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Just Transition in the International Organizations Agenda[1]

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Abstract

This review presents the results of an analysis of the key international organizations agenda on the issue of just transition, its definition, necessary policy measures, and the importance of the cross-border aspect of the problem. The following conclusions can be drawn from the systematization of approaches. The issues of protecting workers in closing industries, improving skills, and retraining the workforce are noted as central elements of a just transition policy by all the organizations reviewed; they note the need for maximum inclusiveness in the development and adoption of decisions and constant social dialogue between the state, workers, and employers.

Issues of international justice and the impact of the energy transition on the global gap between developed and developing countries are actively discussed by the United Nations Development Programme (UNDP), the United Nations Conference on Trade and Development (UNCTAD) and the World Bank – they, more than others, pay attention to the debt trap, the poverty trap, the consequences of measures to promote decarbonization taken within jurisdictions, global markets, and the interests developing and least developed countries. These organizations call for the reconfiguration of the global financial architecture, providing preferential financing for the transition in developing countries and ensuring their access to technology. The International Labour Organization (ILO), the International Energy Agency (IEA), and the International Renewable Energy Agency (IRENA) support various incentive programmes, subsidies, and grants for low-carbon technologies, as this will speed up the phase down of hydrocarbons and create new green jobs. However, these organizations do not consider the possible negative effect of such measures on global markets or labour markets in other countries.

There is a consensus on the need for carbon pricing and phasing out fossil fuel subsidies. Cross-border adjustment mechanisms are assessed as unfair by almost all organizations reviewed, and their disproportionate negative effect on developing and least developed countries is noted. The International Monetary Fund (IMF) and the Organisation for Economic Co-operation and Development (OECD) are promoting the idea of a differentiated global carbon price floor as a measure to prevent carbon leakage.

Keywords: just transition, ILO, IMF, UNCTAD, OECD, World Bank, UNDP, UNFCCC, IEA, IRENA

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Introduction

A green transition to a carbon-neutral future is essential to achieving the global climate goals of the Paris Agreement. However, if not well managed, the necessary socio-economic transformation can further worsen inequality and exclusion, provoke civil unrest, and affect the competitiveness of businesses, sectors, and markets. Key international organizations recognize these risks and are integrating measures to ensure a just and equitable transition into strategies to achieve carbon neutrality. The concept of a just transition is not new, but it has gained widespread international attention since 2015, when it was mentioned in the Paris Agreement, when the International Labour Organization (ILO) published the Guiding Principles for a Just Transition to a Sustainable Economy and Society for All, and when the 2030 Agenda for Sustainable Development was adopted with a commitment to "leave no one behind." Numerous international commitments have been made, and strategies have been or are in the process of being developed. In 2021–23, a just transition was a central theme of the Conferences of the Parties (COP) to the United Nations Framework Convention on Climate Change (UNFCCC).

The purpose of this review is to systematize the positions of the main international organizations on issues of just transition.

UNFCCC

The UN Framework Convention on Climate Change is the central institution in global governance in this area, around whose principles the work of other platforms is built; at the national level, governments are taking into account its decisions. Issues of a just transition are an integral part of the framework of the COP. Particularly significant attention has been paid to these issues in recent years.

The term "just transition" was first used in the document adopted following the 2010 summit in Cancun. The document emphasized that addressing climate change requires a paradigm shift toward building a low-carbon society that offers broad opportunities and ensures continued high growth and sustainable development based on innovative technologies and more sustainable production, consumption, and lifestyles, while ensuring a just transition of the workforce that creates decent work and quality jobs [UNFCCC, 2010].

The 2015 Paris Agreement stipulates the imperative of a "just transition of labour and the creation of decent work and quality jobs in line with nationally defined development priorities" [UN, 2015]. It also notes "the importance of ensuring the integrity of all ecosystems, including oceans, and the protection of biodiversity, recognized in some cultures as Mother Earth, and the importance for some of the concept of 'climate justice' in addressing climate change" [UN, 2015]. In addition, the principle of "common but differentiated responsibilities" is also a reflection of the effort to ensure a just climate transition, as each jurisdiction determines its pace and instruments and sets emission reduction targets that will take into account their specific circumstances. Despite the fact that a just transition and its necessity are accepted as an imperative of the Paris Agreement, the operationalization of the term or the establishment of any formal agreed definition has not yet occurred.

The Glasgow Pact, adopted in 2021, takes a broader view of the concept of a just transition. It calls on parties to accelerate the development, deployment, and dissemination of technologies and policies to transition to low-emission energy systems, including by rapidly scaling up clean energy and energy efficiency measures, including accelerating efforts to phase out coal without throttling and to phase out inefficient fossil fuel subsidies, while providing targeted support to the poorest and most vulnerable, taking into account national circumstances and recognizing the need for support to ensure a just transition [UNFCCC, 2021]. Inter-state justice has been integrated into the concept.

In 2022, the Sharm El-Sheikh Implementation Plan was adopted at COP27. It includes a subsection on just transition pathways, which reaffirms the need for constructive dialogue and

participation of all stakeholders to manage and mitigate potential impacts on local communities, labour, and nature associated with the transition [UNFCCC, 2022].

In 2023, the first ever UNFCCC Just Transition Framework was adopted [2023] with the following priorities.

- Pathways for a just transition: assessments must be conducted and strategies developed for socio-economic, labour, and other aspects of the transition.
- Adaptation and resilience: A just transition is as important for achieving resilience to growing climate shocks as it is for mitigating their impacts, not least in terms of providing social protection for workers and communities affected by both extreme and slow onset events.
- Labour force transition: The work programme emphasizes the importance of "decent work and quality jobs, including through social dialogue, social protection and recognition of labour rights."
- Inclusiveness and Participation: Inclusive and participatory approaches are identified as a key element by the programme and promoting effective models can be transformative.
- International cooperation: The programme points to international cooperation as a factor for further action, highlighting the opportunities, challenges and barriers associated with sustainable development and poverty eradication as a result of global transformation.

The issues of just transition are an integral part of the UNFCCC agenda. Initially, justice was interpreted more narrowly, focusing on employment issues. However, over time, the interpretation has expanded, and more attention is paid to issues of inter-state justice, which include financing the transition in developing and least developed countries, paying more attention to adaptation, and technology transfer. Financing goals have not been achieved, although the COP constantly emphasizes the commitment to ensure the necessary volumes and is adopting new, more ambitious targets. Mechanisms to ensure the implementation of these commitments have not been developed. Contradictions between developed and developing countries are only growing, including within the UNFCCC framework.

International Labour Organization (ILO)

The ILO defines a just transition as "greening the economy in a way that is as fair and inclusive as possible for all stakeholders, creates opportunities for decent work and leaves no one behind" [2015]. The ILO also notes that "ensuring a just transition means maximising positive employment and socio-economic outcomes while preventing and mitigating any negative impacts" [2022]. Other organizations often refer to the ILO definitions in their activities.

The principles laid out in the Guiding Principles for a Just Transition to Sustainable Economies and Societies for All (2016) are a set of actions to ensure a just transition and are referred to and cited by all other international organizations. The document focuses mainly on the domestic aspect of justice.

The basic principles of a just transition include recognition that strong social consensus on the goal and path to achieving sustainability is fundamental; that policies must respect, promote, and realize fundamental principles and rights at work; that policies and programmes need to take into account the strong gender dimension of many environmental challenges and opportunities; and that coordinated policies in the economic, environmental, social, education/training, and labour spheres should provide an enabling environment for enterprises, workers, investors, and consumers to embrace and drive the transition to an environmentally sustainable and inclusive economy and society. This coherent policy should also ensure a fair transition framework for all to promote the creation of more

decent jobs, including, where appropriate, employment impact forecasting, adequate and sustainable social protection in the event of job loss and displacement, and skills development and social dialogue, including the effective exercise of the right to organize and collective bargaining. There is no one-size-fits-all approach—policies and programmes must be tailored to the specific circumstances of countries, including their stage of development, economic sectors, and types and sizes of enterprises, and when implementing sustainable development strategies, it is important to develop international cooperation between countries.

The ILO stresses the importance of active labour market policies by states to ensure a just transition. Employment policies should primarily aim to eliminate gaps in the labour market and retrain workers, rather than simply compensate for wage losses due to the transition.

The ILO generally supports the idea of introducing carbon pricing as a necessary measure to ensure the achievement of climate goals and the energy transition. However, the organization also notes a number of conditions that must be met. Fiscal policy must be adjusted so that carbon pricing is at its core. Carbon pricing should be introduced everywhere, be progressive, and apply to those responsible for emissions—the rich. Carbon taxes can also be used to reduce distorting and regressive taxes on labour, thereby reducing labour costs and inequality and maximizing the benefits of reform.

The ILO actively participates in the development of various principles and standards for a just transition and presents its vision at various venues, including the Group of 20 (G20) working groups and the UNFCCC COP. The ILO emphasizes that it has a unique mandate in this area, as it unites states, employers, and workers. Particular attention is paid to the need for social dialogue and inclusiveness in the development and adoption of decisions and support for small and medium-sized businesses, which is not always seen in other institutions for determining the parameters of a just transition. Of course, based on the main area of activity, the ILO's focus is on ensuring quality employment and eliminating problems in the labour market caused by the transition. In this area, it offers a long list of recommendations that will help restructure the entire economic policy of states in the interests of a just transition from the point of view of the labour market. However, almost no attention is paid to the international aspects of justice. For this, there are other international institutions, primarily the World Trade Organization (WTO). Taking account of the deep crisis currently facing the WTO, it is especially important that organizations such as the ILO do not miss the aspect of international justice. Otherwise, the ILO's well-founded and adequate recommendations could be used to shift the focus of the ongoing debate about a just transition in global governance. Developed countries often refer to the ILO and its principles and recommendations in negotiations, emphasizing that "justice" concerns primarily workers' rights, not relations between developed and developing countries and, under this pretext, change the tone of the discussion. In doing so, it is easy to cross the line from a policy of stimulating the transition to protectionism, which can have negative effects on global markets, which in turn will affect employment and the lives of workers in many countries—this is already a direct mandate of the ILO.

IMF

Just transition issues are not often analyzed in these terms by the International Monetary Fund (IMF), although in recent years, due to the growing need for operationalization, more documents have been issued that take just transition aspects into account. For the IMF, just transition is not an objective, but an aspect of transformation that needs to be considered.

The IMF notes that climate change adaptation and resilience often require significant investments, which can complicate fiscal management and worsen debt sustainability. Mitigating climate change—such as by reducing emissions—typically requires significant changes in the tax and regulatory framework, complemented by structural and expenditure policies to support a just transition [2021]. Accompanying social and structural policies, including incentives for low-carbon R&D and

targeted support for households and workers, are needed to ensure a just transition, repurpose human and physical capital, and build the infrastructure of a low-carbon economy. The IMF as an institution places fiscal sustainability and the absence of deficits as a top priority for member countries in their economic policies. The IMF estimates that relying heavily on and increasing spending to achieve climate ambitions will be increasingly costly, potentially pushing debt up to 45–50% of gross domestic product (GDP) by mid-century, with high debt, rising interest rates, and weak growth prospects making it even more difficult to balance public finances [Dabla-Norris et al., 2023]. It is very cautious, and sometimes downright negative, about strategies that significantly increase budget expenditures. The IMF notes that governments face a trilemma between achieving climate goals, fiscal sustainability, and political feasibility. In other words, achieving any of these two goals comes at the cost of partially sacrificing the third. Therefore, the IMF's main strategy is always the same—to increase budget revenues through taxes or subsidy cuts and direct these generated or freed funds to the climate transition.

Most often, the IMF recommends using funds generated from carbon pricing and the elimination of fossil fuel subsidies for redistribution and support for vulnerable segments of the population [2020]. In its fiscal review, the IMF provides possible targeted support measures for low-income households and exporting businesses, for example rebates to firms exposed to trade risks proportionate to their output. These measures will ensure the incentive to reduce emissions per unit of output. IMF also suggests measures to secure the living standards of workers who will be affected by the closure of their businesses, mainly in the coal sector [IMF, 2019].

The IMF also presents various options for sharing the burden of reducing emissions. The various approaches can be summarized as follows, listed roughly from least to most “just:”

1 Acquired rights (also known as "grandfathering"): countries reduce emissions in proportion to their emissions in 2010;

2 Cost-optimality: emissions are reduced to minimize the global cost of abatement (which assumes equal marginal costs of abatement across countries);

3 Gradual convergence: emissions per capita converge linearly over time;

4 Ability to pay: emissions reductions are based on annual GDP per capita, with reductions being smaller the poorer the country, and taking into account that costs rise with greater emissions reductions.

5 Immediate convergence: emissions per capita converge immediately, proportional to the current share of the population;

6 Greenhouse emission rights: emissions targets are based on a mixed measure of historical responsibility and capability, including GDP per capita and carbon intensity [Black et al., 2022].

An important component of an international just energy and climate transition for the IMF is the introduction of an international carbon price floor. To better protect the interests of developing countries, the IMF proposes a differentiated price on carbon, depending on the level of development. In addition, the price can be both direct and implicit, that is, it can be achieved through non-tax instruments if they are more acceptable for implementation in a particular country [Parry, Black, Roaf, 2021].

The IMF proposes the following formula for ensuring a just transition. Carbon pricing or non-tax instruments that will have the same effect are introduced within countries; fossil fuel subsidies are abolished; the funds received are used to further stimulate decarbonization and support the most vulnerable groups of the population, exporting enterprises that risk losing competitiveness and workers in industries that will disappear during the transition. At the international level, a minimum price is introduced, differentiated by the level of a jurisdiction's income to prevent carbon leakages and solve the free-rider problem. In addition, a certain part of the profit from pricing should go to support developing countries; they should also be provided with technologies. It is important not to aggravate

the budget imbalance or significantly increase expenses when implementing the transition policy. The main advantage of the approach—its universality—is also its main disadvantage. It does not allow for the realization of the principle of common but differentiated responsibility or for taking into account national characteristics and conditions.

Austerity spending requirements, the primacy of pricing, and tighter tax regulations are not universal for achieving balanced growth and a just transition. Critics believe that the IMF could undermine a just energy transition that puts workers, communities, civil society groups, and women's rights organizations at the centre of national social dialogues on energy transition. Also, according to some estimates, the IMF's promotion of austerity policies in many countries in the wake of the COVID-19 pandemic threatens a "lost decade" in most developing countries, and climate action and a just energy transition could be among the potential victims of this pernicious approach [Sword, 2021].

UNDP

The United Nations Development Programme (UNDP) defines a just energy transition as the process of replacing fossil fuels with low-carbon or zero-carbon energy sources, representing a long-term structural change in the energy system. The term “just” means that all people are at the centre of the transition. It emphasizes the critical importance of leaving no one behind, lifting people out of poverty, reducing social inequalities, upholding human rights, and serving the broader public interest rather than the interests of special groups [UNDP, 2023a].

The UNDP provides a wealth of materials on possible ways to ensure a just energy transition in various areas, from taking into account the interests of local groups to the gender aspect. Their use in the development or improvement of nationally determined contributions (NDCs) and long-term strategies will help countries to better structure and systematize transition policies. The UNDP helps countries develop strategic documents in such a way that a just transition becomes not just one of the aspects, but rather a main component of climate policy. Finally, participation in the development of carbon markets, both mandatory and voluntary, is another area of UNDP activity. At the same time, the organization sees its mission in building markets in such a way that they contribute to economic and social development and a just transition. They also strive to ensure the predictability of carbon markets in developing countries and offer them assistance in building a validation and verification system so that they can attract investment in climate projects, and developed countries can take offsets into account in their reporting [UNDP, 2023b].

IEA and IRENA

The International Energy Agency (IEA) and the International Renewable Energy Agency (IRENA) play the role of epistemic organizations, the main goal of which is to accumulate best practices, conduct research on energy markets, and provide the most complete information on the energy transition [Urpelainen, van de Graaf, 2013]. In their recommendations, they largely rely on the principles of the ILO. The IEA pays the greatest attention to issues of labour market restructuring, while IRENA, based on its mandate, focuses on renewable energy technologies and their scaling and dissemination.

The IEA and IRENA mainly provide expert and information support for energy transition processes, collect statistics and data, and analyze best practices. They provide access to the most complete information on transitions and available technologies. Their agenda is dominated by the approach of developed countries, postulating the need to achieve a 100% share of renewable energy in energy matrices as quickly as possible. Since the most advanced policies and the ability to produce technologies are characteristic of large, and almost always developed, economies (with the exception

of China), their approach becomes dominant and extends to those countries that turn to the IEA and IRENA for expert support. This creates the risk of entrenching technological dependence. Also, the agencies, seeing the fastest possible deployment of renewable energy sources (RES) as the main goal, do not pay much attention to the risks associated with the active industrial policy of large economies for global markets and generally have a positive attitude to subsidies and support for the climate-neutral technology industry. At the same time, IRENA draws attention to those aspects that are usually ignored by other institutions—the risks of launching a critical raw materials race and the need to revise consumption models and assign greater responsibility for it in order to equalize consumption levels between developed and developing countries.

UNCTAD

United Nations Trade and Development (UNCTAD) is the main international institution that draws attention to the growing problems and risks linked to international aspects of just transition and the growing gap between developing and developed countries in the process of energy and climate transitions. Systematization of UNCTAD's analytical materials allows us to identify the main problems that aggravate global inequality: the debt trap of developing countries, which prevents them from attracting investment and implementing the necessary policies to support industries and workers; the growing investment and technology gap; the consequences of the incentive policies of developed countries for world markets; the negative impact of cross-border adjustments; and the general widening of the gap between developed and developing countries.

UNCTAD's position on just transition can be summed up as follows. A transition to a climate-resilient, low-emission economy that perpetuates structural inequalities, including when developing countries are increasingly subject to protectionism, trade policy restrictions, and unilateral taxation, especially in agriculture, and remain suppliers of low-value-added raw materials and strategic minerals to fuel development in other countries, cannot be considered just. UNCTAD is essentially the only institution reviewed that pays significant attention to international aspects of just transition and the risks of widening gaps between countries and is concerned with the problems of the least developed countries and the impact of policies to ensure a just transition within countries (subsidies, grants, standards). UNCTAD is the most vocal about the debt trap for developing countries, although the IMF, for example, has a direct mandate in this area but rarely speaks about the problem specifically in the context of the climate and energy transition. Its involvement in developing approaches to defining a "just transition" in the G20 and other important fora is necessary to better reflect the risks and imbalances that exist in the trading system and will only worsen in the future unless action is taken to bring positions closer together.

World Bank

The World Bank (WB) is a key multilateral development bank that provides significant funding to countries for climate programmes. Over the past few years, the World Bank has invested more than $8 billion in clean energy, renewable energy access, and infrastructure and has catalyzed more than $20 billion in private investment in renewable energy capacity [Papathanasiou, 2022].

Almost all activities aimed specifically at stimulating and ensuring a just transition are associated with reducing coal consumption, gradually removing coal from circulation, and supporting regions that are engaged in its extraction.

The World Bank focuses on the issue of financing the climate and energy transition in low- and middle-income countries. According to its research, scaling up of transition investments for low- and middle-income countries is constrained by two sets of factors: first, limited availability in terms of fiscal space to undertake catalytic public investment and in terms of the ability of consumers to pay

the cost of the transition and, second, limited access to private capital and the high cost of capital due to barriers at the country, sector, and project levels. The average cost of capital for high-income countries is significantly lower than for low-income countries and the average cost of capital for middle-income countries is significantly lower than for low-income countries [World Bank, 2023].

The World Bank emphasizes that low-income and middle-income countries need support, including low-cost ("concessional") financing, to overcome barriers at each stage of the virtuous cycle: first to scale up clean energy development and improve efficiency and then to gradually phase out coal-based power generation.

The World Bank's position on fossil fuel subsidies and pricing is consistent with that of the IMF and the ILO. It believes that reforms that eliminate fossil fuel subsidies and adequately price carbon are essential to the transition away from fossil fuels. Carbon taxes, which have emerged as the most effective tool for explicitly pricing carbon, should be considered alongside all options that broaden the tax base.

According to the World Bank, investments in natural gas may be considered in selected cases where there is an urgent need for energy and there are limited alternative renewable energy sources to reliably meet such demand, taking into account the risk of distressed assets. The main role of natural gas in such situations should be to enable the integration of renewable energy sources [World Bank, 2021].

The World Bank is a key international institution mobilizing financing for the energy and climate transition. Much of its efforts in recent years have been aimed at ensuring access to affordable, reliable energy for all. The World Bank provides its own resources and helps attract private financing for renewable energy projects in developing countries. The transition away from coal and the phasing out of coal-fired power plants is the World Bank's top priority in the area of just transition. It is implementing a variety of initiatives to ensure early retirement of facilities and to end production while maximizing the protection of local communities and workers. The World Bank also draws attention to the challenges of financing the transition in low- and middle-income countries, highlighting the danger of the poverty trap, and calls for increased concessional financing for projects aimed at transition in these countries. Finally, the World Bank continues to support countries that depend on extractive industries, helping them to make them more efficient and transparent, so that more resources are available for sustainable development programmes, including allowing the accumulation of capital needed to finance climate projects in the future.

OECD

The Organisation for Economic Co-operation and Development (OECD) defines a just transition as a process aimed at achieving a people-centred, zero-emissions economy, taking into account multiple dimensions of people's well-being through the lens of the OECD Well-Being Framework, and identifying vulnerable groups by job, gender, and other categories, which is crucial for developing politically acceptable environmental policies [OECD, 2021].

The OECD's approach to a just transition largely coincides with that of the ILO, the IMF and the World Bank. The OECD's green and inclusive growth programmes take into account aspects of a just transition, particularly those related to labour market transformation and skills. In this area, the OECD focuses on areas not covered by other organizations such as housing policies to facilitate labour mobility and support for older workers who will find it harder to retrain for new jobs as climate-inefficient sectors close. The Equitable Framework and Finance for Extractive-Based Economies (EFFECT) programme aims to help resource-rich developing countries make a more sustainable and just transition to renewable energy, leveraging new benefits from widespread decarbonization—hydrogen production, climate-neutral electricity production, and critical raw materials extraction. It builds on sustainable development goal (SDG) 7 and recognizes the primacy of sustainable

development and energy security over emissions reductions, reflecting the approach of some developing countries. The programme does not pay much attention to how to increase the added value remaining in the economies of extractive countries. Without these measures, they risk remaining raw material appendages and not making the most of their comparative advantages, as UNCTAD and IRENA have warned. The issues of financing, which are in principle key for developing countries, are not addressed by the programme. The EFFECT programme is similar in its principles to the programmes implemented by the European Union (EU) within the framework of the Global Gateway and partnerships on critical raw materials. But EU programmes and agreements emphasize the need to leave a significant part of the added value in the producing country to provide investments for the development of processing, not just extraction.

Conclusions

All of the organizations and platforms reviewed devote their financial and administrative resources to studying just transition issues and providing expertise and funding to achieve its goals.

The ILO's principles of just transition are the most often cited by other international organizations and are seen as providing the main definition of the concept. The development of the agenda basically began with issues of employment and labour market transformation and, in this form, was initially included in the Paris Agreement. The ILO presents a complex of just transition policies based on its mandate and with the interests of workers and employers at the centre. It does not consider the international aspect of just transition to any significant degree. However, in recent years, there has been an increasing demand to define the parameters of the international aspect of "just." The reluctance to discuss and include these dimensions often leads to citing the ILO principles.

The issues of protecting workers in closing industries, improving skills, and retraining the workforce are noted as central elements of a just transition policy by all the organizations reviewed. All support an active employment policy as opposed to a passive one, which consists only of paying benefits and compensations. All organizations also note the need for maximum inclusiveness in the development and adoption of decisions and constant social dialogue between the state, workers, and employers.

The ILO, the UNDP, and UNCTAD, as organizations that deal with development issues in general, place a just transition at the centre of their recommendations, considering it as an ultimate goal. The UNFCCC, the IMF, the World Bank, the IEA, and IRENA treat it rather as one of the characteristics that must be taken into account in order to achieve emission reductions, 100% deployment of renewable energy sources, or overall macroeconomic policy balance.

The international aspects of just transition and the impact of the energy transition on the global gap between developed and developing countries are actively raised by the UNDP, UNCTAD and the World Bank, which are, more than others, paying attention to the debt trap, the poverty trap, the impact of measures to encourage decarbonization taken within jurisdictions on global markets, and the interests of developing and least developed countries. These organizations call for a reconfiguration of the global financial architecture, the provision of concessional financing for the transition in developing countries, and ensuring their access to technology.

The ILO, the IEA, IRENA are positive about various incentive programmes, subsidies, and grants for low-carbon technologies, as this will support the phasing out of hydrocarbons as soon as possible and create new green jobs. However, these organizations do not consider the possible impact of such measures on world markets or labour markets in other countries.

There is a consensus on the need to introduce carbon pricing and rationalize fossil fuel subsidies. Generated or released resources should be redistributed to ensure a just transition: supporting the most vulnerable and poor and stimulating the deployment of renewable energy sources. The political aspects of eliminating fossil fuel subsidies, which are the basis of the social contract in

many developing countries, are not addressed by the organizations since they are extremely complex, and the technocratic nature of the organizations does not imply their involvement in political aspects. Cross-border adjustment mechanisms are assessed as unfair by almost all the organizations considered, and their disproportionate negative effect on developing and least developed countries is noted. The IMF and the OECD promote the idea of a differentiated global minimum price for carbon as a measure to prevent carbon leakage.

Overall, the request to define a just transition in the context of global governance and international relations will likely result in all the organizations reviewed paying more attention to the international aspect on just transition and the effects of actions taken by individual jurisdictions on global markets. The systematization of the positions of the organizations reviewed on the main aspects of a just transition is presented in Table 1.

Table 1. Systematization of International Organizations' Positions on Different Aspects of Just Transition

	Employment Policy	**Industrial Policy**	**Pricing**	**Fossil Fuel Subsidies**	**International Aspect of Just Transition**
UNFCCC	- active employment policy - retraining and training of personnel	- not mentioned	- mentioned as one of the possible instruments for achieving the Paris goals	- should be rationalized with support for the most vulnerable groups of the population	- the principle of common but differentiated responsibility - financing the transition in developing countries by developed countries - a commitment by developed countries to mobilize $100 billion a year to help developing countries
ILO	- active employment policy - retraining and training of personnel	- active industrial policy, subsidies, investments, support for low-carbon technologies - impact of measures on global markets is not taken into account	- mentioned as one of the possible instruments for achieving the Paris goals	- should be rationalized with support for the most vulnerable groups of the population - redistribution of the tax burden from taxes to employment	- not negotiable
IMF	- active employment policy - retraining and training of personnel	- subsidies and preferential taxation are possible only under the condition of a balanced budget and low debt	- main instrument for achieving the Paris goals - differentiated global minimum carbon price for major emitters	- should be rationalized - redistribution of the tax burden from taxes to employment - redistribution of released resources in favour of renewable energy sources	- redistribution of special drawing rights (SDRs) in favour of developing countries for the needs of transition and decarbonization - support for the commitment by developed countries to mobilize $100 billion a year to help developing countries

	Employment Policy	Industrial Policy	Pricing	Fossil Fuel Subsidies	International Aspect of Just Transition
					- criticism of cross-border carbon adjustment
UNDP	- active employment policy - retraining and training of personnel	- active industrial policy, subsidies, investments, support for low-carbon technologies for developing countries	- mentioned as one of the possible instruments for achieving the Paris goals - the need to take into account the specifics of each jurisdiction when developing is advocated	- should be rationalized with support for the most vulnerable groups of the population - developed countries should do this more actively and set an example	- financing the transition in developing countries by developed countries - the effects of industrial support on global markets and the interests of developing countries - technological dependence - debt trap - the problem of debt growth due to the debt-based nature of the financing provided to developing countries - criticism of cross-border carbon adjustment
IEA	- active employment policy - retraining and training of personnel	- active industrial policy, subsidies, investments, support for low-carbon technologies - the impact of the measures on global markets is considered positive, as it leads to less costly technologies	- mentioned as one of the possible instruments for achieving the Paris goals - indirect pricing in the form of standards or best available technologies	- should be rationalized - redistribution of released resources in favour of renewable energy sources	- financing the transition in developing countries by developed countries - technology transfer - the cross-country aspect is less important than the widespread deployment of renewable energy sources
IRENA	- active employment policy - retraining and training of personnel	- active industrial policy, subsidies, investments, support for low-carbon technologies - the impact of the measures on global markets is considered positive, as it leads to less costly technologies	- mentioned as one of the possible instruments for achieving the Paris goals - indirect pricing in the form of standards or best available technologies	- should be rationalized - redistribution of released resources in favour of renewable energy sources	- risks of developing countries becoming raw material appendages for the supply of critical raw materials - shifting responsibility for emissions from production to consumption - the risks of active industrial policy for the interests of developing countries are not considered
UNCTAD	- active employment policy - retraining and training of personnel	- active industrial policy, subsidies, investments, support for low-carbon	- mentioned as one of the possible instruments for	- should be rationalized with support for the most vulnerable groups of the population	- financing the transition in developing countries by developed countries

	Employment Policy	Industrial Policy	Pricing	Fossil Fuel Subsidies	International Aspect of Just Transition
		technologies for developing countries	achieving the Paris goals	- developed countries should do this more actively and set an example	- the effects of industrial support on global markets and the interests of developing countries - technological dependence - debt trap - the problem of debt growth due to the debt-based nature of the financing provided to developing countries - criticism of cross-border carbon adjustment - high cost of financing in developing countries due to rating and risks
World Bank	- active employment policy - retraining and training of personnel	- active industrial policy, subsidies, investments, support for low-carbon technologies - the impact of measures on global markets is not taken into account	- the main instrument for achieving the Paris goals	- should be rationalized with support for the most vulnerable groups of the population - redistribution of the tax burden from taxes to employment	- a more flexible approach, accepting the possible role of gas in the transition - the poverty trap for developing countries in transition - financing the transition in developing countries by developed countries - concessional and grant financing for developing countries - support for coal phase-out programmes - criticism of cross-border carbon adjustment
OECD	- active employment policy - retraining and training of personnel - support for older workers - supporting employment policy through housing policy measures	- active industrial policy, subsidies, investments, support for low-carbon technologies - the impact of the measures on global markets is considered positive, as it leads to cheaper technologies	- the main instrument for achieving the Paris goals - differentiated global carbon price floor for major emitters	- should be rationalized with support for the most vulnerable groups of the population - redistribution of the tax burden from taxes to employment	- support for the commitment by developed countries to mobilize $100 billion a year to help developing countries - taking SDG 7 into account in programmes to support just transition in developing countries - support coal phase-out programmes

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