na Móna lands such as artisan beers, biodiversity park, remote working.
- ▶ Focus on alternative jobs in tourism, heritage and leisure, incentivising green enterprises to build from and within the region rather than commuting to Dublin.
- ▶ But finance crucial.



Recommendations for Ireland since NESC Report

- ▶ Lack of concrete targets and definitions to guide definition of 'just' - leads to 'a la carte' justice.
 - ▶ Redrafted Climate Bill refers merely to employment.
 - ▶ Indicators needed - Just Transition Mechanism refers to the European Pillar of Social Rights, SDGs/doughnut economics/decent work agenda.
- ▶ Overarching targets and forum for deliberative process - Just Transition Review Group still missing though stated in Climate Action Plan 2019 and Ireland's National Energy and Climate Plan.
- ▶ Community Participation lacking - Climate Dialogue minimal engagement and no official mechanism to include issues raised in Climate Action Plan 2019
- ▶ Severe lack of data on vulnerability and human rights impacts of climate change in Ireland.
- ▶ Overarching questions - revitalising the role of states and communities - time to move from the capital facilitative, to the entrepreneurial state.



MARIANA MAZZUCATO

THE ENTREPRENEURIAL STATE

'A BRILLIANT BOOK'
MARTIN WOLF, FINANCIAL TIMES

DEBUNKING
PUBLIC

VS

PRIVATE
SECTOR
MYTHS



Paper on how liberalisation and part-privatisation of the ESB and Northern Ireland's energy system led to Ireland dropping from almost 100% renewable electricity in 1929 through the state-owned ESB, to continually missing our energy targets.

Out on the 15th of May in New Labour Forum Special Issue on Trade Unions, Renewable Energy and Just Transition, written with South African, Mexican and United States unions.

W.M Harland in the Financial Times
(1929):

‘The free State came into being, and ardent untried administrators, remembering that they had always been accused of being dreamers, seized on this chance of showing what they can do....they had thrown on their shoulders the not easy task of breaking what is in reality an enormous inferiority complex and the Shannon Scheme is one - and probably the most vital - of their methods of doing it.’





Duffy and Whyte (2017)

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Polish trade union Solidarity rejects climate science consensus

Published on 06/12/2018, 11:34am

In a joint statement with US denialist think-tank the Heartland Institute, Solidarity expressed scepticism of UN conclusions on the dangers of global warming



Solidarity is a historically important and influential trade union network in Poland (Pic: Flickr/Mariusz Cieszewski)

Fuel poverty described as 'astronomical' in Northern Isles

by Louise Glen

March 2, 2019, 7:55 am



Orkney MSP Liam McArthur



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Sponsored by DC Thomson Travel

Figures showing "astronomical" fuel poverty levels in Orkney – the highest in Scotland – have been condemned by the islands MSP.


DESMOGUK

CLEARING THE PR POLLUTION

Orkney: The 'Energy Islands' Penalised for Becoming Too Clean, Too Soon

Chris Silver | March 10, 2019

Read time: 12 mins



Energy inequality within the islands is a potent issue, too.

Robert Leslie, Energy Officer at Orkney Housing Association, describes the gap between 'energy rich' Orcadians — those with the means to invest their own capital in personally owned assets (such as a small turbine, solar panel, or electric vehicle) and the majority of 'energy poor' islanders. The latter pay exorbitant prices for electric heating and at the petrol pump.

Of the housing association's 772 tenants, 66 percent are in fuel poverty, with 22 percent in "extreme fuel poverty" where more than 20 percent of their income is spent on fuel costs.

For Leslie, this problem is captured in a single anecdote:

"A couple of years ago, I heard the story of a farmer who noticed that gaps were opening in the wood panelling in his hallway due to the fact he was heating it to such a degree, unable to put the electricity generated by his wind turbine into the grid."

"At the same time, a mile from that farmer's house on the edge of Kirkwall, I could visit a tenant who worried how many hot meals she could serve her children during the week as she watched the money count down on her prepayment electricity meter."

"The gap between Orkney's energy rich and energy poor might be small in distance, but it is huge in resource," he explains.



Ireland vs. Scotland's Just Transition Principle

- ▶ 'Climate justice' means the requirement that decisions and actions taken to reduce greenhouse gas emissions and to adapt to the effects of climate change **shall, in so far as it is practicable to do so**, safeguard the rights of the most vulnerable persons and **endeavour** to share the burdens and benefits arising from climate change;
- ▶ Section 6 (8)(k) the requirement for a **just transition** to a climate neutral economy **which endeavours, in so far as is practicable, to—**
 - (i) maximise employment opportunities, and
 - (ii) support persons and communities that may be negatively affected by the transition;

Scottish 35C Just transition principles

- (1) In this Act, the “just transition principles” are the importance of taking action to reduce net Scottish emissions of greenhouse gases in a way which—
- (a) supports environmentally and socially sustainable jobs,
 - (b) supports low-carbon investment and infrastructure,
 - (c) develops and maintains social consensus through engagement with workers, trade unions, communities, non-governmental organisations, representatives of the interests of business and industry and such other persons as the Scottish Ministers consider appropriate,
 - (d) creates decent, fair and high-value work in a way which does not negatively affect the current workforce and overall economy,
 - (e) contributes to resource efficient and sustainable economic approaches which help to address inequality and poverty.

Just Transition (Worker and Community Environmental Rights) Bill 2018

- ▶ “just transition” means the bringing together of workers, communities, employers and government in social dialogue to drive the concrete plans, policies and investments needed for a fast and fair transformation to a low carbon economy and to ensure that employment and jobs in the new economy are as decent and as well-paid as those left behind;