

Just Transitions

An introduction



WAGENINGEN
UNIVERSITY & RESEARCH

About this brochure

How do we ensure that transitions are as just as possible? How do we ensure that benefits and burdens during transitions are equally shared? How do we ensure that everybody is aware and convinced to carefully assess inequality and injustice in change processes? How do we ensure that we carefully design what we are 'shifting to' and that we leave no one behind while shifting? This interactive document aims at enhancing the understanding of the concept and approach of Just Transition(s). It aims at supporting policymakers, and researchers, but in fact, all 'practitioners of change' in creating awareness on Just Transition and in advocating for transitions that are just and responsibly designed.

This brochure has been developed in such a way that it may be of use in planning processes while participating in debates and dialogues or during processes of change. This brochure should be used as a guide, or simply to inform yourself and your colleagues.



“The time is always right to do what is right”

— Martin Luther King Jr



Introducing Just
Transitions

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The transition towards a low-carbon, climate-responsive and nature-inclusive society

The world is changing rapidly due to climate change, biodiversity loss, pandemics, and food system choices that have adverse effects on society in terms of safety, security and sustainability. To counter many of these impacts, transitions are needed: fundamental and structural changes in society. Transitions impact people in many different ways and require actions on multiple scales along with a wide range of actors, -from local to global. However, how do we ensure that these transitions are as just as possible and that benefits and burdens during these transitions towards more sustainable and more fair food systems are equally shared? How do we ensure that informed decisions are made and stakeholders are actively involved?

Policymakers play, without a doubt, an important role in orchestrating these transitions. They need to ensure that the transition leads to a low-carbon, sustainable and resilient society. That means that they need to be aware of their responsibility to do this in a just and inclusive way, designing the transition pathway responsibly and carefully to avoid injustice.

WHY justice in transitions?

- The impacts of climate change and biodiversity loss have unjust effects. For example, 20 of the 36 highest emitting countries are amongst the least vulnerable to climate change and its effects on safety and food security, while 11 of the 17 countries with low or moderate greenhouse gas emissions are acutely vulnerable or even extremely vulnerable to climate change.
- Transitions can strengthen existing injustice and lead to new unjust effects: for instance, transitions towards a greener society often require risky changes and large investments also at the local level. Transitions may also lead to a significant change in livelihood opportunities, employment and safety for certain social groups.
- Unjust transitions could result in societal unrest, the rise of populism, disillusionment, massive strikes, etc. This hinders the goal of the transition.
- If truly just, the transition can be accelerated by including and empowering all layers of society and all involved communities. In this way, everyone takes a share in the changes needed to reach the goal of a low-carbon, climate-responsive and nature-inclusive society, in which the effects of all social groups involved have been taken into account.

Overview types of justice

Although Just Transition is an emerging theme and an increasingly popular and used concept, there is no scientific consensus yet on an all-encompassing definition. There are many definitions of just transitions and the types of justice that are contained within. Here, we choose the approach of four main types of justice: recognitional, distributive, procedural and restorative justice. These four types are linked to each other, perhaps partly overlapping. They enhance our understanding and provide a basis for specific insights and, more importantly, for tailored action. In this part, we will guide you through these four types of justice.



What is Just
Transition about?

Overview types of justice

Recognitional justice

Distributive justice

Procedural justice

Restorative justice

Recognitional justice

Who are those that are affected?

In transitions, assessing recognitional justice is the first step and is fundamental to the other types of justice. It is to be repeated throughout and continuously as contexts, insights, actions, institutional settings and policies change.

Recognitional justice builds on the recognition of human rights and the respect for cultural differences across time and space. To avoid infringing human rights, you need to know who benefits and who loses (something) as a result of the transition process or transition outcome.

In other words, which actors, whether groups or individuals, are affected (directly and indirectly) by the transition in question? Are more vulnerable and marginalised groups or communities? The main concern of recognitional justice is therefore to understand existing power relations and understanding the complex economic and political factors at play. To achieve this, it is important to recognise marginalised groups, their identities, cultures, values and socio-political context. Recognising the diversity of (cultural) identities helps to respect them, while protecting them from unforeseen impacts on their ways of life.

Recognition in **time** and **space**:

- The recognition of the rights of future generations or **intergenerational justice** is an important part of just transition theory. Future generations will be most impacted by climate change and food system choices that are being made now.
- From global to local *and* from local to global: due to the global nature of climate change, and our globalized and intertwined economic setting, transitions will have specific local effects, but also effects beyond local or even national scales. Recognitional justice implies awareness of where in the world these effects occur and what then again the implication is on a local level.

“Farmers and their communities must play a central role in planning climate action to ensure it is good for farmers as well as the planet.”

[A case study from Ireland >](#)



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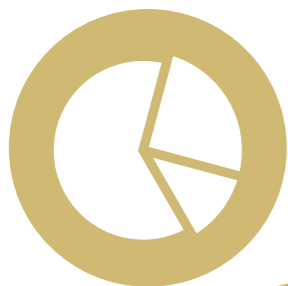
Distributive justice

How are (societal) costs and benefits shared?

In transitions, the mechanisms leading to (un)fair distributions in a complex system are important to assess to achieve distributive justice. Addressing these mechanisms is to contribute to long-lasting, sustainable change.

While recognitional justice is concerned with: **who** loses/gains, distributive justice is about **what** is lost or gained, and how much? Its main objective is a “fair” distribution of (societal) costs and benefits. Distributive justice refers in that sense to the outcome of the transition being just. However, it also refers to the distribution of burdens, responsibilities and vulnerability throughout the transition.

By assessing the distribution of societal costs and benefits, ways can be found to actively minimize societal costs, while maximizing benefits. Bear in mind that availability, affordability and sustainability dynamics differ between groups and individuals. This leads to different societal costs and benefits than might be assumed. Whether or not a distribution is fair differs per context and transition. It is an important question to explore with all parties involved (see [procedural justice](#)).



“The exposure to environmental burdens and access to environmental goods is experienced differently by different socioeconomic groups.”

[A case study from Austria >](#)



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Procedural justice

Is every voice heard and had every voice access to take part?

In transitions, procedural justice is needed to ensure a just transition. Procedural justice means that the processes and procedures guiding the transitions are equitable and inclusive.

It is important to ensure the empowerment of groups for matters that affect their daily life. Transition objectives should be consciously aligned with local goals and initiatives, with a long-term engagement process including more vulnerable groups (e.g. affected local communities) with *very powerful stakeholders* (e.g. private sector players who can negatively affect processes of change). The engagement process is underpinned by transparency and accountability.

Procedural justice is key to achieving distributive justice: only through a *real* democratic process can the many and complex trade-offs between different futures be addressed. An inclusive process leads to support from a broad range of actors. It builds on recognitional justice by acting upon the social and political recognition of groups and citizens – including explicit attention being given to different cultural understandings, values, and priorities concerning the loss of resources or ways of life. Social and political recognition means recognising that all people have the right to voice their opinion on decisions that affect their daily life, not only the (e.g. economically or politically) powerful actors.



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“Adapting to climate change requires alternative ways of governing environmental issues.”

[A case study from Malawi >](#)

Restorative justice

How to compensate for the harm done?

In transitions, restoration can take many forms depending on the injustice experienced. Examples are compensation for carbon emissions, restoration of natural areas, bridging grants to re-employment or retirement, re-training courses, compensation for loss of jobs, harvest, livelihoods, etc. On the topic of climate change and the environment, much harm caused by injustice is already occurring. For example, communities that suffer from toxic waste that is produced to make solar panels, the loss of jobs caused by closed mines, or the ruined livelihoods due to climate catastrophes. At its core, restorative justice aims at repairing adverse, past or foreseen, harm experienced by an individual, group or community as a result of perceived injustice.

Restoring harm in itself is paramount for achieving justice. Aside from that:

- Restorative justice is essential to ensure that those negatively affected are not left behind in the transition. The reality is that communities and individuals do not participate in a transition from an equal position, resulting in competing interests.
- Restorative justice helps to establish trust and a sense of community and equality. This is a prerequisite for processes to be just.



“Disengagement from the coal industry must be accompanied by reparations for human rights violations.”

[A case study from Colombia >](#)



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Just transitions via multiple routes



How to link justice to transition?

These fundamental changes occur via multiple routes or so-called “pathways”.

What do we mean by transitions? Transitions deal with changes from an existing state to an improved or different state of affairs. There are three types of routes to navigate and describe change: incremental change, transitional change and transformative change. These routes differ in the way change is happening, from gradual to more ‘radical’.

- Incremental change refers to slow and small changes over time. Planned and unintended incremental changes can lead to shifts and improvements in the system.
- Transitional change is a fluent change aiming at the improvement of a system. The goal of the transition is known and presumptively shared.
- Transformative change is a process toward a future that is radically different from the current state of affairs. Change results in major and lasting positive effects. Paths are pluralised, based on social innovations, challenging structures and pursuing unknown ends.

Facing the biggest challenges of our time, different transitions are required to deal with the effects of climate change and shape how our economy and society sustain in terms of resilience, food security and sustainability. These fundamental changes are placed in a complex system and occur via multiple routes or so-called “pathways”.



Just transitions via multiple routes

Justice and identifying transition pathways

Just transitions: an iterative process

Justice and identifying transition pathways

An important role for policymakers in transition processes

As every transition comes with an impact on society and requires societal change, it should incorporate justice. A shift or change, regardless of its type (incremental, transitional or transformational), which neglects or even increases current injustices will not sustain and even cause new challenges. Policy projects contribute to partial solutions, that support, facilitate or contribute to a transition. Well-considered choices in transition projects, processes, roadmap developments, program activities, or other activities are important to support, accelerate, or even redirect ongoing transitions.

Make well-considered choices in projects by identifying transition pathways

Making well-considered choices in projects and early awareness is important, instead of diving straight into practical solutions. A starting point is to identify and describe the transition pathways relevant in a project.

- Take a step back and define project actions in the light of possible development paths, preferably with all stakeholders involved. Exploring possible futures and the pathways to reach that future, is a perfect way to achieve awareness about the bigger stories and to help contemplate how your project fits into that bigger picture.
- Identifying transition pathways enables a dialogue between stakeholders of both the outcomes (the new system and its consequences) as well as the process towards it (winners and losers along the road, voices heard, etc.).



How to link justice to transition?

Just transitions via multiple routes

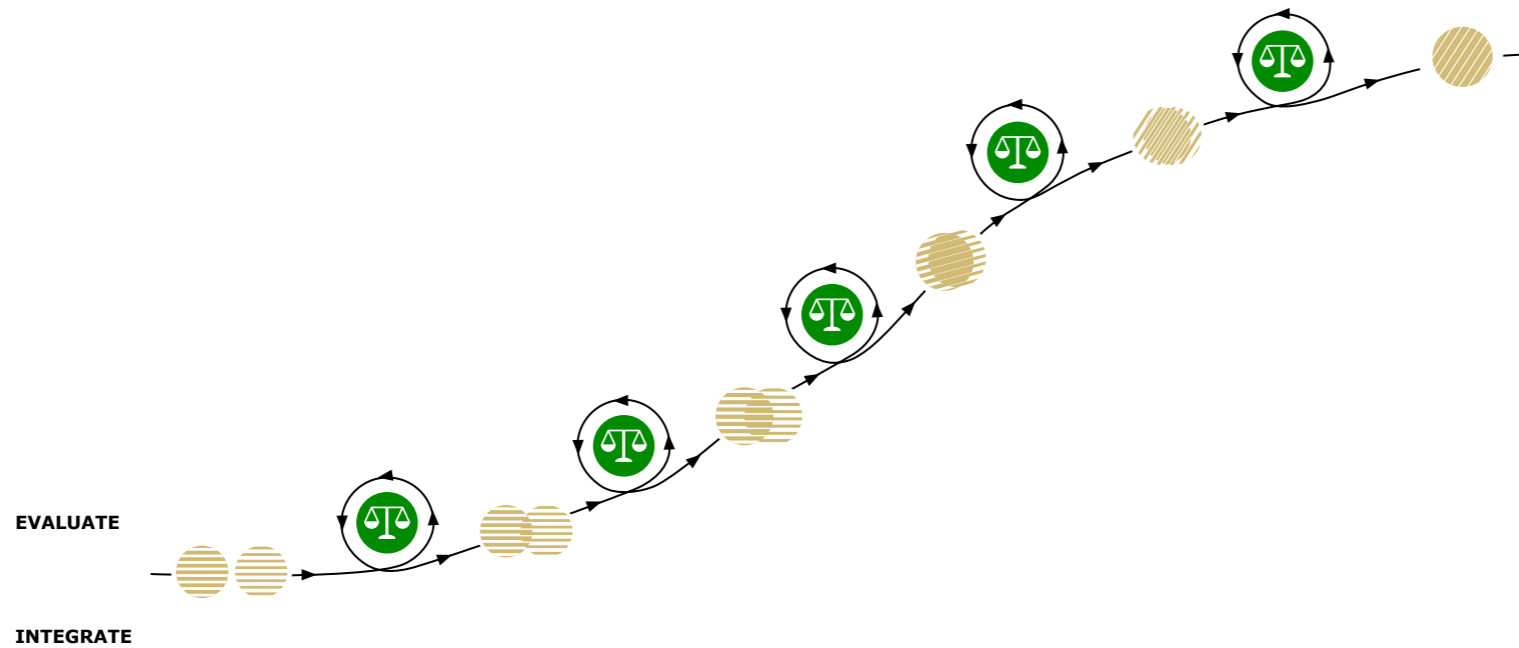
Justice and identifying transition pathways

Just transitions: an iterative process

Just transitions: an iterative process

There is no template for applying justice in transitions. Even so, justice links to transitions in different ways. In practice, considering justice in transitions is an iterative process. Once you have established different transition pathways, they can be assessed based on the 4 types of justice, namely recognitional justice, distributive justice, procedural justice and restorative justice.

"Are both the transition process as well as its outcomes just and sustainable?" is the central question that we would like to address in 'Just Transitions'. All parties involved in transition processes – or affected by the outcome of a transition – shape or would like to shape the transition based on their specific needs, or in line with their capacities. However, transition pathways may need to change due to unexpected events, new insights, and changing needs and values over time. Regular reflection is therefore a key ingredient of Just Transitions, especially to ensure that the transition also remains just! Needs, capacities and contexts of stakeholders over time should therefore repeatedly be assessed to record change.



How to link justice to transition?

Just transitions via multiple routes

Justice and identifying transition pathways

Just transitions: an iterative process

What do Just Transitions look like in practice?



Just Transitions in practice

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Case 1: Colombia

Case 2: Vienna

Case 3: Malawi

Case 4: Ireland

Case 1: Colombia



Just Transitions in practice

The need for just transition

In February 2021, the Swiss-headquartered coal mining company announced its departure from Colombian coal mines in the region. This abrupt decision came as a shock to workers and local communities in Colombia. Civil society organisations have expressed deep concern about the impact of the mines closure on workers and communities in Colombia. They call on mining and energy companies – through meaningful dialogue with trade unions, local communities, civil society and governments – to develop ambitious and equitable plans to responsibly move away from coal.

This case shows that responsible disengagement from coal has broader policy implications

In a context like this region in Colombia, there is a dependency on coal mining as a source of income for thousands of workers and entire communities. In areas without a safety net / social protection, the abrupt departure of the coal industry has major consequences on people's lives. In general, in post-conflict regions, irresponsible disengagement can create tensions or change the balance of power as a result of the 'gap' left by the coal industry, and in this way reignite conflict.

Lessons learned

- A broad analysis of the foreseeable impacts (now and in the future) is required, with a focus on the impacts of local workers and communities.
- Analysis of the unmediated impacts should be included in the responsible disengagement plan.



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About the case

Case 1: Colombia



Just Transitions in practice

The justice aspects



Recognitional justice to local workers and communities in Cesar, Colombia. In Cesar thousands of people and entire communities are currently dependent on the coal industry for their basic income and livelihood.



Distributive justice formulates actions to mitigate and remediate (potential) adverse impact that may arise during or as a result of the disengagement itself. It is important to consider the impacts of the disengagement in terms of financial impact, but also in broader terms, such as the likelihood of a resurgence of violence. The responsible disengagement plan should identify the risk as well as risk mitigation measures that will be taken to prevent this from happening.



Restorative justice The abrupt departure of the coal mining company leaves unmediated human rights abuses unresolved. Namely, among other things, the forced displacement of farmers and communities from land in and around coal mines in Cesar. It is important to address these human rights violations in the process of disengagement.



Procedural justice This plan should be developed through dialogue with impacted workers and their representatives. The execution and implementation of this plan must be regularly monitored, and if needed adapted, by the same companies and stakeholders.

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Case 2: Vienna



Just Transitions in practice

The need for just transition

In European cities, a trend is visible in the greening of public spaces. A green environment has many advantages and contributes to the quality-of-life of a neighbourhood. However, these environmental improvements also lead to negative impacts, such as expensive housing and social exclusion. These green living environments tend to increase the quality of life pricing out some residents and drawing in new and wealthier residents.

In Vienna, they minimise the negative aspects with policies and tools

In Vienna, urban greening affects the most economically vulnerable residents. Nonetheless, Vienna is, in contrast to other green capitals in Europe, able to minimize the negative aspects with policies and tools. In Vienna, the high percentage of social housing and rent control measures act as a mechanism that mitigates the potential negative social impacts of urban greening.

Lessons learned

- Not only urban greening, but also the development of new eco-districts and waterfront development, lead indirectly to higher housing prices. Thus, housing policy is an important tool in the process, but also other interventions affect housing affordability and lead to social exclusion.
- Furthermore, new trade-offs between environmental innovation and social justice are emerging in Vienna, among others, the processes of housing segmentation according to energy standards criteria.



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Case 2: Vienna



Just Transitions in practice

The justice aspects



Recognitional Justice The negative consequences of greening the cities affect the most economically vulnerable residents. Low-income newcomers face the worst conditions.



Distributive justice to keep rents affordable for everyone, Vienna has a social housing policy: a large part of its housing stock is social or municipal housing, subsidised by the public government. Furthermore, a significant part of the private rental market is subject to rent control. Furthermore, Vienna has an urban renewal programme, supported by grants from the city, to improve urban quality while avoiding displacement and providing affordable housing units.



Procedural Justice is attempted through:

- Strict regulations concerning spatial development and social housing policies. Urban planning and housing policies are aimed at both affordability and environmental quality.
- Extensive citizen participation. Baugruppen (Building Groups), are an association of citizens that create common and self-determined housing. Self-determination is very important, not only during the construction phase but also in managing the building and promoting initiatives.

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Case 3: Malawi



Just Transitions in practice

The need for just transition

Malawi is very vulnerable to climate change because of a big agricultural sector and high risks of drought and flooding. People in communities worst impacted by the effects of climate change are underrepresented in current governance structures. To be socially inclusive and effective, adaptation planning and action needs to be more inclusive and just.

Effective local government for adaptation planning in Malawi

In 16 villages in 4 districts in Malawi, action research explores how effective local government looks like for just adaptation planning and action, together with the communities. This is an initiative from the NGO Sniffer in collaboration with the International Institute for Environment and Development (IIED). Funding comes from the Scottish government.

Lessons learned

- Local information to guide planning heavily influences the effectiveness of action and resilience of communities.
- Means to challenge existing power norms have to be offered at all levels of governance.
- Challenges include ownership of information, decision, and implications by local and community groups. Solving financial barriers to adaptation on a local level also remains a challenge as well as challenging the cultural norms.



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Just Transitions in practice

The justice aspects



Recognitional Justice, this case is about vulnerable communities and individuals in Malawi. There is explicit focus on women. It recognises and attempts to mediate the vulnerability drivers.



Distributive justice is achieved by locally disseminating climate information based on different needs and contexts. Specific attention is given to ensure information and accessibility for all. Tools such as the Participatory Vulnerability Capacity Assessment provide an opportunity to explore the social impacts of climate change on different groups and the capacities and gaps they experience.



Procedural justice is attempted through locally-driven analysis and planning. This means the involvement of communities in decision-making for adaptation. Governance structures make space for local organisations, traditional leaders, NGO representatives and community groups. Planning is fuelled by a clear understanding of climate change's impact on different groups for the enhancement of local responsiveness and effectiveness. Training for the facilitation of challenging dialogues within existing governance frameworks is provided.

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Just Transitions in practice

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The need for just transition

Agriculture is not only a significant contributor to greenhouse gas emissions in Ireland, but it is also the most unequal sector in the Irish economy in terms of income. For many communities in Ireland, agriculture is the most important sector. There is a perception among farmers that action to prevent climate change harms Irish farming and would undermine farmers' livelihoods. This results in resistance to climate action from the very communities that stand to be most severely impacted by climate change.

People's transition to regenerating rural areas in Ireland

The project focuses on regenerating rural areas in Ireland. It has developed a participative model (the People's Transition) that allows for context-appropriate, community-led and community-owned approaches to climate action in rural areas. The research is based on extensive engagement with rural communities around Ireland.

Lessons learned

A Just Transition in Irish agriculture needs a commitment from national politics. A legislative environment that favours large business models should be avoided because of the detrimental impact on well-being of communities in Ireland. Interventions should focus on:

- Resilience building for farmers on the impact of climate change.
- Development of community trust and enhanced participation in decision making.



About the case

Case 4: Ireland



Just Transitions in practice

The justice aspects



Recognitional Justice to the Irish farming community. Especially, smaller, poorer farms (more in the West and North of Ireland). The agricultural sector has the most severe inequality in income distribution. They also rely on more vulnerable unskilled workers employed by farm owners.



Restorative justice Rural Ireland has not seen the benefits of recovery following the deep recession after the economic crisis in 2007. Employment growth and investment have focussed on the cities (predominantly in Dublin). To restore this, means should flow from urban to rural for climate action. The question should go from: "Why don't farmers take climate action more seriously?" to "How can climate action in rural Ireland be developed so that it contributes to a regeneration of rural areas and improve the standard of living?".



Distributive justice is to be achieved by reforming farming subsidies, through the Common Agricultural Policy (CAP). Currently, the CAP enlarges income inequality in the sector. However, it needs to focus more on supporting marginal farmers while reaching emission targets.



Procedural justice through localised dialogues that form community strategies and local action plans. These dialogues are participative for fostering trust, gather local knowledge and building capacity while identifying needs and priorities. More details on what these look like can be found in [this guide](#).

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Getting started: some recommendations

Where there are winners, there are losers. Where there are synergies, there are most likely also trade-offs. *Therefore, all transitions, all transition pathways, need to:*

- 1 Put the aspect of justice on the table to ensure that positive and negative aspects of transitions are explored, analysed and thoroughly discussed.
- 2 Foster an open and transparent process in which all parties can take part to see what's the most acceptable and just way forward for all.
- 3 Empower those who are disempowered.
- 4 Embrace reflexive monitoring to repeatedly assess the four types of justice.
- 5 Be systematic about justice and explore and discover together the just aspects in the policies we encounter, the governance structures applied, current practices, interventions suggested, and in research, and agendas developed.

Indeed, there is still a lot to discover in how to move forward and a lot to explore in ensuring that all transitions are just transitions. It starts with recognizing the importance together and reflecting on important steps forward together because regardless of the extent, the reflection on just aspects has to become part of every practice and process!

In the process of exploring and discovering supportive research on methodologies, analysis and evaluation, indicators and effects can go hand in hand. Wageningen University & Research has developed a first prompting board that could support identifying priorities. The ambition is to further co-develop initial attempts with policymakers, practitioners, fellow researchers, and with you and come up with a practical framework. Don't hesitate, to participate!



Getting started: some recommendations

Recommendations

References

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References



Getting started: some recommendations

This brochure is based on the following documents:

For all chapters of this brochure:

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For chapter: How to link justice to transition?

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