



People-Centered Climate Action

A Just Transition Guide
for Cities and Regions



PEOPLE-CENTERED CLIMATE ACTION: A JUST TRANSITION GUIDE FOR CITIES AND REGIONS

The ICLEI Guidebook for People-Centered Climate Action expands on ICLEI's proven GreenClimateCities (GCC) methodology to support equitable, people-centered climate action throughout planning, implementation, and monitoring. The Guidebook, while globally relevant, is particularly focused on the unique needs of cities and regions in the Global South. The Guidebook offers a practical, flexible set of guiding principles and activities to help local governments launch, assess, and strengthen just transition work. Grounded in illustrative city examples, the guidebook explores the interconnected dimensions and trade-offs of social equity and justice in climate action, and provides practical, actionable guidance and tools for local and regional governments worldwide.

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ABOUT ICLEI – LOCAL GOVERNMENTS FOR SUSTAINABILITY

ICLEI – Local Governments for Sustainability is a global network working with more than 2,500 local and regional governments committed to sustainable urban development. Active in 125+ countries, ICLEI influences sustainability policy and drives local action for low emission, nature-based, equitable, resilient and circular development. ICLEI's Members and team of experts work together through peer exchange, partnerships and capacity building to create systemic change for urban sustainability.

DESIGN

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CITATION

This publication should be cited as: "ICLEI - Local Governments for Sustainability (2026). People-Centered Climate Action: A Just Transition Guide for Cities and Regions".

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ABOUT THE GUIDEBOOK

Grounded in the proven GreenClimateCities™ (GCC) methodology for climate action planning, implementation, and monitoring, this Just Transition Guidebook supports cities and regions to deliver just outcomes (see definition in [Section 1.1. Defining a Just Transition: A Brief History](#)) across every phase of their climate action journey. Through illustrative city examples, the Guidebook will:

- Introduce a flexible set of Guiding Principles that can be used to launch a people-centered climate action journey or assess and strengthen the framework of existing actions.
- Explore the interrelated dimensions and trade-offs of social equity and justice that characterize effective just transition approach initiatives.
- Provide practical and actionable guidance and tools for Local and Regional Governments (LRGs) around the globe to support the development and implementation of their Just Transition strategy. This guide has a strong focus on the unique needs and opportunities of LRGs in the Global South.
- Introduce an expanded GCC methodology to help local practitioners embed just transition best practices in every phase of their climate action work (see [Annex 1](#)).



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Introduction



At the core of the Just Transition as a concept is the need to address socio-economic needs in planning and implementing sustainable development - an approach that lies at the heart of ICLEI's work. The concept is closely related to the topics of social justice, equity, and inclusion, reflecting a fundamentally people-centered approach grounded in local context.

In its earlier, narrower, use, "Just Transition" focused primarily on the shift away from fossil-fuel based industries and the necessary re-skilling of workers who would lose their jobs in the process of decarbonization. Over time the meaning of the term broadened to include all workers, and now reflects a whole-of-society approach. This broader understanding informs the definitions Just Transition used in this guide, which aims to empower local and regional governments (LRGs) to apply it as a framework for climate action.

As the scale and urgency of the transformation required to respond to climate change becomes clearer – and as it moves from vision to implementation – the urgent need to mitigate harm in those transformations has become clearer too. Beyond ensuring fairness, more and more actors recognize the opportunity before us: as we transform systems to respond to the climate emergency, we have an opportunity to transform them in the direction of justice. This is, ultimately, the focus of the Just Transition: to ensure that change in the direction of a more sustainable world is also change in the direction of a more just world. Local governments that fail to prioritize justice in their transition planning risk exacerbating – or worse, creating new forms of – inequality. Conversely, when Just Transition principles are prioritized early and often, local and other subnational governments can speed up implementation, design better solutions, and enhance the quality of life of their residents along the way. This guide is designed to support sub-national government leaders in low- and middle-income countries, i.e. the global majority, to integrate the principles of a Just Transition as they work to transform in the direction of a more sustainable world.

1.1 DEFINING A JUST TRANSITION: A BRIEF HISTORY

"Climate action must begin and end with people, and this is why the COP30 Presidency has made a just and inclusive climate transition a key priority in Belém."

— DENISE DORA
COP30 Special Envoy on Human Rights and Just Transition

Even as the concept of a Just Transition has gained momentum in the global consciousness, diverse definitions remain, from the Just Transition as an integrated framework for justice, to a theory of socio-technical transition, to a governance or legal strategy and a concept in public perception.¹ This guidebook embraces the broadest possible definition to encompass the centering of justice in all sustainability work.

1.1.1 ORIGINS IN LABOR UNION ORGANIZING (1970s-2000s)

The term "just transition" originates in the labor rights movement. It emerged in the late 1970s when the US Oil, Chemical, and Atomic Workers Union advocated for workers whose jobs were threatened by environmental regulations.² The International Labour Organization (ILO) was the first international body

¹ Wang et. al, 2021, *Just transition: A conceptual review*.

² Morena et. al, 2018, *Mapping Just Transition(s) to a Low-Carbon World*.

to formally define and institutionalize the concept of a Just Transition after it was increasingly used by labor unions in the 1990s. **In 2015, the ILO's Guidelines for a Just Transition toward Environmentally Sustainable Economies and Societies defined a Just Transition as:**

“a framework for a fair and inclusive process of economic, social, and environmental policy-making that enables all people to benefit from the shift toward environmentally sustainable economies, while ensuring the creation of decent work for all, social inclusion, and the eradication of poverty.”

The ILO's definition has since evolved to a broader focus on the critical role of social protection. **The ILO's 2023 Social Protection for a Just Transition Policy Brief³ includes the following definition:**

A just transition is a policy and operational framework (including a set of principles, processes and practices that produces plans, policies, investments and concrete measures) designed to move to net zero, green and decent jobs, the eradication of poverty, the enjoyment of the human right to social protection and thriving and resilient communities.

This includes ensuring adequate (social) protection against risks and impacts from the transition and climate change, actively promoting the “greening” of the economy while achieving social objectives and leaving no one behind – by enabling everyone to contribute to and benefit from the transition to a sustainable economy and society.

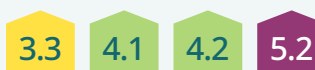


³ ILO, 2023, *Social protection for a just transition (Just Transition Policy Brief)*.

CASE STUDY 1: SOUTH AFRICA'S PIONEERING INVESTMENT IN A JUST TRANSITION

In 2016, Eskom, the South African state-owned electricity supply company and the largest electricity producer in Africa, announced that it would decommission six coal power plants. Faced with 50,000 direct and indirect job losses, the National Union of Mineworkers (NUM) launched mass protests that reverberated across the country, exposing the complex relationship between decarbonisation and human wellbeing.⁴ Labour and government actors eventually recognised that a coal-to-clean-energy shift, while imperative to the country's – and the planet's – survival, carried real risks for jobs, livelihoods, and local economies if justice was not put at the center.

South Africa has now emerged as a global leader in the Just Transition; with the introduction of its Just Transition Framework and the high-profile Just Energy Transition Investment Plan (JET IP), South Africa has committed to aligning the phase-out of coal dependence with job protection, upskilling, economic renewal, and inclusive governance.⁵



The numbers indicate the Activities most relevant to a specific case study.

1.1.2 DEFINITION BY THE IPCC AND INCORPORATION INTO THE PARIS AGREEMENT

In 2015, the Paris Agreement explicitly referenced Just Transitions in its preamble, stating that Parties “should take 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”.⁶ This historic moment marked the first time that social dimensions of climate action, in particular issues related to justice, were formally recognized in an international climate treaty.

In the Intergovernmental Panel on Climate Change (IPCC) AR6 Glossary, a Just Transition is defined as:⁷

A set of principles, processes and practices that aim to ensure that no people, workers, places, sectors, countries or regions are left behind in the transition from a high-carbon to a low-carbon economy. It stresses the need for targeted and proactive measures from governments, agencies and authorities to ensure that any negative social, environmental or economic impacts of economy-wide transitions are minimised, while benefits are maximised for those disproportionately affected.

Key principles of just transitions include: respect and dignity for vulnerable groups; fairness in energy access and use, social dialogue and democratic consultation with relevant stakeholders; the creation of decent jobs; social protection; and rights at work. Just transitions could include fairness in energy, land use and climate planning and decision-making processes; economic diversification based on low-carbon investments; realistic training/retraining programs that lead to

⁴ Climate Investment Funds, 2020, *Supporting just transitions in South Africa*.

⁵ Presidential Climate Commission, 2022, *South Africa's Just Transition Framework*

⁶ United Nations, 2015, *Paris Agreement*.

⁷ Intergovernmental Panel on Climate Change, *Glossary*.

decent work; gender-specific policies that promote equitable outcomes; the fostering of international cooperation and coordinated multilateral actions; and the eradication of poverty. Lastly, just transitions may embody the redressing of past harms and perceived injustices (ILO 2015; UNFCCC 2016).

Building on the ILO's definition, the current IPCC definition encompasses a broad range of actions, but a relatively narrow view of sectors. Critiques of the IPCC's definition of Just Transition center on its singular emphasis of carbon-reduction strategies in lieu of broader climate action.

1.1.3 EXPANDING THE DEFINITION TO ENCOMPASS A BROADER CONCEPT OF JUSTICE

Justice issues in climate action stem not only from the decline of fossil fuel industries but also from unequal distribution of the risks and benefits of sustainability work writ large. Since 2016, definitions of Just Transition have expanded to include a whole-of-society approach that recognizes the scale of systemic transformation needed to meet global climate goals.

Support for a coordinated Just Transition that centers the critical role of local and other subnational governments has grown thanks to the sustained effort of communities and local leaders. The first high-level ministerial roundtable on Just Transition was held at the climate COP28 in Dubai in 2023. Ravi Bhalla, then the Mayor of Hoboken and ICLEI US Board Member, now a State Representative, spoke on behalf of the Local Governments and Municipal Authorities (LGMA) Constituency. He shared that “when you put people at the center of the Just Transition, you realize the story can be one of opportunity.”⁸ As Bhalla shared, by bringing people together around the transition, focusing on the needs of workers, following clear transition roadmaps designed for people, and centering local solutions, cities and regions can create opportunities.

COP30 in Belém in November 2025 marked a global shift toward ensuring that climate mitigation and adaptation policies not only reduce emissions but also generate fair employment, protect vulnerable groups, and deliver tangible social benefits, reinforcing that a Just Transition is indispensable for achieving both ambitious and equitable climate action. At COP30, parties advanced Just Transition from an abstract idea to a fundamental part of global climate efforts by adopting the Belém Action Mechanism (BAM). Governments pledged to include people-focused, equity-driven initiatives in their Nationally Determined Contributions (NDCs) and long-term plans, explicitly addressing workers, informal economies, Indigenous Peoples, and frontline communities.

1.1.4 TOWARDS LOCALLY-LED PEOPLE-CENTERED CLIMATE ACTION

At COP30, the LGMA Constituency, under the leadership of ICLEI as the Constituency Focal Point organization, as part of the LGMA COP30 Joint Position⁹, advanced a clear message: a Just Transition must be people-centered, place-based, and grounded in lived realities, not defined solely by sectors, technologies, or economic indicators. While decarbonization and green investment are essential, climate action is not just unless it secures decent work, protects vulnerable groups, addresses systemic inequality, and ensures meaningful participation in decision-making.

As the level of government closest to communities, local and other subnational governments see firsthand how climate impacts intersect with poverty, informality, and historical injustice. The LGMA Constituency

⁸ Bhalla, R., 2023, *LGMA COP28 intervention*

⁹ Dearman, A., & Walker, T., 2025, *LGMA guidance for COP30 negotiators*



emphasizes inclusive governance, social dialogue, and direct access to finance so local governments can translate national commitments into tangible social benefits. A Just Transition must ultimately deliver not only a low-carbon economy, but thriving, resilient, and equitable communities.

This guidebook uses the broader view of a Just Transition as a whole-of-society approach to sustainable transformation. Building on ICLEI's Equitable Development Pathway, this guide empowers local and regional governments to operationalize this expanded understanding of a just transition, transforming it from a concept into a tangible framework for action.

1.2 THE DEVELOPMENT OF THE GUIDEBOOK

1.2.1 BASELINE ANALYSIS OF CDP-ICLEI TRACK DATA

The following framework and principles are supported by a baseline analysis of over a thousand subnational governments' self-reported data in the CDP-ICLEI Track climate reporting framework from 2022-2025. The analysis, conducted over four years, sought to understand how local governments are – or are not – integrating just transition principles into their climate strategies today and where gaps remain.

The data shows a clear, though still limited, rise in the development of Just Transition-focused planning. The number of local governments reporting a Just Transition Plan increased modestly from 15 in 2023 to 18 in 2024, before rising more sharply to 30 in 2025. While these plans still represent a minority of reporting jurisdictions, the trend signals growing recognition that climate action must explicitly address social and economic impacts. The implementation of Just Transition Principles, however, is most effective when integrated into all stages of climate action planning. Evaluation of how reporting jurisdictions assess the wider environmental, social, and economic benefits of their climate action works shows that while these considerations are increasingly front-of-mind, progress towards the inclusion of just transition principles is skewed towards the "Planning" stages of climate action. 74% of reporting jurisdictions report assessing the environmental, social, and economic opportunities and benefits of climate action in the Planning stage, but only 61% in the Implementation stage, and 44% in the Monitoring & Evaluation stage.

To analyze further, relevant keywords were grouped under four categories of justice: Recognition, Procedural, Distributive, and Restorative (see Annex 2). This revealed that concepts related to Procedural Justice, such as stakeholder engagement and participatory processes, dominated the responses at 53%, followed closely by Recognitional Justice concepts at 45%. By contrast, Distributive Justice keywords are mentioned far less frequently (22%), and Restorative Justice even less (7%). This indicates that while many local governments are improving how decisions are made and whose voices are acknowledged, far fewer are addressing how benefits and burdens are shared or how past harms are repaired. The data highlights a critical finding: while ambition is growing, major gaps in practical implementation remain. There is a clear opportunity for local governments to move beyond aspirational language and embed justice and equity into the core of their climate strategies.



1.2.2 EXPANDING THE GREENCLIMATECITIES™ METHODOLOGY: INTEGRATING JUST TRANSITION PRINCIPLES INTO CLIMATE ACTION PLANNING

To translate baseline data insights into actionable practice, this Guidebook builds on and expands ICLEI's GreenClimateCities™ (GCC) methodology, a proven climate action methodology designed to support cities through structured planning and delivery toward climate neutrality. GCC is a structured, implementation-oriented climate action framework designed to help cities move from ambition to measurable results.

The GCC methodology organizes climate action into three iterative phases—Analyze, Act, and Accelerate—covering the full policy cycle from diagnostics to delivery and monitoring. It supports cities to:

- Establish robust baselines for emissions, climate risks, and institutional capacity;
- Prioritize and design mitigation and adaptation actions aligned with science-based targets;
- Integrate climate actions into core development, infrastructure, and investment plans; and
- Track progress through monitoring, reporting, and verification systems that enable course correction and scaling.

With the GCC methodology as an underpinning for this work, this Guidebook offers a practical, context-sensitive bridge from diagnostic insights (e.g., where justice dimensions are under-represented or drop off in later stages) toward a methodological pathway local governments can follow to embed just transition principles across all phases of climate action planning, implementation, and monitoring.

Whether national governments have established comprehensive just transition frameworks, sector-specific social transition policies, or no formal guidance at all, this Guidebook provides practical, city-level steps to enhance climate action planning and delivery. By embedding people-centered and place-based considerations into the GCC methodology, local governments can improve not only the fairness of their climate strategies, but also their speed, scale, and impact, ensuring that climate goals are achieved and sustained over time.

1.3 JUST TRANSITION IN THE CONTEXT OF DEVELOPING ECONOMIES

A key component of just transition is the principle of “Common But Differentiated Responsibilities” (CBDR) that originated at the Earth Summit in Rio de Janeiro in 1992. The principle acknowledges that all governments share the obligation to address environmental destruction but that the proportions of such responsibility are differentiated. Historically, developed economies have overwhelmingly contributed to environmental degradation in comparison to developing ones and they also have a different set of financial and technical capabilities that they can dedicate to environmental action.¹⁰

Similarly, at the local level, acknowledging that not all actors contribute equally to environmental impacts and are affected differently by environmental changes and environmental initiatives is the starting point of any just transition endeavor.

A just transition should allow communities to not just survive climate and environmental changes but flourish within the emerging renewable and sustainable economy. This is especially true in the Global South where developmental concerns may take precedence on national policy agendas.

⁸ Pillai, P., 2022, *Thirty years of common but differentiated responsibility*.



Hence, in subnational territories with developing economies, a just transition is strategically positioned at the intersection of climate and development concerns. In these contexts, alignment of sustainability and development policies and goals are critical to gaining support and ensuring the overall consistency of a just transition. Challenges that require additional attention when adopting just transition in developing economies include:¹¹

- **Informality:** A significant portion of the labor market in developing economies is informal and lacks union representation, making it vulnerable to potential job losses resulting from the transition to clean energy or other sustainability measures in the energy, waste and food sector;
- **Land rights:** Land rights are not always well-defined, regulated, or recognised which can leave indigenous communities vulnerable when infrastructure projects or investments change the organization of their territory; potentially leading to displacement;
- **Natural resources and culture:** Access to natural and cultural resources, such as forests, is part of the spiritual and cultural identity of some communities, which creates negative social impacts where access becomes more restricted as a result of measures to tackle climate change;
- **Unmet basic needs:** Persistent poverty, inadequate energy access and food insecurity make implementing sustainability measures more complex underscoring their importance in the just transition;
- **High vulnerability to environmental changes:** Developing countries are particularly vulnerable to the impacts of climate change and biodiversity degradation primarily because of their limited access to financial resources and technologies necessary for adaptation and resilience. Moreover, those most in need of support are often less aware of the transitions they may be facing, and/or less able to access support;
- **Education and technology barriers:** Limited access to education or training programs to transition to low emission economies makes it difficult for vulnerable populations to integrate into new green sectors. This can exacerbate existing social inequalities.

Ultimately, the shift away from fossil fuels and toward sustainable economies does not guarantee that everyone will participate fully in the new economy. Addressing these issues requires a tailored, place-based approach that acknowledges historical and social contexts. Without careful attention to just transition principles, this transformation has the potential to deepen existing inequalities – with them, it has the potential to create new pathways for inclusive prosperity.

⁹ Atteridge et al., 2022, *Exploring just transition in the Global South*.

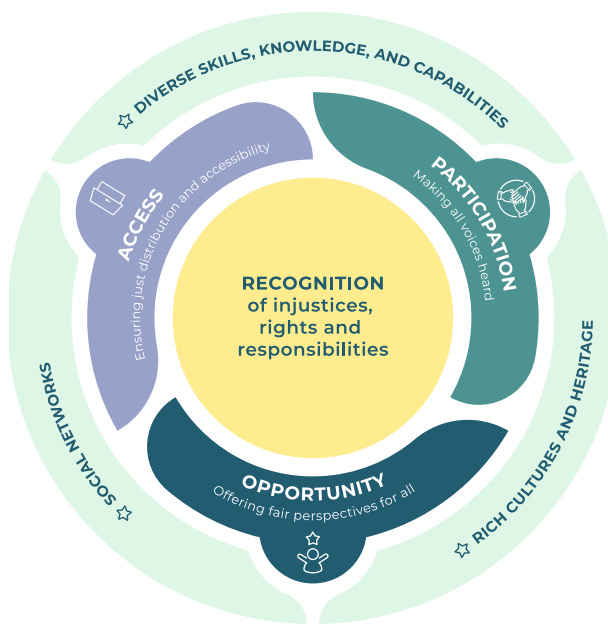


1.4 WHAT IS JUST? FRAMEWORKS FOR PEOPLE-CENTRIC PLANNING

1.4.1 ICLEI SOCIAL EQUITY FRAMEWORK¹²

Through the Urban Transitions Alliance, ICLEI collaborated with cities around the world to develop a methodology to map the social equity outcomes of local sustainability plans across three dimensions: **access, participation, and opportunity**. These encircle the central step of recognizing rights and responsibilities, and are supported by the outer ring, which represents community assets.

The framework recognizes that to achieve equitable outcomes, it is necessary to develop a localized, practical understanding of what equity means for a given project or program. The three-part framework can be used to ensure that equity is considered throughout all stages of a project, from planning and design to communication and monitoring.



ICLEI Social Equity Framework.

Access: Consider how access may be limited by geography, demographics, or economic barriers, identify gaps, and provide targeted support to increase access for those whose access is limited.

Participation: Programs created with communities, rather than for them, are more likely to meet local needs and deliver long-term impact; inclusive co-creation often calls for new methods to ensure all voices are heard.

Opportunity: Creating fair opportunities for all may mean looking beyond immediate needs to long-term outcomes. From employment and training to equitable planning for energy consumers, it's critical to consider how all can benefit from transformative change.

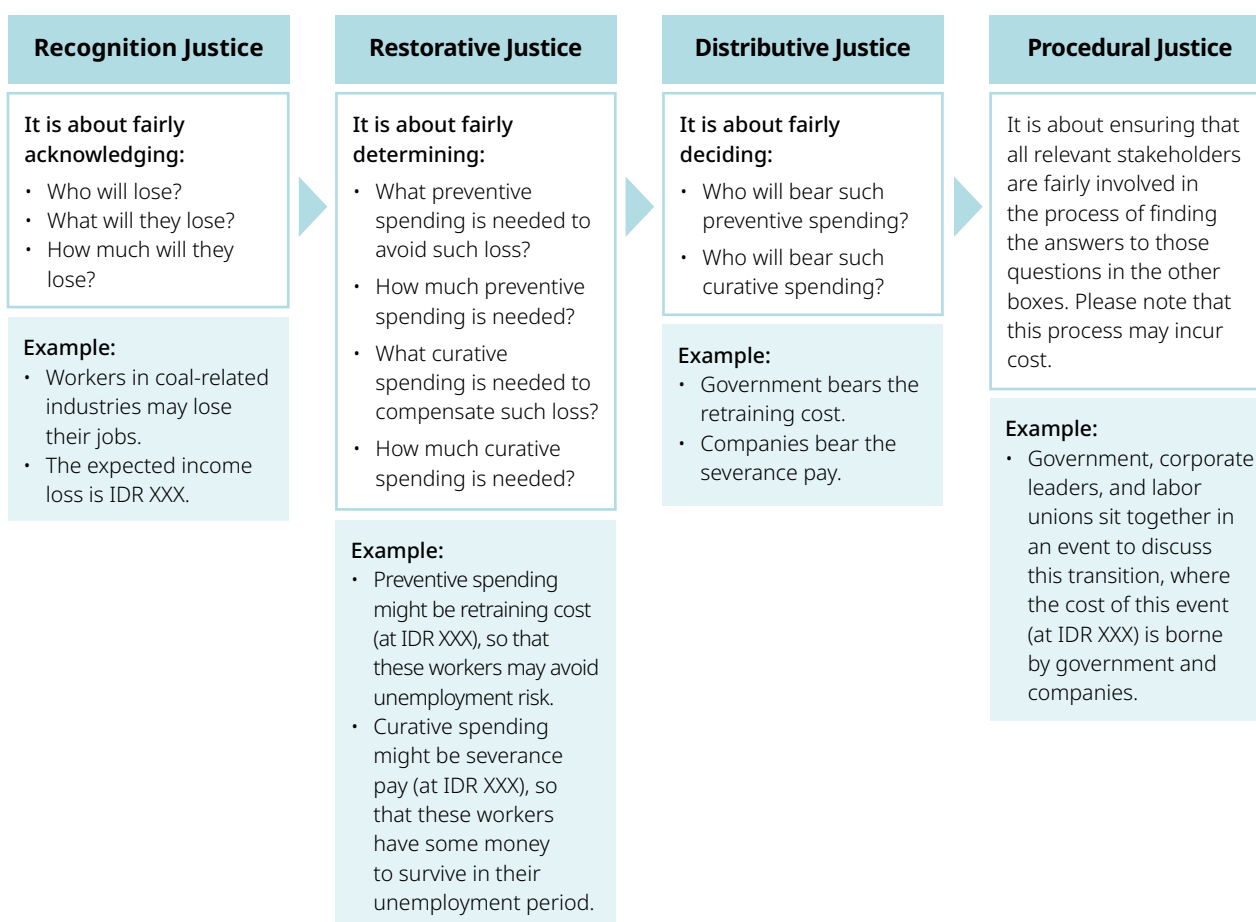
1.4.2 THE FOUR DIMENSIONS OF JUSTICE

Applying a justice lens helps ensure that the needs of vulnerable groups are not only acknowledged but actively prioritized in transition planning. Local governments can use the four dimensions of justice as a framework to guide decisions and engagement:

- **Recognitional justice: Who is affected?**
Respect and value the diverse identities, cultures, and lived experiences of vulnerable groups. This means recognizing historical inequities, addressing structural barriers, and incorporating local and traditional knowledge into strategies. Honest conversations about past harms are a critical step in building trust and facilitating transformative change in step with sustainability transitions.

¹² ICLEI, 2025, *From Incentivizing to Enabling. A practitioner's guide to equitable climate action in cities.*

- Distributive justice: How are costs and benefits shared?**
 Assess how the costs and benefits of transition measures are shared. Ensure that vulnerable groups receive fair access to new opportunities (like training programs, clean energy subsidies) and are protected from disproportionate burdens (e.g., rising utility prices). Distributive justice is about fairly distributing responsibility and impact.
- Procedural justice: How do processes equitable include all voices?**
 Guarantee that all affected groups have a meaningful voice in decision-making. This requires creating accessible and inclusive processes that allow groups made vulnerable by existing systems, indigenous peoples, and other underrepresented groups (see [Table in Principle 1, Activity 1](#)) to participate fully in shaping policies and projects. This might mean building new organizations or tools to facilitate ongoing engagement.
- Restorative justice: How to compensate for the harm done?**
 Restoration can include compensation for carbon emissions, restoration of natural areas, funding for re-employment or re-skilling, and more. Curating spending may be necessary to establish trust and a sense of fairness, especially if the community perceives the presence of unaddressed past harm.



Four Types of Justice. Figure adapted from: Siagian et. al, 2025, *Climate Policy Initiative* (based on Dijkshoorn et al., 2022)



2

Five Principles for a Just Transition



The Five Principles for a Just Transition expand on the proven GreenClimateCities™ climate action planning framework and reflect years of shared learning, experimentation, and collaboration among ICLEI’s global network of cities, regions, and partners.



Together, the Five Principles provide a shared guide for action. They are not merely a checklist but an invitation for cities and regions to collaboratively create ambitious, inclusive, and sustainable pathways that align climate goals with social equity. Designed to direct efforts throughout the entire climate lifecycle, the principles are intended to evolve, supporting local governments as they learn, adapt, and lead just transitions over time.

Analysis of voluntary reports from local and regional governments has shown that many cities already acknowledge the social dimensions of climate action, often through co-benefits such as improved air quality, energy affordability, enhanced livelihoods, and increased resilience. However, a common challenge remains: translating these intentions into intentional, structured, and long-term just transition strategies that are embedded within governance, planning, and investment decisions. Continued research, qualitative analysis, and collaboration with academic and institutional partners have clarified the necessary conditions for progressing from isolated actions to systemic change.

These insights were progressively tested and refined through ICLEI’s GreenClimateCities™ Program, updated training materials, case studies, and the Transformative Actions Program, ensuring that the principles are grounded in real-world practices and diverse local contexts.

This work furthers ICLEI’s Equitable Development Pathway and builds on the foundation of the [Malmö Commitment on Inclusive & Equitable Communities](#).

In this section, all Principle tabs are interactive: Jump from one principle to another with a click.

<p>Engage a diverse mix of stakeholders</p>	<p>#1</p>
<ul style="list-style-type: none"> • Identify who needs to be involved in the process • Design inclusive engagement strategies to develop a baseline understanding 	
<p>Formalize a multi-stakeholder process</p>	<p>#2</p>
<ul style="list-style-type: none"> • Design processes to encourage transparency, accountability, and co-ownership of solutions 	
<p>Create a shared vision for the future</p>	<p>#3</p>
<ul style="list-style-type: none"> • Collaborate to understand the problem space • Identify trade-offs and level of ambition • Collaborate with stakeholders to identify synergistic opportunities 	
<p>Co-design and implement solutions</p>	<p>#4</p>
<ul style="list-style-type: none"> • Co-develop strategies with stakeholders and communities • Co-develop Key Performance Indicators (KPIs) with stakeholders and communities 	
<p>Invest in the long-term with future resilience in mind</p>	<p>#5</p>
<ul style="list-style-type: none"> • Develop the infrastructure to continuously monitor and improve • Plan for long-term funding and financing of those groups and sectors 	





Principle #1: Engage a diverse mix of stakeholders

A just transition starts with people. A critical first step to reducing inequality is to identify who needs to be involved early on. Investing in this first step builds trust and plants the seeds for greater co-ownership and implementation efficiency later on. Collaboration always comes with complexity, and internal advocacy work may be needed within local governments in order to prove the value of investing in multi-stakeholder collaboration. The following tools and case studies show how effective such collaboration can be in designing a just transition.



#1 Engage stakeholders

#2 Formalize the process

#3 Create a shared vision

#4 Co-design and implement

#5 Invest in the long-term

ACTIVITIES

- 1 IDENTIFY WHO NEEDS TO BE INVOLVED IN THE PROCESS
- 2 DESIGN INCLUSIVE ENGAGEMENT STRATEGIES TO DEVELOP A BASELINE UNDERSTANDING OF THE NEEDS, PRIORITIES, AND INTERESTS OF THOSE GROUPS AND SECTORS



ACTIVITY 1: IDENTIFY WHO NEEDS TO BE INVOLVED IN THE PROCESS

IDENTIFY KEY STAKEHOLDER GROUPS

A just transition puts those who are impacted at the center of decision making and begins with a simple but critical question: who should be involved? People made vulnerable by existing systems are often disproportionately impacted by economic and environmental change. Stakeholder mapping is a powerful tool to ensure a diverse mix of voices are centered in the process.

GROUPS OFTEN MADE VULNERABLE BY EXISTING SOCIAL AND ECONOMIC SYSTEMS

Ethnicity/Race	Economic status	Age	Gender	Disability/Illness	Other
Indigenous People	Low income	Children / Youth	Women & girls	Physical disabled	Low education
Cultural and religious minorities	Unemployed / No income	Elderly	LGBTQ*	Mental & emotionally disabled	Parental or otherwise stay at home
Racial minorities	Homeless			Chronic illness	Incarcerated / Ex-prisoners
Ethnic minorities	Informal workers			Mental illness	Low literacy levels
Migrant communities				Other	

IDENTIFY VULNERABLE SECTORS

This process also requires recognizing the key sectors most exposed to transition impacts. While the energy sector is often the starting point, related industries such as transport, construction, and manufacturing, as well as indirect sectors like healthcare, education, tourism, and informal economies, must also be considered. These sectors may either face disruption or serve as important absorbers of workers transitioning out of high-emission industries.

IDENTIFY INTERSECTIONS AND LINKS BETWEEN VULNERABILITIES

A just transition acknowledges the intricate interplay among diverse stakeholders and their collective contributions in crafting a future that is both fair and sustainable. This requires looking at the intersections of vulnerable populations and the sectors they depend on. By mapping where risks and opportunities overlap, governments can design measures that both prevent harm and create pathways for inclusion. For example, retraining programs can be tailored to workers in declining industries, while indigenous communities may need safeguards for land rights and opportunities to contribute traditional knowledge to climate solutions.

ACTIVITY 2: DESIGN INCLUSIVE ENGAGEMENT STRATEGIES TO DEVELOP A BASELINE UNDERSTANDING OF THE NEEDS, PRIORITIES, AND INTERESTS OF THOSE GROUPS AND SECTORS

After mapping has been identified, the next step is to understand their needs, priorities, and interests directly from their perspective. Engagement should go beyond consultation to create meaningful dialogue that builds trust and ensures affected communities shape the transition process. This will inform how to shape your multi-stakeholder engagement processes in Principle #2.

KEY CONSIDERATIONS FOR DESIGNING INCLUSIVE ENGAGEMENT

- **Work in partnership with community groups:** Where local initiatives already have established community ties, collaboration with existing groups leverages their organizing power; effective collaboration benefits both community groups and local governments.
- **Meet people where they are:** Use familiar and accessible venues, formats, and languages to reduce barriers to participation. This requires an understanding of how vulnerable groups receive information and participate in civic activities today; e.g., groups may or may not be comfortable with digital tools.
- **Overcome legacy and capacity gaps:** Acknowledge past exclusions, rebuild trust through transparency, and provide support (e.g., translation, childcare, stipends) so all voices can be heard.
- **Diversify methods:** Combine workshops, surveys, focus groups, and one-on-one interviews to capture different perspectives. Digital tools can complement—but not replace—in-person dialogue, especially for marginalized groups.
- **Ensure continuity:** Engagement should not be one-off. Establish feedback loops so communities see how their input influences decisions. An ideal process includes multiple touchpoints.

By creating engagement strategies that are inclusive, ongoing, and responsive, local governments can strengthen legitimacy, identify solutions that reflect lived realities, and reduce the risk of reinforcing existing inequalities.

RESOURCES

- 📄 **[ICLEI TOOLKIT FOR LOCAL GOVERNMENTS AND COMMUNITY-LED INITIATIVES:](#)** A collection of tools to support collaborative governance for just sustainability transitions.
- 📄 **[CITY WORKS STAKEHOLDER MAPPING:](#)** This stakeholder mapping tool follows a process oriented approach to support vertical integration.
- 📄 **[ILO REFERENCE GUIDE ON EMPLOYMENT IMPACT ASSESSMENT:](#)** This document sets out guidelines on employment impact assessments.
- 📄 **[EUARENAS TOOLBOX OF EXPERIMENTAL PARTICIPATORY METHODS:](#)** A comprehensive resource designed to democratise decision-making by harnessing the power of participatory democracy tools.
- 📄 **[INSTITUTE OF DEVELOPMENT STUDIES PARTICIPATORY METHODS:](#)** Handbooks, case studies, and tools that enable people to play an active and influential role in decisions that affect their lives.

CASE STUDY 2: LOCAL GOVERNMENTS BUILDING THE INFRASTRUCTURE FOR MULTI-STAKEHOLDER COLLABORATION IN THE PHILIPPINES

Across the Philippines, local governments are advancing a just energy transition by democratizing energy planning, expanding community-owned renewable systems, and institutionalizing multi-stakeholder governance structures. In 2023, ICLEI Southeast Asia supported the local government of Borongan in the Eastern Samar Province in launching its energy democratization journey.¹³

The recommended Just Energy Transition framework proposed three working groups: a Multistakeholder Energy Committee, a Technical Working Group, and a Policy and Program Adoption Group. To determine the representation needed in the Multistakeholder Energy Committee, local governments first conducted an initial stakeholder mapping to ensure a comprehensive mix of voices, with a particular emphasis on non-profit and civil society organizations, especially those that represent women, farmers, and fisherfolk. ICLEI Southeast Asia and Oxfam Pilipinas coordinated with local governments to facilitate initial dialogues where participants felt safe and comfortable sharing openly with each other.

Building on the advocacy work by ICLEI and Oxfam, in April 2025, the city government of Borongan signed an executive order to formally establish a Just Energy Transition Multi-Stakeholder Committee (JETMSC) as a mechanism to ensure the equitable distribution of renewable energy investments, especially across the most vulnerable sectors.¹⁴

The Borongan City JETMSC is composed of seven groups with different duties and functions: the Policy and Program Advisory Group, Technical Working Group, Secretariat, Research and Development Support Group, Policy & Program Alignment and Resources Support Group, Advocacy and Co-implementation Group, and the Information and Dissemination Group. Partnership across government agencies, the private sector, NGOs, and civil society groups is critical to the framework.



Stakeholder consultation and training workshops.
Photo credits: ICLEI Southeast Asia Secretariat

The group will develop the city's Local Energy Plan, which, after approval, will be incorporated into its Comprehensive Development Plan as its Energy Component. In Borongan, the value of meaningful inclusion of diverse stakeholders beyond passive engagement is clear: by breaking down silos to put the community in the driver's seat, local governments can ensure that a shift towards renewable energy offers a path to true, sustainable, and democratic energy security.

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¹³ Cabacungan et. al, 2023, *Towards energy equity*.

¹⁴ Eastern Samar Province, 2025, *Borongon City creates Just Energy Transition Multi-stakeholder Committees*.



Principle #2: Formalize a multi-stakeholder process

A just transition requires more than good intentions: it depends on clear, credible, and transparent governance. Local and regional governments should consider establishing new institutions, departments, or roles to strengthen coordination both vertically (across levels of government) and horizontally (across sectors and agencies). In some cases, adopting a dedicated Just Transition Policy document (rather than embedding the concept only within existing plans) can provide greater clarity, accountability, and targeted implementation.

Commitment at the political and administrative levels is essential, not only to mitigate potential adverse impacts but also to seize opportunities for lasting community benefits. This may involve forming a dedicated team or unit, supported by well-defined institutional arrangements, to proactively drive and oversee just transition initiatives.

#1 Engage stakeholders

#2 Formalize the process

#3 Create a shared vision

#4 Co-design and implement

#5 Invest in the long-term

ACTIVITIES

- 1 DESIGN PROCESSES TO ENCOURAGE TRANSPARENCY, ACCOUNTABILITY, AND CO-OWNERSHIP OF SOLUTIONS

ACTIVITY 1: DESIGN PROCESSES TO ENCOURAGE TRANSPARENCY, ACCOUNTABILITY, AND CO-OWNERSHIP OF SOLUTIONS

Strong governance for a just transition depends on clear leadership, adequate resources, well-defined roles, inclusive engagement, and accountability mechanisms.

FORMALIZE POLITICAL AND ADMINISTRATIVE LEADERSHIP

Begin by ensuring that political leaders and senior administrators understand and support just transition. This may involve internal advocacy to communicate the benefits of a just transition in order to help secure support and resources. Introductory briefings and workshops can help build awareness of both risks and opportunities. Formal commitments like a council resolution, mayoral statement, or public declaration can reinforce the seriousness of the effort and provide a mandate for action.

DEVELOP STRONG MULTI-STAKEHOLDER GROUPS AND EMPOWER THEM IN DECISION-MAKING

As in many case studies highlighted here, forming a strong multi-stakeholder advising body is a critical step in designing a just transition. Developing a structure, format, and coordination plan for how to ensure the success and effective engagement of that group requires co-design with stakeholders themselves and may require ongoing iteration. Internal resources must be dedicated to facilitating the ongoing management of multi-stakeholder bodies.


CLARIFY DEPARTMENTAL ROLES AND RESPONSIBILITIES


Consider nominating a political and staff champion to lead the process internally. Define clear responsibilities for all participating departments. Consider establishing structures around three core functions: (i) policy and strategy, (ii) implementation, knowledge management, and reporting, and (iii) sectoral planning, budgeting, and coordination. Early clarity helps avoid duplication and strengthens accountability.

EMBED ACCOUNTABILITY AND KNOWLEDGE-SHARING MECHANISMS

Set up systems that record and share how stakeholder input is considered and acted on. This may include shared files, public dashboards, or regular progress updates. Ensure all participants have access to information in clear, user-friendly formats. Equipping stakeholders with knowledge of the local government's mandate and process helps set realistic expectations and encourages constructive dialogue.

RESOURCES

 **ICLEI ACCCRN TOOLKIT:** ICLEI's *ACCCRN (Asian Cities Climate Change Resilience Network) Process Toolkit* introduces Shared Learning Dialogues (SLDs) as a stakeholder consultation methodology and highlights how SLDs enable multi-directional information exchange.

 **ICLEI TOWN HALL COPs TOOLKIT:** Similar to a Shared Learning Dialogue (SLR), ICLEI's Town Hall COPs toolkit provides a framework for the design of inclusive and impactful events that facilitate meaningful dialogue with a diverse group of stakeholders.

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Formalize
the process

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CASE STUDY 3: THE REALITIES OF SOCIAL AND ECONOMIC COAL-DEPENDENCE IN RAMGARH, INDIA¹⁵

Jharkhand is one of India's most coal-dependent states – it holds 40% of the country's mineral wealth and over a quarter of its coal reserves. Residents rely heavily on coal for their livelihoods, from formal employment to informal coal scavenging and the cycle-wallah” coal trade. 9 out of 10 households rely on locally sourced coal for cooking. Recognizing the socioeconomic risks of coal decline, the Government of Jharkhand established the Task Force on Sustainable Just Transition in November 2022 to guide a shift toward a non-fossil-fuel-based, climate-compatible economy. The Task Force (India's first of its kind) works across eight thematic areas, including coal transition, energy, livelihoods, green hydrogen, sustainable mobility, decarbonisation, finance, and institutional frameworks. It is developing a coal transition roadmap, mine-closure and reclamation strategies, district-level diversification plans, and financial mechanisms to support a low-carbon pathway. As Jharkhand begins the highly complex process of transforming away from coal dependence, these early institutional efforts are a critical first step toward ensuring that the transformation leaves no one behind.

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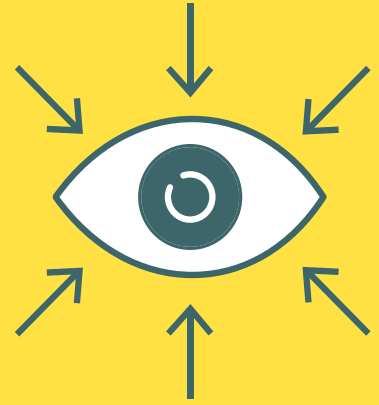
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¹⁵ Task Force-Sustainable Just Transition (n.d.), Jharkhand.

Principle #3: Create a shared vision for the future



To ensure a just transition, tailoring solutions to a place is critical to ensure resilience and protection of the territory, its infrastructure, and people. Avoid one-sized-fits-all approaches. As every transition has different starting points and objectives, as well as a localised definition of what a just transition might mean, just transition will invariably look different in every city/region. Tailoring the principles and tools to your context is a critical first step.

Businesses, labor unions, and civil society organizations are often central to making these solutions possible—whether by creating new employment pathways, providing training opportunities, or co-financing community benefits. Engaging these stakeholders early and openly not only builds trust but also ensures that solutions are practical, adequately resourced, and aligned with the needs of those most affected. By fostering this collaboration, local/regional governments can design transition strategies that balance immediate fairness with long-term resilience.

#1 Engage stakeholders

#2 Formalize the process

#3 Create a shared vision

#4 Co-design and implement

#5 Invest in the long-term

ACTIVITIES

- 1 COLLABORATE TO UNDERSTAND THE PROBLEM SPACE AND IDENTIFY CHALLENGES AND OPPORTUNITIES
- 2 IDENTIFY TRADE-OFFS AND LEVEL OF AMBITION
- 3 COLLABORATE WITH STAKEHOLDERS TO IDENTIFY SYNERGISTIC OPPORTUNITIES UNIQUE TO THE PLACE

ACTIVITY 1: COLLABORATE TO UNDERSTAND THE PROBLEM SPACE AND IDENTIFY CHALLENGES AND OPPORTUNITIES

Before working to ensure that a proposed shift will not exacerbate inequalities, it is essential to understand the unique context of a given place, including its history, geography, and existing conditions. This can happen at multiple scales, whether in-depth mapping and analysis or a higher level approach using desktop research.

Cities are shaped by layers of past decisions, policies, and social dynamics, all of which shape its current conditions. Even if you are rooted in the place in question, it's important to conduct an initial assessment of the context and be open to additional layers of information that you might otherwise have missed. Historical patterns of industrial development, disinvestment, evolving cultural practices or environmental degradation can create inequalities that are interwoven and complex. An understanding of these overlaps can both ensure that such inequalities are not deepened, but can also uncover creative solutions to support your work.

KEY STEPS TO TAKE WHEN CONDUCTING A CONTEXT ANALYSIS

- Learn directly from those most impacted or those at future risk. Leverage the tools in [Principle 1](#), [Activity 2](#) to center the voices of vulnerable populations by existing systems to avoid deepening inequalities.
- Analyze the most significant factors contributing to vulnerabilities and unequal access to co-benefits.
- Identify data sets that allow to identify areas or populations most at risk or least serviced. It's also important to identify gaps in available data to explore how these might be filled in collaboration with stakeholders in the next step.
- Compile a baseline synthesis report to share contextual findings with stakeholders and communities and verify your understanding – it's important to leave room for engagement to evolve and shape your understanding. A synthesis report or summary materials allow for the development of a shared understanding with key groups and give others a way to provide feedback and fill gaps.



East Kalimantan's Regional Consultation Forum. Photo credits: [JET-CR Knowledge Hub](#)

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Create a shared vision

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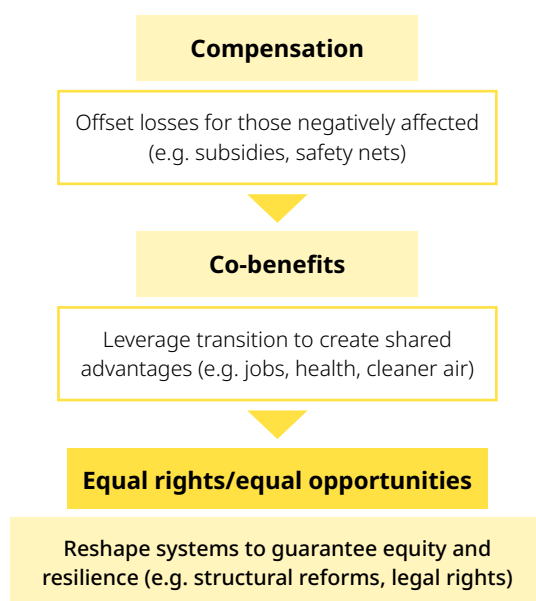
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ACTIVITY 2: IDENTIFY TRADE-OFFS AND LEVEL OF AMBITION


A useful starting point for conversations about trade-offs is the three-tier model of Compensation, (Co-) Benefits, and Equal Rights/Equal Opportunities, first articulated in a 2023 policy brief by the International Labor Organization¹⁶. It illustrates how just transition strategies can evolve in ambition—from simply compensating those negatively affected, to actively creating co-benefits for a broader set of stakeholders, and ultimately to reshaping systems to guarantee equal rights and opportunities. For local/regional governments, this model is a useful lens to discuss trade-offs and set priorities: starting with compensation to prevent harm, moving toward co-benefits that win wider support, and aiming for structural reforms that build long-term equity and resilience. By making these distinctions explicit, cities can align stakeholders around both short-term fairness and long-term transformation.


LEVELS OF AMBITION IN JUST TRANSITION STRATEGIES



- **Compensation:** Equitably distributing or compensating the impacts or costs of transition measures to avoid deepening existing or creating new inequalities or make some people more vulnerable. This approach does not directly address existing social inequalities.
- **(Co)-Benefits:** Leveraging investments and policies to create new opportunities that benefit all, thereby addressing social inequalities to the extent that a single initiative or project is concerned.
- **Equal rights / opportunities:** Use investments and policies planned to decrease existing inequalities and potentially reshape the underlying structures and behaviors of the current society to create more equitable, sustainable, and resilient outcomes.

RESOURCES

 **IEED URBAN CONTEXT ANALYSIS TOOLKIT:** A 3-Phase process to conduct urban context analysis to inform place-based strategies.

 **ICLEI URBAN TRANSITIONS GUIDEBOOK:** The Equitable Transitions Guidebook (2017) offers broad, practitioner-oriented strategies and case studies for embedding fairness and inclusion in sustainability transitions.

¹⁶ ILO, 2023, *Just Transition Policy Brief: Social Protection for a Just Transition*.

ACTIVITY 3: COLLABORATE WITH STAKEHOLDERS TO IDENTIFY SYNERGISTIC OPPORTUNITIES UNIQUE TO THE PLACE

This step aims at developing a common baseline and shared vision of a just transition with key stakeholders.

KEY STEPS TO TAKE IN COLLABORATION WITH STAKEHOLDERS

- Convene diverse stakeholders (government, community organizations, unions, private sector, academia) to co-create a baseline understanding of challenges and opportunities.
- Share the contextual analysis from the previous activity and confirm the narrative, inviting stakeholders and communities to contribute and fill in gaps.
- Use tools such as Shared Learning Dialogues (SLRs), citizen juries, or focus groups to validate findings.
- Develop a vision statement that reflects local priorities and ensures broad ownership of the just transition pathway.
- Ensure continuity of learning/internalizing of multistakeholder collaboration by conducting workshop reviews and inviting feedback on the process.

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Create a shared vision

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CASE STUDY 4: EAST KALIMANTAN, INDONESIA'S MULTI-STAKEHOLDER REGIONAL CONSULTATION FORUM¹⁷

In East Kalimantan, a highly coal-dependent province of Indonesia, a multi-stakeholder Regional Consultation Forum launched in 2023 marked a notable step towards embedding justice principles into its transition planning. Recognition of justice is addressed as the forum deliberately includes voices of Indigenous communities, women's groups and trade unions alongside government and industry, acknowledging historically marginalised stakeholders. After launch, the group facilitated monthly trainings on the just transition in addition to regular planning meetings to co-create the forum's purpose and structure.

The commitment was intense, but participants rapidly ramped up on a shared understanding of the just transition process and principles and began to discuss an expansion of the forum's role. In 2025, the forum was established as an independent entity focused on economic transformation in East Kalimantan, aligning with the province's priorities. Officially named the Regional Consultation Forum to Accelerate Economic Transformation, it was endorsed by the local government through a formal Governor's Decree, thereby institutionalizing the role of multi-stakeholder leadership.

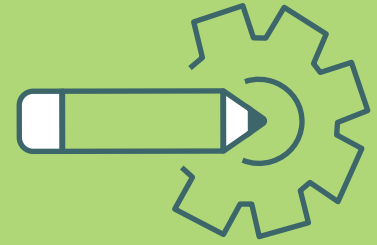
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¹⁷ JET Knowledge, 2024, *Life after coal in East Kalimantan*.

Principle #4: Co-design and implement solutions



Having formalized the soft infrastructure to center the voices of a diverse group of stakeholders and established a shared vision for the future, it is time to implement – together. Co-design and implementation of solutions is critical to equitable transitions. Collaboration with existing NGOs, community-based organizations, and civil society groups can be a powerful tool to understand on-the-ground challenges while scaling up impact. Partnership facilitates co-ownership and improves implementation.



#1 Engage stakeholders

#2 Formalize the process

#3 Create a shared vision

#4 Co-design and implement

#5 Invest in the long-term

ACTIVITIES

- 1 CO-DEVELOP STRATEGIES WITH STAKEHOLDERS AND COMMUNITIES
- 2 CO-DEVELOP KEY PERFORMANCE INDICATORS (KPIs) WITH STAKEHOLDERS AND COMMUNITIES



ACTIVITY 1: CO-DEVELOP STRATEGIES WITH STAKEHOLDERS AND COMMUNITIES

This step aims at identifying possible just transition interventions (based on the preceding analysis of trade-offs and co-benefits), at prioritizing actions based on continuous stakeholder consultations, and at approving an integrated climate action plan with clear just transition targets.

With a foundational vision in place, you can begin to co-design tailored actions and pilot projects in close collaboration with stakeholders and communities. Focus on “early wins” that demonstrate tangible benefits, such as retraining programs for workers, support for informal sectors, or neighborhood resilience hubs. Small-scale pilots can build momentum, test ideas in practice, and create trust. Importantly, ensure that these actions remain flexible and adaptive, evolving in response to community feedback and changing local conditions.

POSSIBLE KEY ACTIONS

- Ensure that existing plans (climate action plans, development plans, spatial planning, etc.) are updated incorporating this “just transition lens” to minimize the need for additional or new planning documents.
- Use information and co-defined priorities through stakeholder consultations already in place to identify potential actions for just transition.
- Explore key questions that can help establish conceptual and practical links between socio-economic development and climate change to form the initial basis of priority setting. Identify potential solutions and explore if these would help to meet development and climate priorities.

CASE STUDY 5: KISUMU, KENYA’S COMMUNITY-BASED MULTI-STAKEHOLDER PLATFORM FOR COLLABORATION AND LOCAL EXCHANGE¹⁸

As part of its efforts to empower local initiatives through multi-stakeholder collaboration, a Local Interaction Platform was set up in Kisumu, Kenya. KLIP firmly believes that sustainable urban development cannot be achieved in isolation but necessitates the collaboration of individuals, producers, policymakers, and the broader community. Acting as a ‘systems engineer’ that is both neutral and non-partisan, KLIP integrates local government entities, research institutions, the private sector, and civil society stakeholders to facilitate the exchange of knowledge and build capacity to address pressing sustainability challenges through connecting local initiatives.

Working closely with the community and through projects like [AfriFOODlinks](#), KLIP strategically intervenes along the food value chain. One specific focus of AfriFOODlinks involves promoting inclusive circular agribusinesses, and the empowerment of women and youth-led businesses and micro, small, and medium-sized enterprises (MSMEs) – all integral components of the coaching activities envisioned for this project.



¹⁸ Afladmin, 2023, *Engineering sustainable food systems*.

ACTIVITY 2: CO-DEVELOP KEY PERFORMANCE INDICATORS (KPIs) WITH STAKEHOLDERS AND COMMUNITIES

Co-developing KPIs ensures that they reflect shared goals and the agreed level of ambition, while also clarifying roles and responsibilities. Stakeholders should be seen as both beneficiaries and contributors: they may help finance aspects of the transition, such as training programs, decentralized energy systems, or low-emission development, while also benefiting from the outcomes. By embedding stakeholder and community voices into both the design and monitoring of KPIs, local governments can strengthen accountability, build trust, and ensure that the transition remains fair and inclusive as it moves forward.

The following KPIs can serve as a foundation or starting place for local conversations about tailoring a set of measurable goals for a city or region.

EQUITY AND INCLUSION KPIs

- **Community Engagement Index:** Percentage of affected population actively engaged in public consultations before project approval.
- **Diverse Stakeholder Representation:** Number and diversity of stakeholders (e.g., community organizations, underrepresented groups, indigenous populations) involved in project planning and decision-making.
- **Affordable Housing Accessibility:** Percentage of new housing developments within sustainability projects that are affordable to low-income households.
- **Job Creation for Marginalized Groups:** Share of project-related jobs created for low-income, unemployed, or minority community members.

ENVIRONMENTAL JUSTICE KPIs

- **Air and Water Quality Equity Index:** Reduction in air and water pollution in historically disadvantaged neighborhoods.
- **Green Space Accessibility:** Percentage of residents, particularly in vulnerable neighborhoods, with access to green spaces within a 10-minute walk.
- **Heat Island Mitigation:** Reduction in urban heat island effects in low-income areas through tree planting, cool roofs, or other interventions.

ECONOMIC AND SOCIAL EQUITY KPIs

- **Affordable Mobility Access:** Percentage of population with access to affordable, low-carbon public transit within 500 meters of their homes.
- **Equity in Resilience Infrastructure:** Investments in climate resilience infrastructure (e.g., flood defenses) directed toward high-risk, underserved areas.
- **Displacement Mitigation Ratio:** Number of families relocated due to urban development projects versus the number successfully rehoused in safe, affordable conditions.

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Co-design and
implement

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MONITORING AND ACCOUNTABILITY KPIS

- **Equity Impact Assessments:** Percentage of projects that undergo an equity impact assessment prior to approval.
- **Community Feedback Mechanisms:** Number of accessible feedback channels available to community members (e.g., town halls, surveys, digital platforms).
- **Inclusion of Local Voices in Governance:** Percentage of decision-making bodies that include representatives from vulnerable or underrepresented communities.

EDUCATION AND AWARENESS KPIS

- **Climate Literacy Engagement:** Number of educational workshops conducted to inform the public about the project's goals and benefits.
- **Training Programs for Green Jobs:** Number of skill-building programs aimed at preparing marginalized groups for employment in sustainability sectors.

CASE STUDY 6: COLLABORATING WITH THE COMMUNITY TO ENSURE LONG-TERM IMPACT AFTER INSTALLATION IN SITIO TIMODOS, PHILIPPINES¹⁹

To address the region's lack of power through renewables development, Sitio Timodos in the Magpet Municipality of the Philippines invested in a Micro Hydro Power System in close collaboration with the Indigenous Manobo residents. Funded by German NGO Misereor and KZE-Germany, the project was supported by Yamog Renewable Energy Development Group (YAMOG), who met with stakeholders to discuss planning, funding, and community collaboration in the development and management of the project early on.

The community provided much of the labor during construction and, through participatory design, decided where to locate the Micro Hydropower System. Households organized themselves into the Timodos Tribal Micro Hydro Power Association and formulated a Sustainable Watershed Management and Protection Plan to support the MHP system while maintaining ecological balance. The community's co-ownership of the project not only facilitated better implementation but ensured that the project is successfully managed post-installation. Capacity-building strategies tailored to the unique context of Sitio Timodos leveraged the Micro Hydro Power project also to train the community in managerial, financial, and technical skills. The role YAMOG played was critical and shows the important role of NGOs in developing equitable renewable energy projects. Finally, the co-design process strengthened social cohesion and trust between the community, government, and NGOs, which made fundraising, problem-solving, and long-term watershed stewardship more effective.

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¹⁹ Mendoza, 2024, *Local government and community-driven renewable energy solutions*.

RESOURCES

-  **THE MALMÖ COMMITMENT** on Inclusive and Equitable Communities was co-created by the City of Malmö and ICLEI. It supports local and regional governments in putting social equity at the heart of sustainable development - ICLEI's core mission.
-  **ICLEI URBANSHIFT EQUITABLE TRANSITIONS (WEBINAR):** Urban climate leaders from Indonesia, South Africa, and China shared their countries' latest efforts in implementing just transitions in urban settings.
-  **ICLEI'S CITY EQUITY INDICATORS:** A table of thematic and project-specific indicators based on the Urban Transitions Alliance equity framework.
-  **C40 TOOLKIT FOR ACHIEVING THE JUST TRANSITION:** Practical guidance, case studies, and step-by-step approaches to help city officials design and implement equitable climate actions.
-  **OPPORTUNITIES FOR ALL: A FRAMEWORK FOR POLICY ACTION ON INCLUSIVE GROWTH:** The Organisation for Economic Co-operation and Development (OECD) provides a dashboard that includes a set of core inclusive growth indicators guided by the Framework for Policy Action on Inclusive Growth.



Barangay Marubay's Solar-Powered Water System. Photo from People in Need (PIN).



Principle #5: Invest in the long- term with future resilience in mind

Equitable climate action looks at the timeline of multiple generations. Finance is a critical consideration across all dimensions of justice, from the equitable distribution of risks and benefits, to restorative justice, to ensuring procedural justice through long-term and multi-generational investment. Likewise, a commitment to ongoing improvement is key to building trust and ensuring equitable outcomes down the line.

#1 Engage stakeholders

#2 Formalize the process

#3 Create a shared vision

#4 Co-design and implement

#5 Invest in the long-term

ACTIVITIES

- 1 DEVELOP THE INFRASTRUCTURE TO CONTINUOUSLY MONITOR AND IMPROVE
- 2 PLAN FOR LONG-TERM FUNDING AND FINANCING OF THOSE GROUPS AND SECTORS



ACTIVITY 1: DEVELOP THE INFRASTRUCTURE TO CONTINUOUSLY MONITOR AND IMPROVE

Similar to climate action planning, a just transition is not a one-time effort. It requires regular reflection, adjustment, and iteration to evolve with changing conditions and community expectations. Monitoring and evaluation are most effective when they are built collaboratively. With the involvement of stakeholders identified through earlier consultations, it is important to engage community members not only in the setting of key performance indicators (KPIs), but in the tracking progress over time. This can ensure that success is ongoing and that programs are designed to withstand shocks, changes, and unexpected challenges in a fast changing environment.

A continuous improvement strategy includes the following considerations:

LEARN FROM FIRST RESULTS OF IMPLEMENTED JUST TRANSITION INTERVENTIONS (ADAPTIVE LEARNING PROCESS)

- Invest in ongoing discussion of progress with key stakeholder groups.
- Identify any existing policies or regulations which may impede the successful implementation of just transition plans and recommend necessary amendments or propose new policies / regulations to facilitate successful implementation.
- Systematically and comprehensively review the process of systems, processes, capacities, partners and actions, and assess the initial strategy, targets, and goals against the achieved results of the implemented actions.
- Make sure that the baseline assessments used for planning (i.e. community vulnerability assessment) are revised regularly, ideally on an annual/biannual basis, to improve data collection sources, quality of data, monitor the results of strategy implementation and subsequently be used to identify further opportunities.

REVISE (IF NEEDED) THE ORIGINAL PLANS FOR JUST TRANSITION BASED ON PRELIMINARY OUTCOMES FROM IMPLEMENTATION

- Adjust original plans based on initial success (or not) of just transition actions.
- Communicate activities, successes, and impacts of first just transition interventions to mobilize support, funds, and build national and global awareness. All levels of society should be included in the process of revision, with attention to using appropriate language to capture their interest and engagement.
- Revise if needed the stakeholder engagement process, including revising the groups involved (i.e. by including new groups, e.g. the youth or new neighborhoods affected by newly devised plans)

SCALE UP CLIMATE NEUTRALITY AND JUST TRANSITION AMBITION INCREMENTALLY

- Address new priority sectors, reflecting changes in the national/ sub-national guidelines and programs, and increase the scale (extent and number) of just transition projects.
- Identify barriers and explore actions to overcome them incrementally.

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long-term

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POSSIBLE STRATEGIES TO OVERCOME BARRIERS IN ONGOING IMPLEMENTATION AND IMPROVEMENT

- Developing additional institutional arrangements and capacity
- Engaging additional or alternative partners for funding and implementation
- Revisiting program and project design
- Deepening stakeholder engagement and awareness raising in the community
- Scaling-up in neighboring communities or at national level, following opportunities arising from horizontal and vertical collaboration

CASE STUDY 7: BRINGING SOUTH AFRICA'S NATIONAL JUST TRANSITION FRAMEWORK HOME TO MUNICIPAL GOVERNMENT IN EKURHULENI²⁰

South Africa's Just Energy Transition (JET) was officially launched during COP26 in 2021. The Framework for a Just Transition in South Africa, launched in 2022, defines a just transition as a process that places people at the center of climate action, aiming to achieve decent work, social inclusion, and poverty eradication while advancing climate resilience and a net-zero economy by 2050. The national framework emphasises that a just transition must involve actors at all levels, including municipalities, as key agents of implementation.

That said, gaps remain in municipalities' ability to execute the national framework. To bridge this gap, Ekurhuleni launched the country's first local Just Transition Commission as a platform for multi-stakeholder dialogue that directly involves workers, businesses, academia, and critically, youth, in the city's just transition planning. The Commission aims to craft a Just Transition Action Plan around critical dialogue across stakeholder groups and supported by data-driven modeling to analyse potential impacts. As Thando Lukuko, National Node Coordinator of the South Africa Climate Action Network, said in the C40 South African Cities Just Transition Dialogue in 2024, "stakeholder engagement isn't a one-and-done deal; it's something that kicks off from the start and stays with us every step of the way. Think of it as a journey that moves at the pace of the stakeholders involved."

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²⁰ Stencil et. al, 2024, *South African Cities Dialogue*.

ACTIVITY 2: PLAN FOR LONG-TERM FUNDING AND FINANCING

Sustaining a just transition requires not only well-designed projects but reliable, long-term funding and financing strategies. A robust funding model ensures continuity both across political cycles and generations who will be impacted by major economic shifts. Approved priority projects should be backed by detailed planning and sound business models, with financing options carefully assessed for payback periods, return on investment, and long-term viability. Stakeholder involvement continues to be critical in this step. Likewise, projects that are strategic, robust, and investor-friendly can ensure success. It's important at this stage to prioritize training local government staff in financial implementation to ensure they have the capacity to sustain the project, attract diverse funding sources, and manage the work effectively long-term. Together, these steps help secure the financial foundation for a just transition that lasts.

POSSIBLE KEY ACTIONS

- Earmark funding for community-led initiatives.
- Subject approved priority projects to detailed planning and develop a business model for interventions.
- Involve finance specialists to conduct pre-feasibility assessments and make a clear business case per project/intervention, including a cost-recovery mechanism, return-on investment, market analysis, LRG's project credibility, trade-offs, etc. It may be necessary to rescope or restructure the existing project interventions based on these exercises.
- Select the appropriate financing model/s and consult with the community stakeholders on the choice.
- Run a pilot or demonstration project and/or test the financing model of choice to see how it can support the LRG to demonstrate the feasibility on a larger scale.
- Consider partnering with strategic business partners or local universities and research institutions to widen access to resources.
- Develop investor-friendly projects/programs for just transition. Parallel to that, develop a portfolio of investment opportunities, smaller and larger scale, shorter and longer term. This provides a database for forward financial planning and for initiating dialogues with potential external funders. Just transition endeavors are not a one-off activity. A portfolio enables the LRG to respond quickly when funding programs are announced, sometimes with very little advance notice. Funders are increasingly supporting the portfolio approach.
- Apply to the ICLEI [Transformative Actions Program \(TAP\)](#) annual Call for Projects.
- Employ experienced technical and finance staff to implement the just transition plan and include training for monitoring and evaluation under certain projects' funding requirements.

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long-term
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Invest in the
long-term

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CASE STUDY 8: ROSARIO, ARGENTINA'S RECUPEBAR PROGRAM – CIRCULAR ECONOMY, FOOD SECURITY, AND LABOR INCLUSION²¹

The RecupeBAR program recovers fruits and vegetables that are no longer marketable but remain suitable for consumption. The program formally employs 17 former informal waste pickers from the Bella Vista landfill, who are now organized as the cooperative Recuperadores Unidos; the workers sort and classify the recovered products, transforming previously precarious livelihoods into dignified, stable work. The engagement process was conducted through the city's broader programme for waste-recoverers, the Programa de Recuperadores Urbanos. It emphasises a two-prong approach: collaborating directly with informal workers to enhance their work opportunities and intervening in the production circuit to improve working conditions, including through the development of new tools and the increased visibility of the activities.

Expanded in 2023 through a new agreement between the city, the Rosario Food Bank (BAR), and the Mercado de Concentración de Fisherton (Fisherton Wholesale Market), the program collects, cleans, and redistributes surplus food to more than 330 community kitchens and dining rooms, strengthening food security while reducing organic waste. RecupeBAR stands as a replicable model of public-private cooperation that simultaneously tackles environmental sustainability, food insecurity, and labor inclusion, showing how local governments can drive equitable, circular systems that uplift workers while reducing waste.

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RecupeBAR's anniversary, 2025. Photo credits: Juan Pablo Allegue, Municipality of Rosario

²¹ Rosario Noticias, 2023, *Programa RecupeBAR: El municipio firmó un convenio*.

RESOURCES

-  **ICLEI GUIDE FOR FUNDERS:** How funders can support community-led initiatives to build long-term capacity.
-  **GIZ ASSESSMENT TOOL FOR JUST ENERGY TRANSITIONS:** Support for policy-makers, implementation agencies, and concerned stakeholders to evaluate the effectiveness of existing JET plans against a set of 11 internationally recognised environmental, social, and economic sustainability criteria.
-  **WORLD RESOURCES INSTITUTE JUST TRANSITION MONITORING GUIDE:** Comprehensive information on monitoring the justice-related aspects of a transition process.
-  **ICAT JUST TRANSITION MONITORING GUIDE:** Guidance to monitor and analyze social, economic and environmental changes that may occur as countries implement policies to transition.
-  **ICLEI REPORT:** Bridging Equity and Sustainability in Just Transition Finance
-  **ILO JUST TRANSITION FINANCE TOOL:** Practical guidance to financial institutions on integrating Just Transition considerations in their strategies and operations.
-  **UN JUST TRANSITION FINANCE PATHWAYS FOR BANKING AND INSURANCE:** Practical recommendations and examples of emerging practices on how to embed just transition considerations in financial product



3

Conclusion



This guide has shown that a just transition is both a process and a commitment to a vision that places justice, equity, and inclusion at the center of transformation.

By focusing on people, place, trade-offs, governance, and intergenerational investment, local governments can develop strategies that not only decarbonize economies but also uplift communities. The examples from cities across the world demonstrate that progress is possible when transitions are managed with fairness and foresight, and that outcomes are more resilient when shaped together with the sectors and communities who are most affected by climate change.

We recognize that local governments will approach these issues with different capacities, resources, and political contexts. Not every city or region can take every step exactly as outlined in this guide, but every city can take a first step, whether it is identifying groups made vulnerable by the transition, engaging workers in declining industries, or ensuring transparency in decision-making. Even partial efforts can set in motion a pathway toward greater inclusion, resilience, and equity. The important thing is to begin: to adapt the principles to local realities, and to remain committed to learning and improving along the way.

Ultimately, equitable climate action is not only about moving from fossil fuels to renewables; it is about reshaping societies around fairness, dignity, and shared opportunity. Justice is its moral compass. Around the world, workers are retraining for new industries, communities are reimagining their economies, and young people are calling for futures in which no one is left behind. If we succeed in anchoring justice at the heart of this global transformation, sustainability transitions will not only deliver clean power, but also a more humane and sustainable world, where communities globally can thrive in the decades to come.



Annex #1

Deep dive: Enabling a just transition in cities and regions using the GreenClimateCities™ methodology

This Annex explores the different steps (process) cities and regions could take to ensure their integrated climate action programs or initiatives align with the principles of a just transition or formulate a just transition plan in conjunction with their existing or emerging climate neutrality strategies. The Annex is adapted from the GreenClimateCities™ (GCC) methodology manual.

[ICLEI's GreenClimateCities™ \(GCC\) program](#) supports communities to tackle climate change, building upon ICLEI's 25+ years of expertise and experience working with local and regional governments around the world. The GCC process methodology (part of the GCC program) is a comprehensive integrated approach tailor-made for Local and Regional Governments (LRGs), providing step-by-step guidance on how to become climate neutral and resilient in an iterative integrated process that addresses climate change adaptation and climate change mitigation.

The GCC methodology is a 9-step process in 3 phases: **Analyze**, **Act** and **Accelerate** – each unfolding into three sub-steps – outlining how climate risks and vulnerabilities can be assessed and climate action measures can be identified and integrated into urban development policies, plans, and processes



IMPORTANT NOTE: In this Guide, the methodology *purposefully* highlights the just transition angle of each process step in lieu of the technical steps to achieve climate neutrality targets (e.g. GHG emissions, climate projections, climate risk and vulnerability assessments, etc.). Practitioners are encouraged to read the entire GreenClimateCities™ (GCC) methodology manual in conjunction with this Guide for a comprehensive overview. Each sub-chapter in this Guide includes city/region examples and guidance to support LRGs to deliver ambitious sustainability action and a just transition. For specific tools and resources, please refer to the main GCC methodology Guidebook.



1. ANALYZE: COMMIT POLITICALLY, RESEARCH AND ENGAGE STAKEHOLDERS

OBJECTIVE

The Analyze Phase informs policy and strategic decisions, particularly at the start of the process or when commencing a new cycle (iteration) for an improved/more ambitious integrated climate action program.

PRIMARY OUTCOMES

- Local political commitment to the process of just transition for the betterment of the local community and improvement of LRG operations;
- Effective engagement of all relevant local stakeholders to foster long-term collaboration and accountability;
- A clear understanding of the current local situation, constraints and enabling factors within the wider national, regional and international framework, and also exploring a scenario of inaction for a just transition.

1.1 ENSURE POLITICAL COMMITMENT AND SET UP INSTITUTIONAL STRUCTURES

This step aims at securing the long-term political commitment and the set-up of vigorous instructional structures to support just transition.

OBJECTIVES

To have the LRG's commitment to a just transition, recognizing its importance not only in mitigating adverse transition effects but also, leveraging existing and emerging opportunities for the delivery of lasting positive community changes. Institutional arrangements are made to empower the administration to proactively implement just transition initiatives. This includes the formation of a dedicated team and relevant departments that are well-informed about their responsibilities within the process.

Specific objectives	Relevant actions
Leadership, both political and administrative, understand and support just transition.	<ul style="list-style-type: none">• Organize introductory meetings with the leadership and relevant departments to sensitize them to the topic of just transition, present opportunities for action as well as needed capacity.
There is senior political buy-in at the start of the process, with an official 'go-ahead' and to provide clear leadership throughout.	<ul style="list-style-type: none">• Secure a statement of intent at Mayoral or Council level (e.g. Council Resolution).• Making a public commitment e.g. via local media work, to inform the community.
The Council and relevant municipal departments managers have been engaged early in the process, as they will be required to support planning, implementation, monitoring and communicating developments.	<ul style="list-style-type: none">• Conduct an internal training on just transition for municipal staff and providing an internal communications brief to all staff.• Collect interest for forming part of the just transition Core Team and map strengths among employees that could benefit from this work.



Specific objectives	Relevant actions
<p>Adequate resources, both human and financial, are allocated to ensure the qualitative delivery of the just transition process.</p>	<ul style="list-style-type: none"> • Nominate a political and staff champion to drive and support the program within the Council and in the municipality. • Create a just transition Core Team with staff representing different sectors or departments. Jointly define its responsibilities to coordinate the just transition process. • Lead by example, ensure diversity among employees.
<p>All departments know their roles and responsibilities in the process. One person may play several roles.</p>	<ul style="list-style-type: none"> • Ensure there is a process in place for key municipal departments to be involved (e.g. Finance, Planning, Sustainability, Sectoral departments, and Communications). • It is advisable to establish a structure(s) that addresses the following roles: (i) policy and strategy, (ii) implementation and knowledge management, reporting and (iii) sectoral planning, budgeting and coordination. Start by listing the needs under each of these areas.
<p>Identify and engage the right community stakeholders</p>	<ul style="list-style-type: none"> • Identify and involve key individuals/community representatives and special focus groups in an inclusive process throughout the whole path towards climate neutrality and resilience (refer to Table in Principle 1, Activity 1). The intention is to foster crucial partnerships, work with external groups and promote ownership of the action plan within the LRG as well as the community. • Implement direct outreach activities or calls to engage with stakeholders and bring them into the process. Take the time to build trust and learn about your key stakeholders' interests and needs. Highlight the co-benefits of engaging with your municipality and how the process aligns with the stakeholders' needs and scope of work.
<p>There is a clear process for the long-term engagement of identified stakeholders</p>	<ul style="list-style-type: none"> • Invest in careful planning before engaging stakeholders. You should have a clear vision of how stakeholders will engage and how their inputs will inform the just transition process. Set up a schedule for the different engagements and always refer back to this timeline when communicating with stakeholders. Include an estimation of the capacity required for different steps to help stakeholders plan ahead.



Specific objectives	Relevant actions
<p>There is a clear process for the long-term engagement of identified stakeholders</p>	<ul style="list-style-type: none"> • Ensure identified stakeholders are able to dedicate time to the process (e.g. through remuneration, accommodating meeting times and geographic locations, opportunities to join online or convening outside city premises to ensure stakeholders will feel free to share inputs openly). • Diversify your engagement channels to encourage broad participation and be open to changing your initial engagement strategy. Different means of engagement can be considered, from open workshops to thematic working groups, deliberative forums and community listening sessions.
<p>A knowledge management and accountability mechanism are in place to accompany the engagement.</p>	<ul style="list-style-type: none"> • Mechanisms and resources for community participation and accountability at every stage of the process are planned for. For example, in a shared file, keep records of issues raised and how these have been or will be addressed. • Ensure all participants have access to an easy to understand and to access knowledge management infrastructure gathering relevant files and information.
<p>The identified stakeholders are equipped with appropriate knowledge to support just transition planning effectively.</p>	<ul style="list-style-type: none"> • Involve stakeholders in the early stages of the process, show receptiveness to learn from their experiences and readiness to adapt the process to their needs. It is useful to start with consultations aimed at understanding the context. • Ensure all stakeholders understand what the local/ regional government can do and what is beyond their mandate. • From there, present initial findings from the baseline study and jointly develop initial ideas to improve the baseline study and learn from it. Make sure to allow for time to digest the information shared during each consultation.
<p>Identified stakeholders set a vision and priorities for the LRG's just transition efforts.</p>	<ul style="list-style-type: none"> • Develop a shared vision of success that acknowledges what is feasible and establishes the most widely acceptable outcome given stakeholders' diverging expectations and priorities. Once this outcome has been established, make sure it is consistently included in future presentations and documents shared with stakeholders. • Be aware of potential blind spots. Many factors and actors may influence just transition outcomes. Taking into account the context and needs of those who are not in the room is essential.



1.2 ENSURE POLITICAL COMMITMENT AND SET UP INSTITUTIONAL STRUCTURES

This step aims at gaining a clear understanding of local strengths, needs and vulnerabilities with regards to just transition and where the LRG can act.

OBJECTIVES

LRG staff have a baseline understanding of the existing actions related to just transition as well as the current institutional, social and economic challenges that may hinder a just transition locally.

Specific objectives	Relevant actions
The LRG has a clear picture of existing efforts towards just transition from an institutional and community perspective. This allows gauging local capacity and expertise.	<ul style="list-style-type: none"> • Conduct an assessment of the LRG's past and existing projects and policies contributing to a just transition • Map community initiatives contributing to a just transition.
The LRG is well informed of the international/ regional/national and sub-national efforts for just transition and is able to "match" the efforts with equivalent action at the local level.	<ul style="list-style-type: none"> • Research relevant strategies, as well as policies and legal frameworks and their impacts on the LRG unit with regards to just transition. • Identify international, regional, national good practices that may inspire and guide action.

1.3 SET AND UPDATE BASELINE ON JUST TRANSITION LOCALLY

This step aims at developing a common baseline and shared vision of a just transition with key stakeholders.

OBJECTIVES

To foster prolonged engagement with key stakeholders to better understand risks, vulnerabilities, trade-offs, benefits, co-benefits and opportunities related to just transition, thus informing (and re-informing) the vision and priorities for the LRG's just transition efforts.

Specific objectives	Relevant actions
A vulnerability assessment to assess risk and opportunities linked to transition measures has provided a clear overview of data sets needed to help design just transition initiatives and policies.	<ul style="list-style-type: none"> • Identify local factors contributing to vulnerabilities or hindering access to co-benefits of sustainability measures. • List data sets that allow to identify areas or populations most at risk or least serviced.
There is a clear overview of local data available to monitor progress on just transition as well as of existing data gaps.	<ul style="list-style-type: none"> • Establish a knowledge management system to store and process the data effectively. • Conduct a data gap analysis and explore options to fill the gaps. • Consider options for public reporting of just transition data.



Specific objectives	Relevant actions
<p>Forecasts on how the current situation will evolve in a “Business As Usual” scenario helps to inform on trends if no action is taken and on potential gaps and risks.</p>	<ul style="list-style-type: none"> • Analyze the most significant factors contributing to vulnerabilities and unequal access to co-benefits to forecast how these would evolve should no just transition measures be put in place. • Compile a baseline synthesis report to outline major stakeholder groups to engage based on identified vulnerabilities as well as future trends based on a business as usual scenario.
<p>Setting up and updating the baseline on just transition efforts relies solid on genuine community and stakeholders engagement.</p>	<ul style="list-style-type: none"> • Information (and data) on community vulnerabilities and capacities is gathered in consultation with the stakeholder group/s through Shared Learning Dialogues (SLRs) or other forms of consultation and might require qualified facilitation in case the expertise cannot be found within the LRG. Convening a dialogue in a constructive, open, facilitative, and solutions-oriented manner could enable participants to advance and support co-creation of knowledge.

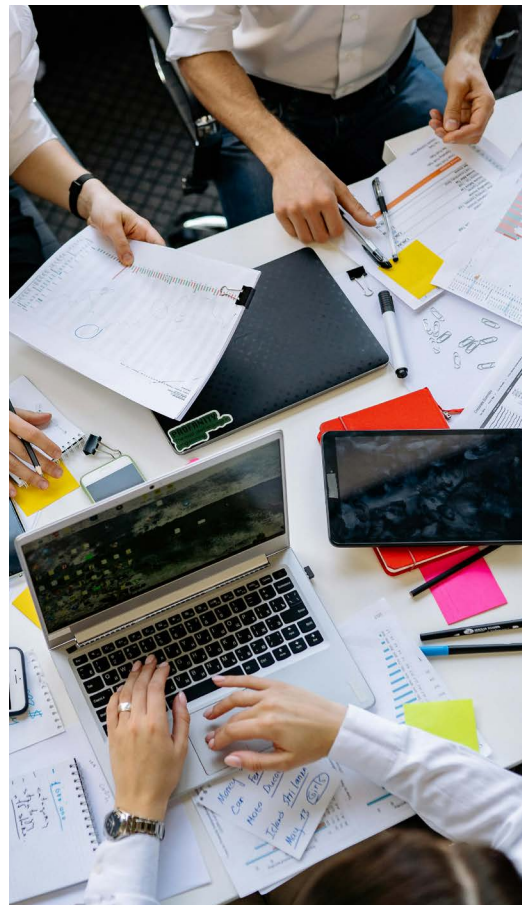
2. ACT: DEVELOP INTEGRATED PLAN, DETAIL AND FINANCE PROJECTS, IMPLEMENT AND MONITOR

OBJECTIVE

The Act Phase results in an integrated climate action plan for the LRG and its community, and ensures implementation and monitoring in coordination with local stakeholders.

PRIMARY OUTCOMES

- Detailed comprehensive integrated climate action plan with just transition focus finalized with indication of an investment/finance plan, finance mechanisms, and/or funds for each action.
- Projects, measures, and initiatives are initiated and run at the community level, as part of the overall action plan.
- Stakeholders are regularly engaged.
- Capacity building for LRG staff is organized as needed.
- Monitoring, Reporting and Verification (MRV) system for the action implementation is established.



2.1 DEVELOP AN INTEGRATED CLIMATE ACTION PLAN WITH A CLEAR JUST TRANSITION LENS

This step aims at identifying possible just transition interventions (based on the preceding analysis of trade-offs and co-benefits), at prioritizing actions based on continuous stakeholder consultations, and at approving an integrated climate action plan with clear just transition targets.

OBJECTIVES

LRG staff have a baseline understanding of the city's existing actions related to just transition as well as current institutional, social and economic challenges that may hinder a just transition. The LRG uses the information and analysis from the previous steps (Steps a-c) to identify the priority just transition interventions in their existing climate programs/projects.

Specific objectives	Relevant actions
<p>Create or update a document (or series of documents) that lays out the strategic roadmap for implementing climate neutrality in the city/region while rigorously and clearly applying a community-driven just transition lens (i.e. strengthening climate resilience across the community and supporting a just and sustainable transition to a prosperous urban environment).</p>	<ul style="list-style-type: none"> • Ensure that existing plans (climate action plans, development plans, spatial planning, etc.) are updated incorporating this “just transition lens” to minimize the need for additional or new planning documents. • From the analysis conducted in the previous Phase (ANALYZE), choose pertinent policies and legislation that will shape the just transition plan. • Use information and co-defined priorities through stakeholder consultations already in place to identify potential actions for just transition. A “basket of solutions” is available to guide the selection of interventions which will address relevant climate neutrality/climate resilience priorities from a just transition perspective. • Explore key questions that can help establish conceptual and practical links between socio-economic development and climate change to form the initial basis of priority setting. Identify potential solutions and explore if these would help to meet development and climate priorities
<p>The LRG follows a clear process in consultation with the local stakeholders to prioritize just transition actions.</p>	<ul style="list-style-type: none"> • Explore key questions that can help establish conceptual and practical links between socio-economic development and climate change to form the initial basis of priority setting. Identify potential solutions and explore if these would help to meet development and climate priorities. • Undertake a SWOT analysis (Strengths, Weaknesses, Opportunities, and Threats) to explore the feasibility of just transition measures from a cost and financing perspective, as well as the relevance of the identified interventions to addressing other cross-cutting priority areas (considering trade-offs). • Develop Key Performance Indicators (KPIs) to support monitoring and evaluation and to track progress. Information on how and when the KPIs will be



Specific objectives	Relevant actions
The LRG follows a clear process in consultation with the local stakeholders to prioritize just transition actions.	<p>measured, reported, and verified should also be included (see ICLEI's tool on city equity indicators).</p> <ul style="list-style-type: none"> • Ensure all data (commitment, plans, progress indicators) are publicly accessible to participating just transition stakeholders.
Create or update a plan based on community engagement and consultation, and build ongoing engagement, in particular with marginalized groups, workers and frontline communities.	<ul style="list-style-type: none"> • Continue the dialogue with key stakeholders (started in the ANALYZE Phase) to design the systems and processes needed for implementing just transition plans and progress reporting.

2.2 DETAIL AND FINANCE APPROACH

This step aims at designing relevant projects based on the analysis of priorities during the previous step including detailing financing options and conducting pre-feasibility assessments and assessments on economic benefits of just transition interventions to gain further community support.

OBJECTIVES

LRG staff have a well-defined course of action with detailed projects/programs and a clear plan for financing these. Financing is secured for implementation.

Specific objectives	Relevant actions
Approved priority projects are subjected to detailed planning and a business model for interventions is designed.	<ul style="list-style-type: none"> • Involve finance specialists to conduct pre-feasibility assessments and make a clear business case per project/intervention, including a cost-recovery mechanism, return-on investment, market analysis, LRG's project credibility, trade-offs, etc. It may be necessary to rescope or restructure the existing project interventions based on these exercises. • This detailed planning could relate equally to large infrastructure projects as well as to smaller, low-cost interventions, such as internal municipal energy reduction initiatives or community engagement campaigns. Add details for each project/program, including deadlines for delivery, lead actors, and financing options for a range of short, medium, and long-term measures.
Relevant community stakeholders continue to have a seat at the table during the implementation phase.	<ul style="list-style-type: none"> • Continue the meaningful engagement of community stakeholders, including the most vulnerable and marginalized groups, selected in the previous Phase (ANALYZE) during the core implementation phase. Consider compensation packages for stakeholder consultation workshops and/or direct employment of stakeholders, e.g. city residents involved in installation of renewable energy technology in public buildings.



Specific objectives	Relevant actions
<p>Financing options are explored, including payback periods, return on investment, etc. and selected for implementation</p>	<ul style="list-style-type: none"> • Explore all options to finance the just transition interventions, including local, regional, international financing, as well as private sector or other innovative financial mechanisms, such as bonds, insurance, etc. • Select the appropriate financing model/s and consult with the community stakeholders on the choice. • Run a pilot or demonstration project and/or test the financing model of choice to see how it can support the LRG to demonstrate the feasibility on a larger scale. • Consider partnering with strategic business partners or local universities and research institutions to widen access to resources.
<p>Robust investor-friendly projects are designed.</p>	<ul style="list-style-type: none"> • Develop investor-friendly projects/programs for just transition. Parallel to that, develop a portfolio of investment opportunities, smaller and larger scale, shorter and longer term. This provides a database for forward financial planning and for initiating dialogues with potential external funders. Just transition endeavors are not a one-off activity. A portfolio enables the LRG to respond quickly when funding programs are announced, sometimes with very little advance notice. Funders are increasingly supporting the portfolio approach. • Apply to the Transformative Actions Program (TAP) annual Call for Projects.
<p>LRG staff are fully trained in financial implementation.</p>	<ul style="list-style-type: none"> • Employ experienced technical and finance staff to implement the just transition plan. • Conduct first-time training and refresher training for existing implementation staff. • Training for monitoring and evaluation under certain projects' funding requirements may be required.
<p>Financing is secured for just transition activities.</p>	<ul style="list-style-type: none"> • Secure funding following an appropriate contractual procedure. Define KPIs for the project as part of a specific monitoring and evaluation system. • Determine whether any changes to policies or regulations are required in order to implement the projects/programs on just transition outlined in the action plan. It may be necessary to improve regulatory or policy frameworks that enhance the financial viability of the interventions.



2.3 IMPLEMENT AND MONITOR

This step aims at preparing, implementing, monitoring, reporting and evaluating progress on just transition interventions in the city/region.

OBJECTIVES

The LRG efficiently implements successful just transition projects/programs.

Specific objectives	Relevant actions
Support enabling policies for implementation of just transition initiatives.	<ul style="list-style-type: none"> Identify any existing policies or regulations which may impede the successful implementation of just transition plans and recommend necessary amendments or propose new policies / regulations to facilitate successful implementation.
LRG staff and community stakeholders are fully trained in implementation of activities.	<ul style="list-style-type: none"> Design an effective, iterative process for building local and regional capacity that is participatory, cross-cutting, and responsive to the needs of affected communities. Organize capacity building activities for relevant technical LRG staff and community stakeholders to enable implementation of planned just transition activities.
Projects and programs identified and approved as part of the integrated climate action plan are to be implemented according to deadlines outlined in the project.	<ul style="list-style-type: none"> Start activities and adjust milestones/deadlines as needed, based on community feedback and objective observations. As it is quite common to experience a delay in the start of implementation or time over-run during implementation, it is recommended to build some flexibility into project timelines. Pay close attention to public procurement measures to ensure sustainable procurement practices and transparency.
Monitor and report progress on activities' implementation.	<ul style="list-style-type: none"> Development and adopt a Monitoring and Evaluation (M&E) system for internal monitoring of implementation of all components of the integrated climate action plan. Each individual program / project should be monitored and evaluated according to its specific KPI. This will enable the introduction of corrective or additional measures to ensure results. An implementation tracker tool is recommended to monitor the achievement of individual projects vis-à-vis the initial plan. A technical consultant may be required to help the LRG develop a tailor-made MRV system.



3. ACCELERATE: INTEGRATE, UPSCALE, AND BUILD ONGOING MOMENTUM FOR LOCAL IMPLEMENTATION

OBJECTIVE

The Accelerate Phase outlines supportive frameworks and actions which can improve, enhance, and upscale local implementation of measures toward climate neutrality and just transition, while also contributing to national and international climate action. The steps in this phase promote integration, generate synergies, build momentum, and maximize sustainability benefits. Primary Outcomes.

PRIMARY OUTCOMES:

- The LRG showcases its best practices, gains recognition, and inspires peers to embark on a just transition journey.
- The LRG reviews and refines its strategy and explores opportunities for cooperation and coordination across municipal boundaries and with other levels of government and sectors (e.g. energy, water, waste), increasing ambition of their just transition.
- The LRG reports locally/regionally and globally its achievements toward reaching their climate and just transition targets.
- The LRG connects to global processes and frameworks through advocacy, representation, and dialogue (peer exchange) with key global partners.

3.1 INTEGRATE AND COLLABORATE TO INCREASE AMBITION ON JUST TRANSITION

This step aims at supporting the LRG to integrate and collaborate on just transition vision and actions horizontally²², vertically²³ and at the international level.

OBJECTIVES

The LRG collaborates with relevant stakeholders at the local, regional, national and international level to promote coherence, longevity and acceptance of just transition measures through joint coordination of processes. The LRG identifies gaps in resources and capacity across different levels of government and at the same time addresses local needs and builds on local strengths.



²² Horizontal collaboration refers to cooperation and coordination between neighboring communities, different LRGs in an area (e.g. a province or a region) and/or other stakeholders, such as the private sector and NGOs.

²³ "Vertical integration" also referred to as "sub-national integration" or "multi-level governance", means that different levels of government regularly exchange, plan, and coordinate activities that relate to planning, implementation, and reporting to increase the effectiveness of policies and programs.

Specific objectives	Relevant actions
<p>The LRG collaborates horizontally (neighboring municipalities and local community members).</p>	<ul style="list-style-type: none"> • Enhance the scope of local community stakeholders, e.g. explore whether the informal economy sector or seasonal migrants could amplify just transition efforts. • Consider cooperating with neighboring municipalities to enable necessary scale for ambitious just transition goals, e.g. collaborating with regional waste management facilities, bulk purchasing consortium for renewable energy, or sustainable public transport networks.
<p>The LRG collaborates vertically (other levels of government, regional, national)</p>	<ul style="list-style-type: none"> • Align policies with those of the national/provincial government, while supporting the achievement of national climate neutrality and climate resilient development targets and commitments. This vertical integration of actions and policies has the potential to contribute significantly to coherence and sustainability for vital urban infrastructure that does not end at local administrative borders.
<p>The LRG connects with peers and just transition champions worldwide.</p>	<ul style="list-style-type: none"> • Consider joining city networks or associations within a country, region, or internationally (such as ICLEI), global initiatives (such as the GCoM), and thematic groups (such as the Global 100% Renewable Energy Cities and Regions Network, the Building Efficiency Accelerator, ICLEI’s Frontline Cities and Islands Initiative, Building Adaptive and Resilient Cities (BARC) Network and/or the EcoMobility Alliance) to bring multiple benefits (including visibility, enhancement of ambition, etc) locally. • Networking can create opportunities to share information, knowledge, and resources on ways to tackle common challenges and on finding suitable solutions. It can connect peers and mobilize colleagues in new areas of climate action and just transition work. Honest exchanges on successful (and not so successful) measures, approaches or projects are valuable for local political leaders and technical staff. It can provide confidence when an LRG is exploring new and innovative practices. It can help identify pitfalls and problem areas ahead of time.



3.2 REVIEW AND UPSCALE

This step aims at continuously identifying successes, challenges, and barriers and adjusting, updating, and upscaling action in a continuous effort to increase ambition and to match community expectations.

OBJECTIVES

The LRG reviews the progress of the initial just transition measures, adjusts and corrects as needed, and upscales the ambition as needed (adapt-update-upscale).

Specific objectives	Relevant actions
<p>The LRG learns from first results of implemented just transition interventions (adaptive learning process).</p>	<ul style="list-style-type: none"> • Systematically and comprehensively review the process of systems, processes, capacities, partners and actions, and assess the initial strategy, targets, and goals against the achieved results of the implemented actions in accordance with the developed M&E process. • Update the institutionalization arrangements, in case of political or technical staff changes. • Make sure that the baseline assessments used for planning (i.e. community vulnerability assessment) are revised regularly, ideally on an annual/biannual basis, to improve data collection sources, quality of data, monitor the results of strategy implementation and subsequently be used to identify further opportunities. In case any changes occur during the process, analyze the new information and assess emerging challenges to eventually modify the strategy (i.e. go back to ANALYZE Phase in an interactive manner)
<p>Revise (if needed) the original plans for just transition based on preliminary outcomes from implementation.</p>	<ul style="list-style-type: none"> • Adjust original plans based on initial success (or not) of just transition actions. • Communicate activities, successes, and impacts of first just transition interventions to mobilize support, funds, and build national and global awareness. All levels of society should be included in the process of revision, with attention to using appropriate language to capture their interest and engagement.
<p>LRG scales up climate neutrality and just transition ambition incrementally</p>	<ul style="list-style-type: none"> • Address new priority sectors, reflecting changes in the national/ sub-national guidelines and programs, and increase the scale (extent and number) of just transition projects. Increased scale can be implemented incrementally by incorporating additional activities and funding in annual work programs and budgets. • Where barriers to successful implementation have been identified, explore actions, such as: Developing additional institutional arrangements and capacity; engaging additional or alternative partners for funding and implementation; revisiting program and project design; deepening stakeholder engagement and awareness raising in the community; scaling-up in neighboring communities or at national level, following opportunities arising from horizontal and vertical collaboration.



3.3 REPORT, INSPIRE, ADVOCATE

After having undergone the iterative process of planning, implementing, reviewing, assessing, and as a result, advancing on the climate neutrality pathway including a just transition lens, this sub-step provides the LRG with the perfect opportunity to report and showcase progress.

OBJECTIVES

The LRG reports progress on just transition and climate neutrality goals on a regular basis and gains recognition for successes while advocating for whole-of-society change worldwide.

Specific objectives	Relevant actions
The LRG learns from first results of implemented just transition interventions (adaptive learning process).	<ul style="list-style-type: none">• Report progress and achievements to the CDP-ICLEI Unified Reporting System and through individual MRV systems in place annually to contribute to global climate advocacy while bringing additional visibility to local action and leadership.• Consider applying to the Transformative Actions Program (TAP) as an opportunity to showcase the most ambitious, cross-cutting, and inclusive local projects, and to flag local needs for climate financing.• Invest in communicating progress effectively to key stakeholder groups, i.e. the main target group affected by the just transition actions (consider social media or other mediums to reach community members).
The LRG shares best practices with the world and advocates for just transition globally.	<ul style="list-style-type: none">• Generously share best practices with the world by participating in peer-to-peer exchanges, local government networks, and through participation in subnational and national programs. Showcase leadership and inform international organizations and financial institutions where barriers to local climate action exist due to current framework conditions and where improvements could be made through modifications.



Annex #2

Keywords developed through AI-support analysis of CPD-ICLEI Track data, grouped by the Four Dimensions of Justice

Recognition	Restorative	Distributive	Procedural
vulnerable	compensation	accessibility	climate justice
marginalized	restoration	fair	just transition
disadvantaged	reparation	fairness	equity
low income	redress	justice	equitable
frontline	remediation	redistribution	equality
minority	loss and damage	benefits sharing	inclusive
indigenous		energy affordability	inclusion
women		green jobs	stakeholder engagement
youth		upskilling	public participation
elderly		reskilling	community engagement
disabled		workforce transition	co creation
people disabilities		green sector	co design
equity assessment			social impact
gender analysis			social dialogue
social inclusion analysis			multistakeholder
at risk			community involvement
informal workers			
workers in transition			
transition sectors			
at risk sectors			



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