



# Just Transition Framework Series

How does South Africa's Just Transition Framework compare to the International Labour Organization Just Transition Guidelines?

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**Working Paper 1**

30 October 2023

## Purpose of the paper

This working paper is the first in a series reflecting on South Africa's Just Transition Framework (JTF), aimed at contributing to its relationship to international practices, identifying areas of refinement, and its potential application in national policy and investment contexts. The interpretations presented in the series represent the views of the authors.

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## About Rabia

Rabia Transitions is a non-profit research initiative founded in May 2021 based in South Africa. It is dedicated to building a just and inclusive financial ecosystem that responds with dignity to the challenges of our time. Through a transdisciplinary approach, Rabia integrates financial, environmental, economic, and social perspectives on finance policies and instruments, guiding our partners through complexity and facilitating actionable strategies. We firmly believe that both individuals and institutions have the power to usher in a new era for the role of finance founded on love, compassion, and interconnectedness. Further details on our work can be found at [www.rabiitransitions.org](http://www.rabiitransitions.org)

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## Abbreviations and Acronyms

APP	Annual Performance Plan
COP	Conference of Parties
ILO	International Labour Organization
JET IP	Just Energy Transition Investment Plan
JTF	Just Transition Framework
MTSF	Medium Term Strategic Framework
NDC	Nationally Determined Contribution
NDP	National Development Plan
Nedlac	National Economic Development and Labour Council
NPC	National Planning Commission
OSH	Occupational Health and Safety
PCC	Presidential Climate Commission
PCFTT	Presidential Climate Finance Task Team
SAPP	Southern Africa Power Pool
SMEs	Small and Medium-sized Enterprises
UNFCCC	United Nations Convention on Climate Change
WBA	World Benchmarking Alliance

## 1. Background

The climate risks South Africa faces, with the increased frequency of extreme and slow onset events, pose a significant threat to human lives and socio-economic development. South Africa's climate response is premised on enabling a just transition, which means the response has to be underpinned by the increasingly vulnerable realities and risks to lives and livelihoods. South Africa's Just Transition Framework (JTF) encapsulates this vision, with its goal of presenting a framework that navigates *“the risks associated with climate change, with the goal of putting people at the center, to improve the lives and livelihoods of all South Africans, especially those that stand to be impacted”* (PCC, 2022, p. 3).

The JTF was formally adopted by the South African Cabinet in September 2022, following a period of engagement and technical inputs led by the Presidential Climate Commission (PCC). The JTF serves as a guiding document, encouraging social partners to engage with its principles and develop their own policy positions. This important call to action aims to enable unity and collective responsibility for a just transition in South Africa.

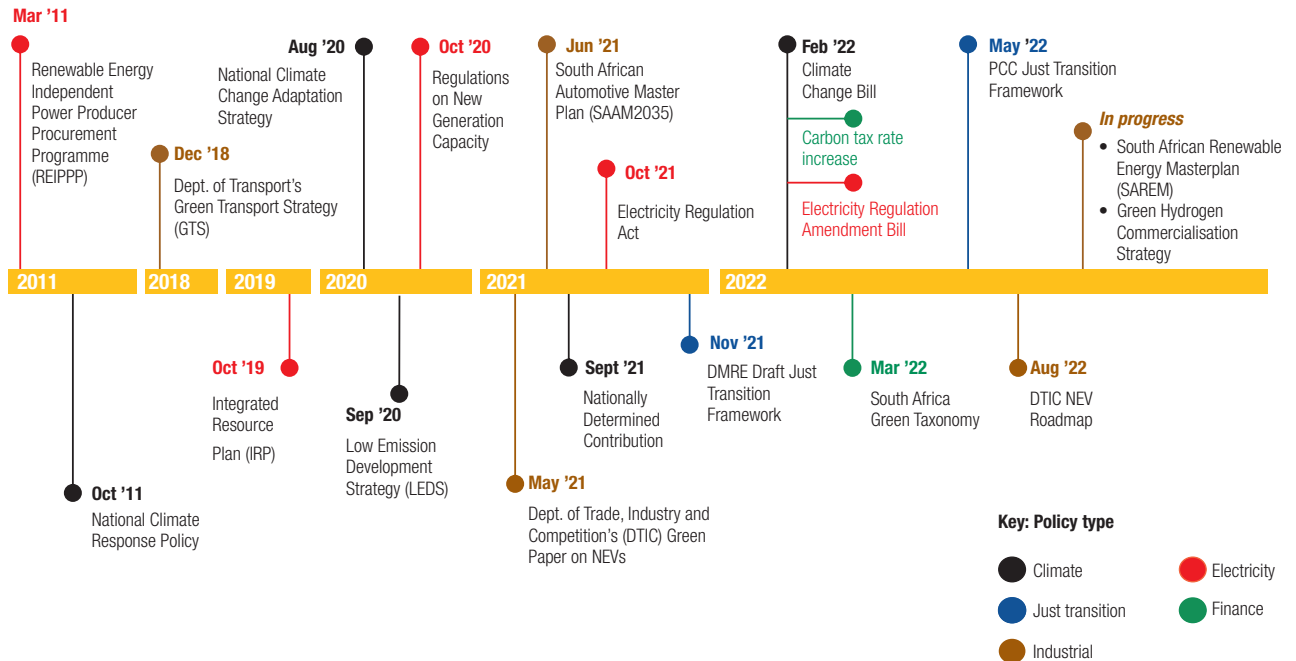
The vision of a just transition in South Africa was embedded in national policies as far back as 2012, with the inclusion in the National Development Plan (NDP) of chapters on the just transition to a low-carbon and climate-resilient economy. The focus is on tackling the country's systemic challenges of poverty, inequality, and unemployment, and is located within an evolving suite of policies supporting the transition to renewable energy (see Figure 1). This was informed by the emerging prioritisation within the global agenda of the urgency to respond to the climate crisis (NPC, 2019).

The National Development Plan shows that South Africa's response to climate change has long aspired to the principles of a “just transition”, with the overarching goal of improving lives and livelihoods, particularly of those most impacted by climate change.

This focuses on:

- Maximising job creation and economic opportunities;
- Promoting environmental sustainability and building resilience to the effects of climate change;
- Having an inclusive and responsive social protection system addressing all areas of vulnerability; and
- Building a state that is capable of playing a developmental and transformative role.

Figure 1: Evolving policies linked to South Africa's just transition



Source: The Presidency, 2022.

In 2015, at the 21st Session of the Conference of Parties (COP21) to the United Nations Convention on Climate Change (UNFCCC), the world adopted the Paris Agreement, a legally binding international treaty on climate change. The Paris Agreement reaffirmed the goal of limiting global temperature increase to well below 2°C and strengthening to 1.5°C. It established Nationally Determined Contributions (NDCs) by all Parties to the global emission reduction and adaptation effort, with regular reporting on implementation, and the submission of new NDCs every five years, demonstrating a progression. The agreement, in its preamble, requires Parties to consider the imperatives of a just transition. South Africa lodged its first NDC that same year and initiated the process of developing a national climate change response legal framework shortly thereafter.

In 2021 South Africa submitted an updated NDC to the UNFCCC, presenting an ambitious trajectory for reducing greenhouse gas emissions and building climate resilience, subject to the country receiving adequate financial support and enabling a “just transition”.

During COP27 in November 2022, South Africa committed to a Just Energy Transition Investment Plan (JET IP) which centres around decarbonisation efforts in the energy sector and advancing green industries through investment in new energy vehicles and green hydrogen. The JET IP aims to embed justice in the transition, in order to leave no one behind, especially the workers and communities directly linked to the coal industries, with an immediate focus on the specific spatial targets (The Presidency, 2022). The just transition elements of the JET IP aim to address skills development and municipal readiness for the transition. It also highlights the inclusion of local civil society, encouraging gender and youth-specific approaches, and considering new social ownership models.

This paper offers insights on the relative strengths and areas for refinement of the JTF by comparing the JTF to the 2015 International Labour Organization (ILO) Just Transition Guidelines. The comparison aims to contribute towards the “living” nature of the JTF, particularly as South Africa considers the implications of implementing a just (energy) transition, and the need to integrate new experiences and challenges within the JTF.

The comparison between the JTF and ILO Guidelines is structured around three areas common to both:

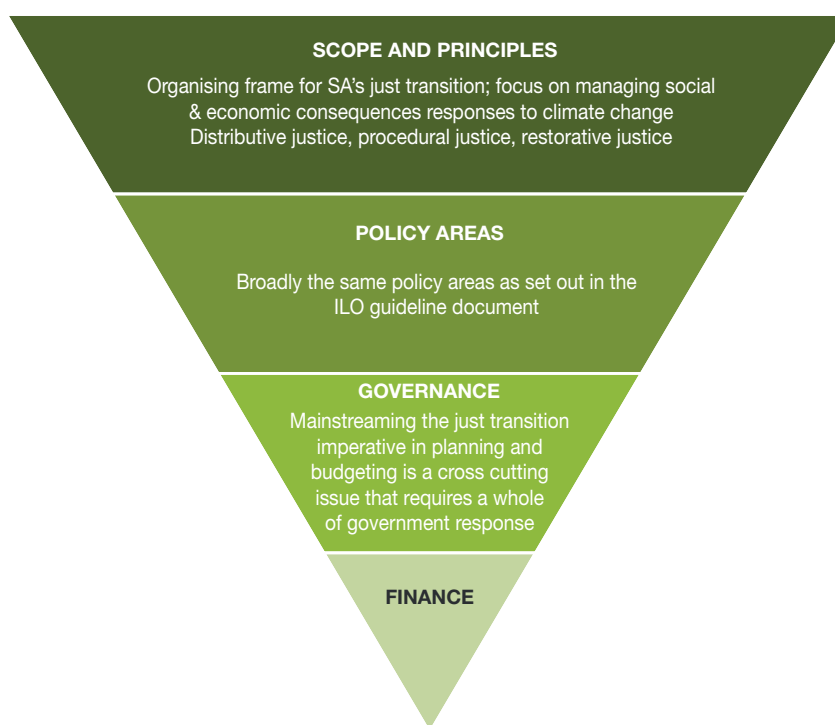
- i) vision and principles;
- ii) necessary policy areas that have been outlined; and
- iii) governance arrangements.



## 2. Overview of South Africa’s Just Transition Framework

In June 2022, the PCC released the Just Transition Framework. The JTF provides a “*foundation for the government to adopt a unifying national policy statement to guide work on the just transition*” (PCC, 2022). A key focus of the JTF is to manage the social and economic consequences of responding to climate change, recognising that the transition has disruptive elements, yet is also inevitable and requires a thoughtful and well-managed process to enable its aspirational outcomes. These outcomes are underpinned by the principles of distributive<sup>1</sup>, procedural<sup>2</sup> and restorative<sup>3</sup> justice. For implementation and governance, the JTF advocates mainstreaming just transition in planning and budgeting processes, acknowledging its cross-cutting implications which requires a “whole-of-government” approach. Figure 2 illustrates the key dimensions of the JTF.

**Figure 2: Outline of South Africa’s Just Transition Framework**



Source: Adapted from PCC, 2022.

The JTF was informed by an extensive consultation process, with stakeholder and community meetings taking place in most provinces in the lead-up to a National Conference in May 2022.<sup>4</sup>

The PCC engagement process included a series of publicly broadcasted workshops and events on various issues, written comments, and a series of policy briefs. Social partners engaged covered a wide spectrum including workers, communities, small businesses and national and local government. A summary of some of the issues around the consultation process is provided for in Table 1.

<sup>1</sup> A fair distribution of the risks and opportunities associated with the transition.

<sup>2</sup> Empowering all stakeholder groups so that they are able to shape and guide the transition.

<sup>3</sup> “Historical damages against individuals, communities, and the environment must be addressed, with a particular focus on rectifying or ameliorating the situations of harmed or disenfranchised communities” (PCC, 2022).

<sup>4</sup> Regions where consultations took place are: Emalahleni Mpumalanga, Lephalale Limpopo, South-Durban, Kwazulu-Natal, Xolobeni Eastern Cape, Gqeberha Eastern Cape, Houtazel Northern Cape, Carolina Mpumalanga and Secunda Mpumalanga.



**Table 1: Summary of key issues covered during the PCC's JTF consultations**

Area of enquiry	Issue raised
<b>Energy</b>	Access to affordable energy.
<b>Water</b>	Water saving efforts and management.
<b>Land use</b>	Practising sustainable land use management and enforcing policies and regulations.
<b>Upscaling knowledge skills</b>	As it relates to building skills for green jobs.
<b>Public participation processes</b>	As it relates to affected and/or vulnerable groups/communities, as part of the just transition process.
<b>Unemployment and inequality</b>	As it relates to the coal value chain and green job opportunities.
<b>Mining</b>	Environmental and health concerns.
<b>Food and water security</b>	As it relates to agriculture in relation to physical climate risks.
<b>Coal value chain</b>	Coal value chain, and the opportunities and risks presented in the transition away from coal in South Africa.
	What the country needs to do about its coal dependence.
<b>Sustainable livelihoods</b>	Creating sustainable livelihoods as part of a just and equitable transition, including a deeper examination of how jobs will be affected during the transition.
<b>Financing a just transition</b>	Means of financing a just and equitable transition. South Africa requires assistance and investment from the international community.
<b>Water security</b>	Importance of water security and the need to conserve and manage water resources as an essential component of a just transition.
<b>Governance functions</b>	Focused on the governance functions that are required to support a just transition, including the role of public participation in evidence-based policymaking
<b>Implementation of the JTF</b>	What constitutes a sufficient coalition of interests for change? And what governance and partnership models are required to build a social compact for the just transition.
	What Institutional capacities are needed to enable a just energy transition and what immediate and mid-term programmes are needed to champion the JTF implementation in the districts?
	What is the required input into national legislation, policy, and planning process. How do we realise justice principles in continuous engagement?
<b>Just Transition roadmap for specific provinces</b>	What would a Just Transition for specific provinces stakeholders entail? And what support do stakeholders need to ensure this outcome?

The discussion points in Table 1 highlight the complexity of discussions, and their wide-reaching implications. They also show the PCC's intention and commitment to ensuring procedural justice in the process, through inclusivity, and ensuring participation of vulnerable and marginalised groups in decision-making processes. In September 2022, the JTF was formally approved by Cabinet, to bring co-ordination and coherence to just transition planning in the country. The Cabinet decision "*called on all social partners to rally behind and embrace this framework*" and confirmed that a detailed implementation plan for the framework will be developed, which "*will be integrated into the government planning and budgeting system*" (South African Government, 2022).

The JTF calls on all social partners to engage with the framework, relative to their "*own sphere of influence and mandate*". This suggests that individual departments and stakeholders may develop their own policy statement, drawing on the JTF and applying it across different institutional and constituency mandates. The PCC is commissioning further work to advance the JTF, which includes an implementation plan, employment strategies, and designing a possible JTF finance mechanism. Ongoing work is also underway through bilateral meetings involving (i) the National Planning Commission, to integrate the JTF into the national planning system; (ii) the Department of Performance Monitoring and Evaluation, on integrating the JTF into the Budget Prioritisation Framework and developing a monitoring and evaluation system; and (iii) the Department of Higher Education on skills training. In addition, the PCC has established working groups on, among others, net zero pathways, climate resilience, financing the just transition, as well as monitoring and evaluation.

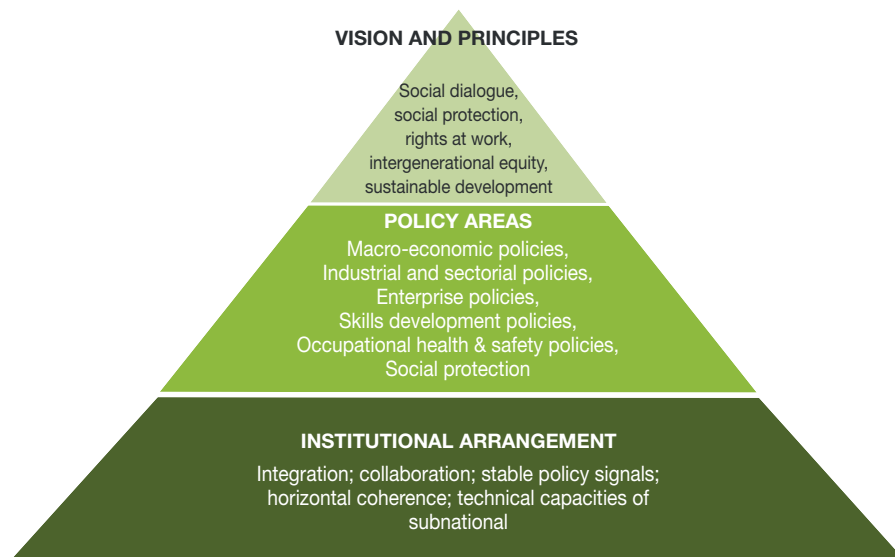
An early application of the JTF is evident through the work of the Presidential Climate Finance Task Team (PCFTT) in developing the JET IP (2023 – 2027), which was released in November 2022. This outlines portfolio priorities and interventions, with economic, social and environmental factors as its core drivers.

### 3. ILO Guidelines for a Just Transition (2015)

In 2015, the ILO significantly influenced the global movement towards a low emissions and climate resilient transition with the adoption of a set of resolutions and guidelines on the just transition. These guidelines provide a “*non-binding, practical orientation to governments and social partners, with some specific options on how to formulate, implement and monitor the policy framework, in accordance with national circumstances and priorities*” (ILO, 2015, p. 3). They serve as an important benchmark for any work globally on the economic, social, and environmental transition that is underway.

The principal tenets of the ILO Guidelines are based on the four pillars of the Decent Work Agenda, that is i) social dialogue, ii) social protection, iii) rights at work, and iv) employment. The ILO advocates that these pillars are essential elements of sustainable development and core to policies for inclusive growth and development. The guidelines (as per Figure 3) propose policy areas for advancing the just transition, in particular macroeconomic, sectoral and industrial policies. They also recognise the need for skills development, and importantly creating social protection policies appropriate for operationalising the just transition.

**Figure 3: Illustration of ILO Guidelines**



Source: Adapted from ILO, 2015.

The ILO Guidelines are not static, in that further iterations are managed through ILO governance structures that allow for review based on country experiences and sectoral strategies.

The ILO Guidelines represent a tool for considering options on how to formulate, implement and monitor a just transition policy framework, in accordance with national circumstances and priorities. The scope of the guidelines mainly focuses on workers affected by precise value chains facing disruptive effects due to the country’s climate response. The ILO Guidelines have contributed towards deepening how the just transition may be integrated at a policy level, by providing a perspective and options that are “*non-binding, practical orientation to governments and social partners*” (ILO, 2015).

## 4. Comparison of the JTF with the ILO Guidelines for a just transition

It is unclear to what extent the PCC may have applied the ILO Guidelines in the formulation of the JTF. However, there is resonance between the ILO and JTF in the mutual focus on improving lives and livelihoods, particularly of those most impacted by climate change, to facilitate a common understanding of a just transition, as it relates to socio-economic, environmental and technological implications of climate change.

The basis for comparison of the JTF with the ILO Guidelines was made at three levels, namely:

- **Visions and principles** that look at the underpinning reason(s) for a just transition, the climate rationale, and how they contribute to national development;
- **Policies** at the level of macroeconomic, industrial, social, health and skills development; and
- **Governance arrangements** around collaboration, institutional capabilities, responsibilities and the envisaged roles of responsibility to the extent on how those were defined or expected to engage.

### 4.1 Vision and principles: ILO versus JTF

The basic premise on which the ILO Guidelines and the JTF were both constructed is that the transition must be transformative, and must ensure social, economic and environmental justice for vulnerable and impacted communities and address their needs in the process of transition. In addition to the vision and principles, the ILO and JTF set out clear objectives, as summarised in Figure 4:

**Figure 4: Vision and principles: ILO versus JTF**

ILO Just Transition Guidelines	South Africa Just Transition Framework
<ol style="list-style-type: none"> <li>1. Focus is the contribution to <b>decent work</b> for all social inclusion and the eradication of poverty.</li> <li>2. Based on the <b>four pillars of the Decent Work Agenda</b> (social dialogue, social protection, rights at work and employment).</li> <li>3. Stresses importance of <b>intergenerational equity; inter-related dimensions of sustainable development</b>; transition as engine of growth.</li> <li>4. Applies principles of <b>strong social consensus</b>, coherent policies across economic, environmental, social, education, labour and international co-operation.</li> </ol>	<ol style="list-style-type: none"> <li>1. Focuses on <b>managing the social and economic consequences</b> of climate mitigation and adaptation policies.</li> <li>2. Provides <b>“organising frame”</b> for SA’s just transition</li> <li>3. Provides a <b>range of definitions</b> for SA’s just transition</li> <li>4. Sets out <b>three core principles, namely distributive, procedural, and restorative</b> justice that will guide the implementation of the JTF in South Africa</li> </ol>

Source: Adapted from ILO and PCC (ILO, 2015; PCC, 2022).

### **ILO Guidelines: vision and principles for a just transition**

The ILO Guidelines describe the just transition as the contribution to decent work for all, social inclusion, and the eradication of poverty. Four pillars drive the Decent Work Agenda, which are related to six of the Sustainable Development Goals, “Peace, Justice, and Strong Institutions”, “Reduced Inequalities”, “Decent Work and Economic Growth”, “No Poverty”, and “Partnerships for the Goals”. This focus is especially relevant for green jobs, which need to be inclusive by providing opportunities for all – especially women – and reducing the impact of job losses for vulnerable employment groups in the process of industry phase-outs. This needs to ensure that re-skilling and training opportunities, among other things, are provided for, and to maximise opportunities for positive social and economic outcomes that eradicate poverty with social dialogue as a key component.

Importantly, the ILO Guidelines emphasise intergenerational equity. They also acknowledge the three inter-related dimensions of sustainable development (economic, social and environmental) as a potential for the transition to be a new engine of growth, as well as a strong driver of job creation, social justice and poverty eradication. This is seen as a means of tackling three of the defining challenges of the 21st Century which are decent work, poverty eradication and environmental sustainability.

The ILO Guidelines also present a set of principles to guide the transition to be adopted by governments and/or social partners. These principles include:

- The importance of a strong social consensus on the goal and pathways to sustainability, with social dialogue as an integral part of the institutional framework for policymaking and implementation;
- The need for transition policies and programmes to respect, promote and realise fundamental principles and rights at work, and consider the strong gender dimensions;
- The importance of coherent policies across the economic, environmental, social, education and labour portfolios; and
- Fostering international co-operation among countries.

In summary, the ILO Guidelines provide a set of practical country-level applications focused on achieving sustainable development, decent work, and green jobs, following nationally defined development priorities.

### **Just Transition Framework: vision and principles for a just transition**

The JTF sets out the scope of the process and expected outcomes in guiding an effective and equitable transition to a low-carbon emissions and climate-resilient economy. It clarifies that the framework does not deal with climate mitigation and adaptation policies per se, but rather focuses on managing the social and economic consequences of those policies. It also emphasises that the document is neither exhaustive nor a detailed implementation plan. Rather it is “a first organising frame to give effect to a just transition in South Africa”. The PCC has stated that the JTF will continue to be updated as new learnings and stakeholder consultations take place” (PCC, 2022, p.5).

The JTF states that it is founded on learnings from various processes and consultations initiated by sectoral departments and others, i.e.:

- The work by union federation COSATU on a just transition (2009).
- The National Climate Change Response White Paper (2011).
- The National Development Plan (2012).
- The National Employment Vulnerability Assessment and Sector Jobs Resilience Plans (2019).
- National Economic Development and Labour Council (Nedlac) (2020).

### **JTF definitions vs ILO Guidelines**

The JTF presents a range of key definitions of the just transition which are highlighted in, Table 2. The table also compares these with those in the ILO Guidelines, as far as the scope and extent of the definitions align.

**Table 2: Contrast of key definitions of the JTF against the ILO Guidelines**

ILO Guidelines		Just Transition Framework
<b>Definition of Just Transition</b>	A just transition for all towards an environmentally sustainable economy, as described in this document, needs to be well managed and contribute to the goals of <b>decent work for all, social inclusion</b> and the <b>eradication of poverty</b> .	<p>A just transition aims to achieve a quality life for all South Africans, in the context of increasing the ability to adapt to the adverse impacts of climate, fostering <b>climate resilience</b>, and reaching <b>net-zero</b> greenhouse gas emissions by 2050, in line with best available science.</p> <p>A just transition contributes to the goals of <b>decent work for all, social inclusion</b>, and the <b>eradication of poverty</b>. A just transition puts people at the centre of decision-making, especially those most impacted, the <b>poor, women, people with disabilities, and the youth</b>, empowering and equipping them for the new opportunities of the future.</p> <p>A just transition builds the resilience of the economy and people through <b>affordable, decentralised, diversely owned renewable energy systems</b>; conservation of natural resources; equitable <b>access of water resources</b>; an environment that is not harmful to one's <b>health</b> and well-being; and sustainable, equitable, inclusive <b>land use</b> for all, especially for the most vulnerable.</p>
<b>What the instrument entails</b>	Provides <b>non-binding</b> practical orientation to Governments and social partners with some specific options on how to <b>formulate, implement and monitor</b> the policy framework, in accordance with national circumstances and priorities.	Sets out a <b>shared vision</b> for the just transition, principles to <b>guide</b> the transition, and policies and governance arrangements to give effect to the transition.
<b>At-risk value chains and sectors</b>	None. The ILO Guidelines emphasise that sectoral approaches are dependent on country context.	The coal and auto value chain, agriculture, and tourism.
<b>Vulnerable groups</b>	<b>Workers.</b>	<b>Workers</b> in the fossil fuel value chain, unemployed, poor households, communities, youth, and women.
<b>Social Partners (Including government)</b>	<b>Businesses</b> , business associations, workers' organisations, employers' organisations, <b>young</b> people, women, workers, labour market institutions, <b>trade unions, research</b> , and training institutions.	<b>Labour unions</b> , civil societies, <b>youth, businesses, research</b> institutions and academia.

Source: Adapted from the JTF and ILO Guidelines.

In summary, the JTF definitions are broader than the ILO guidelines as the latter focuses primarily on the Decent Work Agenda and its relation to poverty eradication and social inclusion. In contrast, the JTF definition of just transition elaborates more fully on principles of social inclusion, quality of life for all, the building of social resilience, and recognising the need for ownership models that offer inclusive energy, health and land use benefits for all vulnerable groups.

### JTF principles vs ILO Guidelines

The JTF sets out three core principles, namely distributive, procedural, and restorative justice that will guide the implementation of the JTF in South Africa. These are explained as follows:

- a) Distributive justice:** Taking account of the potential risks and opportunities associated with implementing a just transition, the concept of distributive justice focuses on the distribution among different social partners and the JTF highlights the need to focus on:
- Skills, assets, and opportunities to participate in industries of the future.
  - Economic transformation of national economic and social policies and distribution of burdens.
  - Provincial and local capacity as part of economic development at a local level.
  - Corporate responsibility that supports a green and inclusive economy.
- b) Restorative justice:** The JTF recognises that policies, programmes, and projects to specifically address past injustices by transforming the system should cater for previously disenfranchised communities and enhance access to economic opportunities. The elements of restorative justice should specifically consider:
- Health and environmental impacts for communities in coal belts or impacted by other fossil fuels.
  - Divestment from carbon intensive sectors and fossil fuels.
  - Inclusive net-zero-emissions, especially for women and the youth.
  - Address past injustices by transforming existing mechanisms.
- c) Procedural justice:** This principle focuses on identifying what and who is likely to be directly or indirectly affected by the transition, whose interests and values are recognised and considered, and what formal process will be followed to enable individuals and institutions to co-develop the just transition implementation programmes and have influence over decision-making. The JTF suggests a focus on:
- Assisting communities to understand what the just transition entails.
  - Supporting workers and community organisations to participate actively in just transition policymaking processes.
  - Collaborating actively with a range of stakeholders, through inclusive and participatory decision-making structures.
  - Supporting the design and implementation of just transition projects, as proposed by individuals and communities in affected areas.

The JTF principles find resonance with the policy and visionary aspects of the ILO just transition guidelines through several channels as outlined in Table 3:



**Table 3: Linking the three JTF principles to the ILO Guidelines**

JTF principles	Contrasting elements of the ILO Guidelines
<b>Distributive Justice</b>	Policies promoting fundamental principles and rights.
	Coherent policies across the economic, environmental, social, education/training and labour portfolios.
<b>Restorative Justice</b>	Policies and programmes promoting a strong gender dimension.
	Policies and programmes based on the design in line with the specific conditions of countries.
	Coherent policies that provide a just transition framework for all.
<b>Procedural Justice</b>	Strong social consensus as part of the institutional framework for policymaking and implementation at all levels.
	Foster international cooperation among countries.

In summary, the JTF principles are largely aligned with the principles in the ILO Guidelines, with the JTF providing a more granular explanation on how to achieve these principles and core focus.

The details in Table 2 and Table 3 present definitions and principles of the JTF compared to the ILO Guidelines, showing the following:

- The JTF has drawn reference from the ILO Guidelines on how to define a just transition and has further taken a broader approach not only based on workers, but also other vulnerable groups with the aim of directly supporting socio-economic issues in South Africa. Therefore, the JTF has a scope that is greater than the ILO Guidelines, which focus primarily on the Decent Work Agenda.
- The JTF has a broader parameter for identified vulnerable groups compared to the ILO Guidelines.
- The JTF has identified four sectors and value chains that are at-risk in the transition, as per South Africa's country context as envisaged in the ILO Guidelines.
- The JTF and ILO Guidelines are set up in a "non-binding" format which needs to be taken up by respective institutions in line with their specific conditions, responsibilities, and realms of influence.
- The JTF and ILO Guidelines scope of social partners forming part of the social dialogue and stakeholder engagement are aligned.

In summary, a comparison of the JTF with the ILO Guidelines shows instances when the JTF appears more ambitious and stronger compared to the ILO Guidelines. In particular, the ILO Guidelines are primarily focused on social protection and workers' rights, whereas the JTF in South Africa is much broader and goes further by expanding the focus on workers, identifying vulnerable sectors and groups, and emphasising the importance of just transition in the context of gender dimensions and health risks for communities and individuals associated with proximity to fossil fuel combustion.

These differences are primarily because the JTF and ILO Guidelines have been created for different purposes as per their scope. The JTF was designed as a national policy to oversee and facilitate a just transition to a low-emissions and climate-resilient economy, and take on a broader development scope for a transformational shift that aims to address the triple challenges South Africa faces. The ILO Guidelines are a set of international best practice guidelines aimed at a just transition towards environmentally sustainable economies and societies for all, with a focus on the Decent Work Agenda.

## 4.2 Policy Areas: ILO versus JTF

The ILO Guidelines suggest the need for a country-specific mix of macroeconomic, industrial, sectoral and labour policies that create an enabling environment for a productive and job-creating transition. The guidelines further emphasise the need for mainstreaming sustainable development across all areas of the economy and for cross-sectoral co-operation. They also stress the importance of integrating international labour standards, which offer a robust framework for addressing employment challenges associated with the transition towards sustainable development. Specific policy areas are outlined in Table 4. In each case, there is a summary of the relevant policy areas captured in the JTF, with a summary later in the text on commonalities and differences.

**Table 4: Policy areas identified by the ILO Guidelines**

ILO Just Transition Guidelines	South Africa Just Transition Framework
<p><b>1. Macroeconomic and growth policies:</b> integrate sustainable development and the just transition into macroeconomic policies, and align economic growth plans with social and environmental objectives.</p>	<p><b>1. Macroeconomic:</b> support for industrial development and economic diversification for new economic clusters to create new jobs; increased support for financing new small and medium-sized enterprises (SMEs).</p>
<p><b>2. Industrial sectors:</b> establish sectoral incentives to create markets for green products; policies on social protection.</p>	<p><b>2. Industrial sectors:</b> four specific sectors – coal, auto, agriculture and tourism – and the policy implications around them.</p>
<p><b>3. Enterprise policies:</b> enabling environment for sustainable enterprises through fiscal policy and tax reforms; enhance the resilience of SMEs.</p>	<p><b>3. Enterprise policies:</b> requires government to establish regulatory frameworks on new technologies, technical standards, and innovation.</p>
<p><b>4. Social protection:</b> adequate social protection systems (such as health care, income security and social services).</p>	<p><b>4. Social protection:</b> review South Africa's social security system to address transition risks; build social security nets for displaced workers; shock responsive social protection.</p>
<p><b>5. Skills development:</b> review skills development policies to ensure responsiveness to the just transition; and co-ordinate skills development policies and training systems with the policy framework for the transition.</p>	<p><b>5. Skills development:</b> three broad areas: (i) reskilling and upskilling to enable workers to navigate the transition; (ii) align the skills development system with labour force needs of the future (green) jobs; (iii) ensure foundational skills for adaptive capacity.</p>
<p><b>6. Occupational health and safety:</b> assess increased or new occupational health and safety (OSH) risks.</p>	<p><b>6. Occupational health and safety:</b> Minimalist on addressing the OSH theme.</p>

Source: Author analysis.

## Policy commonalities and gaps

With reference to the policy areas summarised in Table 5, the ILO and JTF both:

- Provide for social policy areas, such as social protection, skills development; and economic policy areas such as macroeconomic and growth policies, which are aimed at addressing the needs of identified vulnerable groups.
- Address the cross-cutting policy areas of human resource development and skills development; industrial development; economic diversification and innovation; and social protection measures.
- Identify vulnerable sectors and groups and emphasise the importance of a just transition in the context of gender dimensions.
- Address the health and wellbeing of individuals and/or communities.

Table 5 is an analysis of the key elements as they relate to such matters, showing alignment in most aspects. The indicators in the left column were drawn from the benchmarking indicators for assessing just transition methodology, published by the World Benchmarking Alliance (2021).

**Table 5: Contrast of key commonalities and gaps between the JTF and ILO Guidelines**

Indicators	ILO Guidelines	JTF
Call for social dialogue and stakeholder engagement	■	■
Creating and providing or supporting access to green and decent jobs	■	■
Retaining and re- and/or upskilling	■	■
Social protection	■	■ Not clear how it will be achieved. <sup>5</sup>
Formalisation of policies and regulation	■	■ Not clear on the formalisation of the JTF in planning processes.
Vulnerable group(s) identified <sup>6</sup>	■ Workers only	■
Definition of just transition	■	■
Health well-being of vulnerable groups	■ Workers and workplace health	■
Specific social resilience focus	■ No clear strategic focus on sustainable cities as it relates to physical risks, and water and food security.	■ No clear strategic focus on sustainable cities as it relates to physical risks, and water and food security.

Source: Adopted using aspects of the WBA just transition methodology (World Benchmarking Alliance, 2021).

<sup>5</sup> The PCC has stated that further work is being undertaken to define the scope and structure of these social protection measures in the context of South Africa's fiscal constraints. (PCC, 2022, p. 19).

<sup>6</sup> WBA states examples of vulnerable groups to include: children and youth; elderly persons; combatants; HIV/AIDS-affected households; human rights defenders; indigenous peoples; internally displaced persons; migrant workers and their families; national or ethnic, religious and linguistic minorities; persons who might be discriminated against based on their sexual orientation, gender identity, gender expression, or sex characteristics (e.g., lesbian, gay, bisexual, transgender, intersex), persons with disabilities; refugees or returning refugees; women.

In summary, the commonalities of the ILO and JTF are that they both:

- Respond to climate change and the need for a just transition - the basic premise on which both were constructed is to include vulnerable communities and address their needs in the process of transition.
- Advocate for a broader scope, beyond the focus on energy, i.e., focusing also on climate resilience, and gender.
- Present a set of principles to guide their conceptualisation and operationalisation.
- Call for social dialogue and stakeholder engagement, from government, labour unions, businesses, civil societies, and research and training institutions, among others.

Concerning gaps, the ILO and JTF both have no clear strategic indication on the:

- **Food and water security**, which is likely to be caused by impacts like floods, droughts, and extreme storms, that will reduce water availability and food security.
- **Sustainable cities** in terms of disaster risk reduction and management.
- **Disaster management and preparedness** that would enable South African cities and other parts of the country to have the necessary skills, resources, and infrastructure in place to effectively adapt to climate change and respond to climate change-induced disasters.
- **Social conflicts:** Based on the gaps and further refinement, one aspect that is often neglected is how climate change effects translate into a national security concern.

### 4.3 Governance arrangements for applying the just transition

The ILO vision also highlights the importance of governments, employers, and workers as active agents of change (ILO, 2015, p. 4),<sup>7</sup> and even further scopes out areas of responsibilities for government and social partners under each policy area. Table 3 illustrates this contrast, noting that the primary driver in all instances is the government with its social partners.

**Table 6: ILO Policy areas and assigned responsibility**

ILO Policy Areas	Assigned Responsibility
<b>Macroeconomic and growth policies</b>	Governments in <i>consultation</i> with social partners.
<b>Industrial and sectoral policies</b>	Governments in <i>consultation</i> with social partners. Governments and social partners.
<b>Enterprise policies</b>	Governments and social partners.
<b>Skills development</b>	Governments in <i>consultation</i> with social partners. Governments and social partners.
<b>Occupational safety and health</b>	Governments and social partners. Governments in <i>consultation</i> with social partners.
<b>Social protection</b>	Governments in <i>consultation</i> with social partners.
<b>Active labour market policies</b>	Governments in <i>consultation</i> with social partners.
<b>Social dialogue and tripartism</b>	Governments and social partners.
<b>Institutional arrangements</b>	Governments and social partners.

Source: Adopted from ILO Guidelines (2015)

This signals that the ILO provides guidance on when and how governments and social partners *should take the lead* and under what circumstances governments should work collectively and in consultation with social partners on identified policy areas. This is especially important in operationalising the policy areas.

<sup>7</sup> The ILO Guidelines state that "...Governments, employers and workers **are not passive bystanders, but rather agents of change, who are able to develop new ways of working** that safeguard the environment for present and future generations, eradicate poverty and promote social justice by fostering sustainable enterprises and creating decent work for all."(ILO, 2015, p. 4)

### Differences in ILO Guidelines and JTF governance arrangements

A key factor in governing the process of delivering a just transition is strengthening the institutional and technical capacities of subnational authorities to guide the transition and ensure the participation of social partners at all levels and stages in the process. Table 7 contrasts the respective governance arrangements proposed in the JTF and ILO Guidelines.

**Table 7: Governance arrangements for the just transition: areas identified by the ILO Guidelines, and a comparison with the governance arrangements outlined in the JTF**

ILO Just Transition Guidelines	South Africa Just Transition Framework
1. Integrate provisions for a just transition into national plans and policies for achieving the sustainable development goals.	1. Effective governance and mainstreaming of the just transition in planning and budgeting.
2. Integrate provisions for a just transition into the agendas of line ministries.	2. Requiring a whole-of-government response.
3. Promote close collaboration between relevant national ministries, including ministries of economic planning and finance.	3. National government recognised as having a key leadership role.
4. Establish and strengthen institutional and technical capacities of subnational authorities.	4. Just transition imperative located within the central planning system of government (NDP, Medium Term Strategic Framework (MTSF), Annual Performance Plans (APPs), annual budgeting processes).
5. Provide opportunities for the participation of social partners at all possible levels and stages of the process.	5. Specific roles of provincial and local government and role of social partners are outlined.
6. Encourage and actively engage in collaborative efforts among governments, employers and workers organisations.	

Source: Author analysis.

### Commonalities and gaps

With reference to Table 7, the JTF fulfils many of the parameters for governance for the Just Transition, as outlined by the ILO. The common themes shared are:

- Providing for collaboration, mainstreaming, a whole-of-government response, and a leadership role for the national government.
- Identifying specific (roles of) social partners.
- Encouraging the integration of just transition provisions into national plans and policies.

Several gaps in the institutional arrangements for the JTF relate to:

- The JTF not being clear on the *specific responsibilities* for the development of a detailed implementation plan in relation to the formalisation of the JTF in the planning processes. In contrast, the ILO Guidelines have signalled *specific responsibilities* under each policy area for implementation.
- The just transition is imperative as per the JTF, however, it is not located at present within the central planning system of government (MTSF, APPs, annual budgeting).
- Inadequate collaboration between relevant national ministries, as line ministries are working in silos at present.

In summary, the JTF institutional arrangements are mainly aligned with the ILO Guidelines at a *conceptual level*, however at a *strategic level* further work is needed to clarify the specific contributions from sectoral departments, with a clear definition of their respective roles and contributions. In addition, further effort is needed to strengthen the institutional and technical capabilities of provincial and local government, to enable these spheres to play an active role in the transition.



## 5. Areas for refinement of the JTF

The implementation of the JTF is not achievable without all parties contributing and being actively involved, which is why the ILO Guidelines call for the just transition to be “mainstreamed into the **agendas of line ministries, rather than assigning them to only one ministry**” (Olsen and La Hovary, 2021) to ensure that there are moving levers to integrate and embed justice into the fabric of the public policy response by building those into the existing strategic processes.

The role of stakeholders is essential to ensure that people have agency in the “*design of policies and programmes, in line with the specific conditions, responsibilities, and realms of influence, based on the vision, principles, and interventions articulated in this framework*” (PCC, 2022). The ILO Guidelines also state that the foundations for a just transition depend on the strength of the social safety nets; this point is also articulated in South Africa’s JET Investment Plan.

These dimensions and those derived from the comparison in Section 4 reflect the fluid nature of the JTF, particularly as implementation considerations are underway. This section offers some reflections on potential areas for refinement based on the initial comparison.

### 5.1 Vision and principles

An important omission is that although both the JTF and the ILO Guidelines call for social dialogue and stakeholder engagement and recognise financing, with the JTF setting out strategic roles for businesses<sup>8</sup> – both documents insufficiently frame the role of the financial sector in enabling a just transition, particularly given that the just transition represents both a financing need, and a qualitative outcome of collective financial decisions by private and public capital. For example, the Just Energy Transition Investment Plan (JET IP), references the JTF principles in how the portfolio of investments, including skills development and municipal support, are constructed to support the achievement of South Africa’s low-carbon future in line with the most ambitious NDC scenario possible and a just manner which is equitable and reduces inequalities. The just transition is embedded in the interventions mentioned in the JET IP covering electricity infrastructure, new energy vehicles and green hydrogen, acknowledging the need for worker, community, local government, generational impacts, reskilling and social protections, and new ownership models (The Presidency, 2022).

On one level, the JTF represents a sound foundation for the government to adopt a unifying national policy statement that guides its approach to enabling a just transition, in the context of national development priorities and climate response. However, there is a need in reframing to set the

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<sup>8</sup> See page 22-23 of the Final PCC Just Transition Framework, where it sets out the roles of businesses in supporting a just transition (PCC, 2022).

purpose of the JTF as an umbrella instrument that calls on each department to define how they engage with the JTF relative to their mandates.<sup>9</sup> On another level, the JTF is not solely a call to action for government, begging the question: Whose responsibility is the just transition and how can all social partners engage, as per their individual capabilities and responsibilities?

## 5.2 Policy areas

In comparing the JTF with the ILO Guidelines, several gaps in the policy areas have been identified. These are outlined below.

- **Articulation with the existing policy framework:** The just transition is taking place in the context of an existing policy framework within South Africa, with which the transformation process will need to be articulated. Sustainability transitions research over the last decade has sought to conceptualise and explain how radical changes can take place, identifying several characteristics, including multi-dimensionality and co-evolution; multi-actor process; stability and change; long-term in nature; open-endedness and uncertainty; contestation and disagreement; and normative directionality (Winkler, 2020). The JTF reflects these characteristics and establishes an organising framework to guide the evolution of the transition. However, the document seems to be silent on the existing policy framework, how the process will engage with the existing policy framework, and revisions that will be needed across sectors.
- **Consideration of just transition pathways:** The high-level and indicative analysis provided in the JTF on the projected impacts on the trade and economic environment provides a useful, though very rough indication of timeframes in which to plan for social and economic vulnerability. This requires extensive further work and modelling to clearly define the likely triggers of change and construct multi-institutional and multi-layered responses to these triggers.
- The identified value chains/sectors at risk, which have been drawn from the National Employment Vulnerability Assessment, reflect a low emissions focus (coal and auto) and a resilience focus (Makgetla, et al., 2020). The JTF acknowledges that the identified sectors are not exhaustive, and further work is underway to examine the vulnerabilities in other groups and sectors, as well as workers in South Africa's informal economy. A detailed plan to guide South Africa's transition needs to be founded on a set of constructive and carefully considered economic and social pathways for transition, with clarity on sectoral and cross-sectoral roles and responsibilities. These development pathways would be aimed at achieving South Africa's low emissions and climate resilience targets in the short, medium and long term, and

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<sup>9</sup> The JTF actually implies this by stating that "social partners will need to design their own policies and programmes in line with their specific conditions, responsibilities, and realms of influence, based on the vision, principles, and interventions articulated in this framework"(PCC, 2022, p. 5).

addressing the social and economic consequences of the transition. The pathways must be evidence-based, methodologically sound, sectoral and cross-sectoral, and geographically referenced.

- Concerning emission reduction pathways, the National Business Initiative, together with Business Unity South Africa, has reviewed several sectors (power, mining, petrochemicals and chemicals sectors, agriculture and land use, and the gas sector), outlining decarbonisation pathways. Again, these pathways are indicative, based on modelling and analytical work, and are intended as a demonstration that decarbonisation is possible in an economy that is structurally embedded in an energy-intensive production system, and in an increasingly water-constrained future. These pathways do, however, provide a starting point for further work on reducing South Africa's emissions in the key economic sectors.
  
- The more challenging part of this work relates to constructing pathways that are aimed at ensuring water security, food security, and health security in a rapidly changing climate. Once constructed, the modelled pathways would need to be converted into detailed transition pathways, that factor in the economic and employment implications, social welfare implications, infrastructure planning, economic inclusion and participation, as well as policy and governance considerations.
  
- **Consideration of regional impacts:** The JTF would benefit from more detailed consideration of the potential regional impacts of the transition, associated with South Africa's interdependency with neighbouring countries (such as in relation to food, water, energy, and employment). South Africa is deeply interconnected with neighbouring countries. For example, with energy, there have been consistent efforts towards regional energy integration, aimed at supporting energy security through integrated markets and cross-border infrastructure development, since 1995. Electricity trade has been viewed as an efficient way to ensure reliable and low-cost energy security, based on mutual benefits for importing and exporting members of the Southern Africa Power Pool (SAPP) (Vanheukelom and Bertelsmann-Scott, 2016). The energy transition in South Africa must consider the implications and potential impacts on the SAPP. In respect of water, South Africa shares six river basins (Incomati, Limpopo, Maputo, Orange-Senqu, Thukela and Umbeluzi) with six neighbouring countries. The changing climate is already impacting water sustainability in much of Southern Africa. South Africa's transition to a climate-resilient economy and society must take a broader regional approach.

- **Human resources and skills development:** The JTF would benefit from a more strategic approach in its focus on human resources and skills development. This would include a review of existing skills development policies; co-ordination of skills development policies and training systems that demonstrate emerging priorities for the just transition, and a review of occupational skills profiles to address the needs for the just transition.
- **Occupational health and safety considerations:** The JTF does not properly address OSH concerns. This is a significant gap, considering the extensive consultation with workers in the process to date, the importance of the labour lobby, and the occupational, health and safety risks associated with an economic and social transition, as well as the impacts of climate change. Further, as mentioned earlier in this paper, the JTF needs to provide stronger direction on the policy areas in which the government and its social partners can more deeply engage. This is to avoid any implementation plans around the JTF being developed in silo by different social partners, bearing no relation or complementarity to each other. This is a concern as the option for social partners to consider policy areas may mean the vision and principles of the JTF might not gain traction in some of these policy areas.
- **Consideration of social protection:** The matter of mobilising a basic income grant as part of social protection is an outstanding issue that needs to be further addressed, with some calling for the Social Relief of Distress Grant to be linked to the just transition (PCC, 2022, p. 19). In addition, social partners such as COSATU, have also called for the just transition to create social protection available for those who are negatively impacted by the transition, through a Universal Basic Income Grant, to increase resilience for vulnerable communities, through temporary social grants (COSATU, 2022).
- **Consideration of what “justice” means within each policy area, and as it relates to the just transition, and policy levers to embed the transition:** The Just Transition Framework is not functioning in a vacuum. Therefore, the process needs to include a review of the existing policy, legislative and regulatory environment that is part of the current context, to identify policy gaps, and policy revisions that are needed to locate the just transition process within the work that is currently being undertaken by government and social partners. The policy analysis should consider the levers that either exist or need to be established, to manoeuvre the just transition pathways into position. For example, Table 8 aims to connect these areas noting that certain of the JTF principles are not included in “policy areas” per se, but recognised under institutional or other arrangements relative to how the ILO situates similar matters. In particular, applying procedural and restorative justice in policy-specific areas may need attention.

**Table 8: Comparison of the justice dimensions as per key policy areas**

Principles	ILO Guidelines (Key policy areas)	JTF (Key policy areas)
Procedural	Social dialogue and tripartism.	Not part of policy areas but provided for under institutional arrangements.
Distributive	Skills development Social protection. Active labour market policies. Macroeconomic and growth policies. Industrial and sectoral policies. Enterprise policies.	Social protection. Human Resource Development and Skills Development. Industrial Development, Economic Diversification, and Innovation.
Restorative	Occupational safety and health. Macroeconomic and growth policies.	Not part of policy areas but provided for under the principles.

Source: Author analysis.

### 5.3 Potential governance priorities when applying the JTF

This section captures key identified governance priorities on how the whole governance process can unfold. These are outlined below:

- **Need for enhanced effort to work towards a “whole-of-government” transition plan**, across the sectors and spheres, and through early integration with the MTSF, APPs, and the annual budgeting processes. Further steps include identifying key government departments that could actively play a role in getting the justice element of the JTF embedded in policy and planning processes. In operationalising the JTF, it is clear that it will go beyond what any one institution or department can do alone and will therefore require co-ordination and co-operation.
- **Need for relevant departments to actively participate in the just transition process**, defining their respective roles and contributions, including policy, legal (and possibly expanded legal mandates) and planning instruments that would be centrally involved in giving effect to the transition.
- **Emerging governance processes for the just transition are to be embedded within current social and economic strategic processes** to alleviate the risk of two parallel, and potentially competing governance processes.
- **Role of the National Planning Commission to be elaborated: the mandates of the NPC and PCC are advisory.** Lessons can be learned from the process that was followed in developing and implementing the NDP. In summary, the planning processes carried out by departments and other government entities were considered as central “to bringing the vision and proposals contained in the NDP to life” (NCOP Committee, 2023). NDP proposals were

incorporated into the existing activities of departments and broken down into the medium and short-term plans of government at national, provincial, and municipal level. Several key steps were set out to facilitate this integration. The Presidency provided the formulation of the Medium-Term Strategic Framework in consultation with departments. The Presidency and National Treasury were required to work with departments to clarify roles and responsibilities, ensure that plans and budgets were aligned, and develop clear performance indicators for each programme. Departmental strategic plans, annual performance plans and programme plans were evaluated by The Presidency to determine alignment with the NDP before submission to Parliament. Monitoring and evaluation processes were used to identify obstacles to implementation, to facilitate reflection on what works, and to continuously improve implementation.

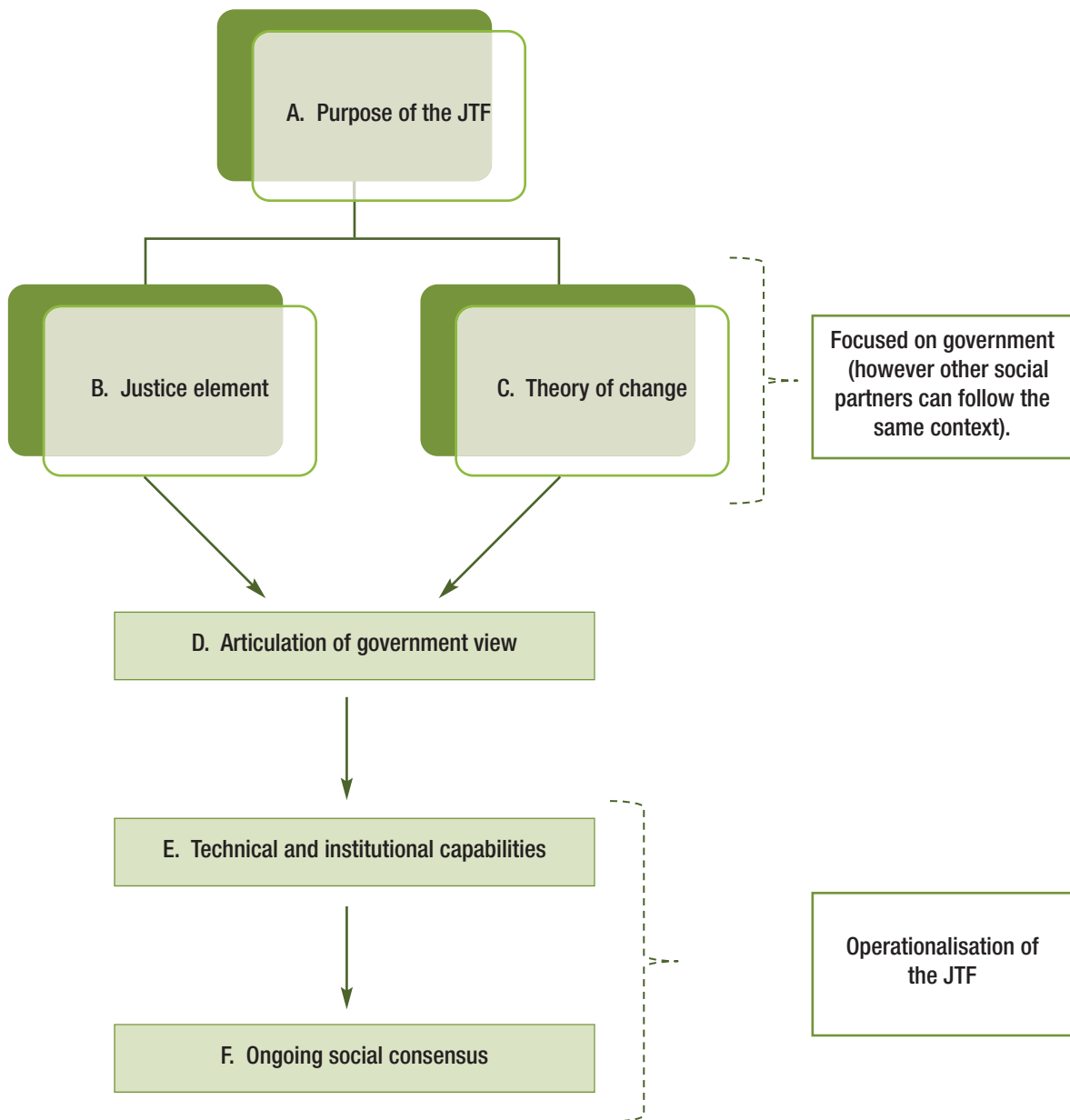
- **Inter-governmental discussion on the just transition to be strengthened**, including through early involvement of key sector departments in the PCC processes. At present relevant departments such as social development, health, labour and employment are not part of the PCC and their presence and involvement with the PCC's work going forward would be essential.

#### 5.4. Further considerations

Work is underway by the PCC, among others, on the JTF, and there is an active community across South Africa engaging on just transitions, which is acknowledged. Further considerations for enhancing adoption of the JTF as an aspirational vision for enabling South Africa's just transition (as per Figure 5) are:

- **Extending the purpose of the JTF.** The purpose of the JTF is to provide the first shared vision for the just transition and a foundation for the government to adopt a unifying national policy statement to guide work on the just transition. The JTF could benefit from being better framed as a *unifying national policy* by placing the uptake of the JTF "more centrally in the mandates of government agencies"(PCC, 2021). This is of course not an easy task, considering the high-level nature of the JTF. Significant work to provide the basis for inter-departmental consensus, on a set of issues that would otherwise risk being contested therefore needs to commence urgently.
- **Deepening understanding of the "justice element"** at the operationalisation level within a policy context. The JTF has provided three dimensions of justice (procedural, distributive and restorative) which are useful (Montmasson-Clair, 2021a; PCC, 2022) policy primers on the degree of ambition that should be pursued. However, further understanding of the justice element and how it may be operationalised within a policy context is needed. This is essential, as it informs the relevant department/institution on the kind of theory of change uptake to pursue in so far as it relates to its policies, programmes, responsibilities, and realms of influence.

Figure 5: Contributions towards enhancing the JTF



Source: Author depiction.

- **Providing a clear theory of change** within policy context in national government line departments. This should be reflected in annual performance plans and is necessary as it would help identify how and to what extent line departments will engage with the JTF and how they aim to achieve and measure the justice element. The theory of change, in a policy context, is important to show what existing justice element levers as per line departments are in place and the extent of operationalisation of the justice element. The PCC's role of providing advice, as well as contributing to monitoring and evaluation, will be essential in providing a clear theory of change for the JTF and its implementation to respective government departments (Republic of South Africa, 2022).

- **Strengthening the articulation of the JTF with the government view**, as well as with existing policy and institutional mandates, at the national government and subnational level. The PCC, which comprises 10 government ministers,<sup>10</sup> and its consultation process has helped bring out a “one government voice” on some of the key issues around the just transition. However, there is a further need for other government departments to showcase how they will engage with the JTF, especially with Cabinet indicating its intention to develop a detailed implementation plan which “*will be integrated into the government planning and budgeting system*” (South African Government, 2022). This reiterates the need for early engagement with government sectoral mandates to ensure that government line departments will be in a position to make the necessary policy shifts needed to start implementing the JTF through relevant policies. This is also important in the context of emerging levers for the just transition, such as the Climate Change Bill, which is likely to place a legal obligation on every organ of the State, to revise, amend and co-ordinate their policies to facilitate a coherent climate change response.
  
- **Articulating the kind of support required to strengthen the institutional and technical capabilities** of provincial and local government, to enable these spheres to play an active role in the transition. Presently, government annual performance plans and budget votes lack direct uptake of the justice elements. For the JTF to be utilised as an implementation guiding tool or framework by different social partners, it would be essential that line departments consider how to integrate the vision of the JTF into their institutional and policy mandates.
  
- **Ongoing dialogue is essential for social consensus or a social compact.** Although South Africa has provided different avenues for a social dialogue through Nedlac, the PCC and the NPC, reaching social consensus on the just transition will be an ongoing process. Although at a very conceptual level, support for the just transition and engagement is evident, with the PCC engaging in several key discussions, as highlighted in Table 1, in this paper. Certainly, the work done by the PCC has achieved tremendous progress in laying the foundations for social consensus. In addition, the extensive consultation process and social dialogue in the design and content of the JTF represent significant groundwork for building social consensus in the process and policy design stage, as indicated in the ILO Guidelines.<sup>11</sup> However, for sufficient social consensus, ongoing consultation, as suggested by the ILO at multiple levels (implementation and evaluation stages as well), is needed to ensure distributive and restorative justice, and a fair risk sharing across all sectors. This would also avoid unrealistic or contradictory expectations in the outcome.

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<sup>10</sup> Key departments which have a role in the just transition, such as the departments of Social Development, Employment and Labour, and the National Department of Health, are not part of the PCC.

<sup>11</sup> ILO Guidelines define social dialogue “to include all types of negotiation, consultation or simply exchange of information between, or among representatives of governments, employers and workers, on issues of common interest.” The PCC has done extensive social dialogue through its Public Dialogue Series, Commissioner Meetings and Stakeholder Engagements.



- **Deconstructing the role of the financial sector in a just transition:** The financing decisions from COP27 acknowledge that the financial system (global and by implication national systems) is not suited to the multiple crises the world is currently facing. While South Africa has a substantial awareness among its financial actors of sustainability, climate and increasingly just transitions, there is a need for engaging further on how the current initiatives and future ones will complement to enable a South African financial system that enables a just transition. The work of financing a just transition may need to draw on and combine with the recently launched task team on reviewing the Broad-Based Economic Empowerment codes by the Department of Trade, Industry and Competition. The connection is that much of the ownership models and funding strategies to advance South Africa's political transition represent a potential path dependency for the just transition, and reflections from financing a political transition will be invaluable to leapfrog and not repeat any past misdirections.

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