



# The COP29-COP30 Bridge: Strengthening Tripartite Action for a Just Transition

A discussion paper

## Summary

**Azerbaijan, Armenia, Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan face significant physical and transition climate risks.** Countries across the region share several similarities in terms of climate vulnerability and hazards yet, each presents significant differences in terms of geography, economy, and population which can both exacerbate climate risk and strain the countries' capacity to adapt and smoothly transition. Rising temperatures, changing precipitation patterns, and climate extremes pose major challenges for communities and economies across South Caucasus and Central Asia region, threatening food, water, and energy security. Vulnerable populations in mountainous regions of the South Caucasus and Central Asia, are highly susceptible to climate hazards. Transition risks are significant for major fossil fuel producers like Azerbaijan, Kazakhstan and Uzbekistan. Countries must navigate the shift to low-carbon economies while maintaining economic growth. Balancing sustainable economic growth with decarbonization and climate resilience is crucial for the region. Policies and actions taken to address risks and opportunities must deliver a fair transition towards low-carbon economies and resilient societies.

**Countries have diverse climate policies, with different priorities towards mitigation and adaptation.** Despite contributing only 1.5% to global GHG emissions and, with a few exceptions only, the region generally faces challenges in meeting its ambitious Nationally Determined Contributions (NDC) commitments due to economic growth often being tied to rising GHG emissions, and several economies are

fossil fuel exporters. Armenia and the Kyrgyz Republic are aiming to achieve net-zero by 2050, and Kazakhstan has set a net zero target by 2060. National long-term low-carbon climate strategies, crucial for the green economy transition, are being developed, with some countries already having detailed action plans in place. Adaptation is a key focus, in order to address water, food, and energy security and extreme climate impacts from melting glaciers, droughts, heatwaves, flooding, and debris flows.

**Ambitious NDC commitments appear to be very difficult to achieve and require accelerated decarbonization.** Most of the countries experienced a dramatic drop in GHG emissions in the early 1990s after the collapse of the Soviet Union. Since then, they have increased their annual GHG emissions in line with economic growth. At the end of 2022, several countries had already exceeded the GHG emissions allowed under their 2030 NDCs: Azerbaijan, Kazakhstan, the Kyrgyz Republic, Tajikistan. These economies face the challenge of maintaining economic growth while significantly reducing and, if possible, reversing the growth of GHG emissions through decarbonization measures and intensified investment in carbon sinks. Other countries—Armenia, and Uzbekistan—have not exceeded the GHG emissions allowed under their NDCs. However, some are close to exceeding, so these countries need to accelerate action to decarbonize.

Overall, some countries included policies and measures indirectly aligned with just transition principles, typically within broader frameworks for sustainable development, adaptation, and climate resilience.

**Some countries had detailed consultations with social partners, including unions and employer associations, to shape policies that promote social inclusivity, ensuring the interests and concerns of all affected parties are considered.**

**Workers' organizations play a crucial role in just transition strategies and Nationally Determined Contributions (NDCs) by ensuring that climate action is socially equitable and inclusive.** They advocate for the rights and needs of workers and communities affected by the transition to a low-carbon economy, ensuring that the shift is fair and doesn't leave anyone behind. Their involvement is vital for mobilizing support, identifying practical solutions, and holding governments accountable for delivering on their climate commitments. In most countries under question workers' organizations are still not consulted on climate and energy policy issues.

**Employers' organizations can strategically contribute to developing and enacting policies that ensure a fair and inclusive shift to a low-carbon economy** by engaging in social dialogue with workers' organizations and governments. Their expertise in labour markets, skills development, and business operations is vital for designing effective and sustainable solutions. Only 50% of employers' organizations in the countries under question confirmed that they actively participate in the development of climate plans and strategies at the national level (through consultations, being part of created inter-agency working group). They are key stakeholders, alongside governments and workers' organizations, in shaping these strategies to ensure a fair and equitable shift towards environmentally sustainable economies.

**National Tripartite Institutions, composed of government, employers' organizations, and trade unions, should play a vital role in shaping just transition strategies and integrating them into Nationally Determined Contributions (NDCs).** These institutions should facilitate social dialogue, consensus-building, and the development of policies that ensure a fair and inclusive shift towards environmentally sustainable economies at the country level. By involving key stakeholders, they can help create ownership and effective implementation of climate action plans that also address social and economic needs. Social dialogue is a key instrument in promoting and achieving decent work, inclusive development and social cohesion, and it encourages good governance. All countries in the region have a national social dialogue institution (NSDI), usually called a "Tripartite Commission/Council". Executive summary.

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Countries across the region share several similarities in terms of climate vulnerability and hazards yet, each presents significant differences in terms of geography, economy, and population which can both exacerbate climate risk and strain the countries' capacity to adapt and smoothly transition. Rising temperatures, changing precipitation patterns, and climate extremes pose major challenges for communities and economies across South Caucasus and Central Asia region, threatening food, water, and energy security. Vulnerable populations in mountainous regions of the South Caucasus and Central Asia, are highly susceptible to climate hazards. Transition risks are significant for major fossil fuel producers like Azerbaijan, Kazakhstan and Uzbekistan. Countries must navigate the shift to low-carbon economies while maintaining economic growth. Balancing sustainable economic growth with decarbonization and climate resilience is crucial for the region. Policies and actions taken to address risks and opportunities must deliver a fair transition towards low-carbon economies and resilient societies.

**Countries have diverse climate policies, with different priorities towards mitigation and adaptation.** Despite contributing only 1.5% to global GHG emissions and, with a few exceptions only, the region generally faces challenges in meeting its ambitious Nationally Determined Contributions (NDC) commitments due to economic growth often being tied to rising GHG emissions, and several economies are fossil fuel exporters. Armenia and the Kyrgyz Republic are aiming to achieve net-zero by 2050, and Kazakhstan has set a net zero target by 2060. National long-term low-carbon climate strategies, crucial for the green economy transition, are being developed, with some countries already having detailed action plans in place. Adaptation is a key focus, in order to address water, food, and energy security and extreme climate impacts from melting glaciers, droughts, heatwaves, flooding, and debris flows.

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## ► Table of Contents

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<b>Introduction .....</b>	<b>5</b>
<b>1. Regulatory framework on inclusive green growth: Azerbaijan, Armenia, Kazakhstan, Kyrgyzstan, Turkmenistan, Uzbekistan.....</b>	<b>6</b>
<b>2. Labour market implications from an inclusive green transition and the role of Social Partners in tackling these challenges .....</b>	<b>10</b>
<b>3. Key takeaways from COP29: Government, workers’ and employers’ perspectives.....</b>	<b>12</b>
<b>4. Way forward and preparations for COP30: the role of workers’ and employers’ organizations .....</b>	<b>17</b>
<b>5. A Just transition to Environmental Sustainability: nexus of economic, social and environmental development.....</b>	<b>24</b>
<b>6. The Road to COP30: Challenges Remain.....</b>	<b>26</b>
<b>Acknowledgement .....</b>	<b>27</b>
<b>Appendices.....</b>	<b>28</b>

## Introduction

To support countries in their preparations for COP29 and COP30, the ILO launched the project “**Promoting a gender-responsive just transition through knowledge-sharing and peer learning under South-South and Triangular Cooperation (SSTC) for COP29 (Azerbaijan) and COP30 (Brazil)**”. Under the project ILO constituents (the government and social partners) are expected to share and learn from each other and to benefit from the exchanges with countries at different stages of development. The benefits of SSTC include fostering mutual learning and collaboration among countries facing similar challenges and opportunities. This cooperative approach leverages the unique experiences and innovations of diverse nations, enhancing the capacity to implement effective gender-responsive strategies. Moreover, SSTC helps in building stronger partnerships and networks that can drive sustainable development and resilience against climate change. By engaging in SSTC, countries can share best practices, enhance policy coherence, and collectively work towards achieving the goals set for COP29 and beyond.

**During 2024-25 the ILO supported constituents in Europe and Central Asian countries to prepare position papers for COP29.** Technical support included:

1. Promoting a gender responsive just transition towards environmental sustainability in the Republic of Azerbaijan: a knowledge sharing and peer learning workshop (24-25 July 2024);
2. COP29 Webinar Series Central Asia: Promoting a gender responsive just transition towards environmental sustainability: A Call to Action (10-17 September 2024);
3. UN Climate Change High-Level Champion for COP29 dialogue with Employers’ and Workers’ organizations in Europe and Central Asia (18 September 2024);
4. Preparatory workshop: A Call to Action for a just transition with sustainable enterprises enhancing the NDCs’ implementation process – how to integrate climate actions that target an inclusive and gender-responsive just transition? (20 November 2024);

5. PAGE Policy dialogue: From Vision to Practice for a Just Transition for All: a cross-regional South-South policy dialogue on energy, sustainable finance, and enterprises for inclusive policy-making and enhancing NDC ambition (21 November 2024),
6. National Technical Meeting: Addressing a just transition in NDC 3.0 (7 August 2025, Baku, Azerbaijan),
7. International workshop on addressing just transition in NDCs: learning, leading and looking ahead (1-2 October 2025, Johannesburg, South Africa)
8. Regional Knowledge-sharing Meeting “Integrating Just Transition Policies in National Determined Contributions through Social Dialogue” (1-3 October 2025, Budapest). After the discussions in Baku during COP29, a Europe and Central Asia Regional Working Group was initiated to prepare for COP30 in Brazil.

This note examines key national strategies, policies, and programs in the ECA region, identifying areas for improvement in social partners’ participation, engagement in policy discussions, and the implementation and monitoring of inclusive and sustainable green transition efforts. It also highlights contributions from South Caucasus and Central Asian countries to the 2025 NDC submissions in preparation for COP30.

The brief begins with an overview of the regulatory frameworks for inclusive green growth in each country, supporting their NDC commitments (Section 1). Next, it explores the labour market implications of an inclusive green transition, emphasizing the role of workers’ and employers’ organizations in addressing these challenges (Section 2). Section 3 summarizes key takeaways from COP29 from the perspectives of governments, workers, and employers. Section 4 outlines a way forward for COP30 preparations from the workers’ and Employers’ organizations perspective, including the strategic role of National Tripartite Councils in NDC submission and implementation. Finally, Section 5 outlines challenges on the road to COP30.

## 1. Regulatory framework on inclusive green growth: Azerbaijan, Armenia, Kazakhstan, Kyrgyzstan, Turkmenistan, Uzbekistan

► Table 1. A snapshot of national policies/ strategies fostering an inclusive development, NDCs' commitments

Country	Updated NDC Target by 2030	Net-Zero Target	Institutional setting/ UNFCCC reporting authority	National strategies/ policies	National or Sector Adaptation Plan(s)
ARM	2021, 40% reduction from 1990 emission levels	2050	Inter-agency Coordinating Council on Climate Change/ Ministry of environment	Transformation Strategy 2050, Strategic program of perspective development 2014-2025	NAP 2021-2025, and several sector adaptation plans
AZE	2023, 40% reduction from 1990 emission levels by 2050	Not applicable	The State Commission on Climate Change / Ministry of Environment and Natural Resources	Socio-Economic Development Strategy, 2022–2026, 'Azerbaijan 2030: National Priorities for Socio-Economic Development'	Under development
KAZ	2023, unconditional. 15% reduction from 1990 emission levels	2060	Ministry of Ecology, Geology and Natural Resources	Concept on Transition to Green Economy until 2050, Strategy Kazakhstan 2050, Strategic Plan for Development until 2025	Not applicable
KGZ	2021, unconditional 15.97% reduction below business-as-usual	2050, verbal commitment	Climate Change Coordination Commission / Ministry of Natural Resources, Ecology and Technical Supervision	National development strategy, 2018-2040, Green Economy Development Programme 2019-2023/ 2024-2028	NAP/SAPs under preparation
TAJ	2021, unconditional 30-40% reduction from 1990 emission levels	Not applicable	Inter-ministerial working group/ Committee for Environmental Protection	National Development Strategy, 2016–2030, Green Economy Development Strategy, 2023–2037	National Adaptation Strategy up to 2030
TKM	2023, 20% reduction by 2030, compared to 2010 levels	Not applicable	Ministry of Environment Protection, Ministry of Agriculture	National Strategy	Under preparation
UZB	2021, 35% reduction from 2010 emission level	Not applicable	Ministry of Ecology, Environmental Protection and Climate Change and Ministry of Economy and Finance	Program for Transitioning to a Green Economy and Ensuring Green Growth until 2030	Under preparation



## 1.1 Azerbaijan

**The green energy transition constitutes a pillar of Azerbaijan's development vision** as set forth in *Azerbaijan 2030: National Priorities for Socio-Economic Development*<sup>1</sup>

and the *Strategy of Socio-Economic Development, 2022-2026*<sup>2</sup> aimed at improving energy efficiency, advancing green technologies, and transitioning to a circular economy model that emphasises resource efficiency and environmental regeneration. The government has thus prioritised an agenda that aims to pivot the country towards a greener, more sustainable, and resilient economy while meeting international commitments. As a party to the United Framework Convention on Climate Change (UNFCCC) since 1995, Azerbaijan acknowledges the downward pressures on fossil fuel demand posed by the global decarbonization transition as well as the risks to food security brought about by a warming world. On both dimensions of decarbonization and resilience, however, the country faces a gap in terms of long-term ambition and actual implementation. Not only do Azerbaijan's strategic objectives still fail to reflect the long-term challenges posed by decarbonization and resilience needs, but also—with few exceptions—existing targets are not yet supported by policy and investments.

**In October 2023, the country submitted its updated National Determined Contributions (NDCs)** targeting a 40% conditional (GHG) emissions reduction by 2050 compared to 1990 levels. A National Adaptation Plan (NAP) has been under development. The sectors identified for mitigation measures include energy, industrial processes and product use, agriculture, land use, forestry and waste. The revised NDC confirms that the country will continue to plan and implement appropriate adaptation measures for particularly vulnerable sectors like agriculture.



## 1.2 Armenia

**Climate action in Armenia brings new opportunities for greener and faster growth, energy security, and resilience.** The country's

long-term vision, set out in the *Armenia Transformation Strategy 2050*, is to shift to a knowledge-intensive, innovative, and green economic model. It has also developed a comprehensive set of policies and strategies to support mitigation, strengthen adaptation, and increase resilience. Armenia's climate policy framework has been on a steady trajectory of growth and increased commitment. In 2021, the government approved the National Action Program of Adaptation to Climate Change and the List of Measures for 2021–25, which marked the coordinated launch and implementation of a NAP process in Armenia. Armenia is one of few countries in the region that has adopted and made progress on implementing a national adaptation plan (NAP).

**Armenia has strengthened its climate commitments with an ambitious NDC and a commitment to climate neutrality by 2050.** It adopted an updated and strengthened NDC in 2021, setting an economy-wide target to reduce GHG emissions by 40% below 1990 levels in 2030. While Armenia is in line to meet its nationally determined contribution (NDC) commitments, which are anchored to the 1990 baseline, the trajectory of emissions growth is out of step with longer-term decarbonization objectives. Its NDC recognizes the critical importance of climate adaptation to achieve its social and economic development goals. According to the 2021–2026 Action Plan of the Government of Armenia, the government plans to update the NDC for a new ten-year (2025–35) implementation period by November 2025.



## 1.3 Kazakhstan

**Kazakhstan has established and updated a set of climate policy strategies and legislation over the past decade:** Kazakhstan's focus on an environmentally

friendly economy was formulated in 2013, with the adoption of *the Concept on Transition to Green Economy until 2050*. This followed the adoption of the long-term Strategy Kazakhstan 2050 and set out Kazakhstan's plan to transition away from an energy- and emissions-intensive economy to a greener path. In 2024 Kazakhstan adopted its *New Green Economy Concept*<sup>3</sup> outlining comprehensive plan to achieve the Sustainable

<sup>1</sup> <https://president.az/en/articles/view/50474>. Despite this, most countries in the region are included in the lower middle-income category in current World Bank ratings.

<sup>2</sup> <https://ereforms.gov.az/en/media/xeberler/azerbaycan-respublikasinin-2022-2026-ci-illerde-sosial-iqtisadi-inkisaf-strategi-yasi-437>.

<sup>3</sup> See the following update for Kazakhstan: <https://www.zakon.kz/pravo/6438120-v-kazakhstane-obnovili-kontseptsiyu-po-perek-hodu-strany-k-zelenoy-ekonomike.html>.

Development Goals, reduce greenhouse gas emissions, and foster an environmentally sustainable society, aiming for significant economic and environmental benefits by 2050. The Environment Code serves as a robust legislative framework but does not include the policies and measures needed to achieve the targets. *The Strategic Plan for Development until 2025* includes policy measures for achievement of the commitments under the Paris Agreement; definition of financing sources, including green finance and investments; promotion of investments in green technologies; increased efficiency in use and protection of water resources; and conservation of biodiversity.

**The draft updated NDC (2021) retains the 2030 emissions target and reinforces the role of energy efficiency measures, and increased renewable energy in meeting Kazakhstan's 2030 and 2060 targets.** In its first Nationally Determined Contribution it pledged to reduce its emissions to 15–25% below 1990 levels by 2030. It also proposes additional mitigation measures—such as a new energy tax to cover transport fuels and small-scale coal use—and, for the first time, includes a component on adaptation to climate change. The revised NDC includes adaptation components for the first time, with a focus on agriculture, water, forestry, and disaster risk management. The country plans to expand adaptation measures to other sectors affected by climate change impacts such as health and infrastructure.



#### 1.4 Kyrgyzstan

**The National development strategy for 2018-2040 recognizes the importance of integrated policies that balance the social, economic and environmental**

**dimensions of development.** The Strategy contains a dedicated section on Environment preservation, adaptation to climate change and disaster risk, measures and activities are mostly aimed for preservation of environment, natural resources, bio-diversity, eco-systems, implementation of resource efficiency and waste management techniques. To complement the Strategy, the Government developed a Green Economy Development Programme 2019-2023 with a special focus on green energy, agriculture, industry, low carbon economy and environment, friendly transport, sustainable tourism, waste

management and natural ecosystems sectors. The Green Economy Development Programme for the period of 2024-2028 was drafted and is under public discussions.

#### **The updated Nationally Determined Contributions (2021) represents the Kyrgyz Republic's latest plan to fight climate change until 2030.**

The Kyrgyz Republic committed to combating climate change and accelerating the transition to climate-resilient, low-carbon sustainable modes of development. The purpose of the NDC is to support sustainable and balanced development of the country, taking into account climate change, environmental and socio-economic problems. Implementation of the NDCs 2021 is the first step towards the Carbon neutrality strategy up to 2050 (under development). Kyrgyz Republic committed to conditional emissions reduction targets of 36.61% by 2025 and 43.62% by 2030 compared to business as usual. The country also set unconditional emissions reduction targets of 16.63% by 2025 and by 15.97% by 2030 compared to business as usual. The revised NDC lists adaptation measures by sector, with qualitative targets to be achieved by 2025. Adaptation and resilience areas in the NDC are as follows: water, agriculture, energy, health, forestry and biodiversity, disaster risk management.



#### 1.5 Tajikistan

**Tajikistan's strategy for sustainable development focuses on strengthening its ability to withstand environmental and economic challenges**

**while moving towards a resilient, low-carbon economy.** The government of Tajikistan has committed to take action to transform the country's economic model. This ambition is set out in *the National Development Strategy for 2016–2030*, which aims to improve the living standards of Tajikistan's population by fostering sustainable economic development based on productive private investment and exports. This objective is underpinned by four strategic development goals:

- a. Ensuring energy security and efficiency of energy use,.
- b. Improving digital and transport connectivity and utilizing Tajikistan's transit potential.

- c. Ensuring food security and access to quality nutrition for the population.
- d. Expanding productive employment. Complementing the NDS, the government has adopted the Green Economy Development Strategy, 2023–2027.

**Tajikistan submitted its revised NDCs in October 2021.** Tajikistan's revised NDC commits to a 40-50% reduction in emissions by 2030 compared to 1990 levels, conditional on international support. The country set an unconditional emissions reduction target of 30-40% by 2030 compared to 1990 levels. The revised NDC expands adaptation in the energy, water, agriculture, forestry, and transportation sectors, waste, infrastructure.



## 1.6 Turkmenistan

**The creation of a green economy has been given top priority in Turkmenistan, as a crucial element of its national strategy for sustainable development.** The nation

is encouraging the application of cutting-edge approaches and ecologically friendly technology to solve environmental problems. With the goal of lowering greenhouse gas emissions and enhancing climate resilience, Turkmenistan's green economy framework includes the National Climate Change Strategy and the National Adaptation Plan. The government is implementing a number of programs to improve waste management techniques, boost the use of renewable energy sources, and promote energy efficiency. *The National Climate Change Strategy* is a sectoral nationwide document, aiming to lay out in Turkmenistan the policy framework for building climate resilience and a low-emission economy, considered as a prerequisite condition for the sustainable social and economic development. The NCC Strategy follows a twin-track approach in facing climate change issues, facilitating and strengthening the country's growth rate trends while being a catalyst for modernization, diversification and fortification in all economic sectors, to increasing the country's profile on the global markets, and improving its competitive capacity through upgrading technology and energy effectiveness. The overall goal of the Strategy is to ensure sustainable development of Turkmenistan, through which

effects of climate change can be mitigated whilst still engendering the country's economic and social growth.

**Turkmenistan submitted its revised NDCs in January 2023.** Turkmenistan's revised NDC commits to an unconditional 20% reduction in emissions by 2030, compared to 2010 levels, under a business-as-usual scenario. The main sectors where the country plans to reduce emissions are energy, transportation, agriculture, industrial processes and product use, and waste. To reach these targets, Turkmenistan will use its own financial resources, but requires international technical support to develop legislation and regulations and implement actions to reduce emissions. Adaptation priorities are also covered in the revised NDC, with a focus on health, agriculture, water, soil and land, forestry, and ecosystems. The country plans to develop a unified methodology for assessing climate risks and developing adaptation plans at different levels.



## 1.7 Uzbekistan

**Uzbekistan has made international commitments on climate change.** The new economic model for Uzbekistan can be called a "circular economy".

Principles of the circular economy are included in *Green, Low-Carbon Industrial and Economic Development*, within the *Green Growth Strategic Framework*, which itself is the expanded second version of the *Green Economy Strategy for 2019-2030*<sup>4</sup>. Circular economy goals are also included in the *Solid Waste Management Strategy for 2019-2028*, which specifies, for example, ambitions to recycle 60% of solid waste generated. In December 2022, the government adopted a Program and a Plan of Action for Transitioning to a Green Economy and Ensuring Green Growth until 2030 (Presidential Decree No. PP-436 of December 2, 2022), which includes measures addressing environmental and economic challenges to achieve green, resilient, and inclusive development.

Some of the main NDC targets are to enhance the resilience of strategic infrastructure and ecosystems, protect biodiversity, and reduce the harmful impact of the degradation of the Aral Sea basin. Uzbekistan also plans to increase the efficiency of water use, promote

<sup>4</sup> <https://lex.uz/ru/docs/4539506#4542654>

crop diversification, introduce organic farming practices, encourage reforestation, and develop early warning systems for hydro-meteorological hazards. Uzbekistan's plan to transition to a green economy includes important steps to reduce its carbon footprint.

## 2. Labour market implications from an inclusive green transition and the role of Social Partners in tackling these challenges

The total labour force for all countries covered (ages 15+) was estimated at 37.5 million in 2022, corresponding to a labour force participation rate of 58.7 per cent.<sup>i</sup> Around 43.3 per cent of the total labour force were women. Women had a labour force participation rate of 49.2 per cent, compared to 68.9 per cent for men.

Total employment (ages 15+) was estimated at 36 million in 2022, representing an employment-to-population ratio of 58.7 per cent.<sup>ii</sup> By broad sector group, agriculture accounted for 23.9 per cent of total employment, industry a further 21.9 per cent and services, 54.2 per cent in 2021. This varied considerably by country, with Tajikistan having the highest percentage in agriculture, and Kazakhstan with the highest percentage in services of the countries in the region. There were an estimated 2.2 million unemployed persons in the region in 2022, corresponding to a total unemployment rate of 7.4 per cent.<sup>iii</sup> The unemployment rate for women was estimated at 6.7 per cent, compared to men at 8.4 per cent. Youth were estimated to exhibit an unemployment rate of 14.6 per cent.

According to estimates by the International Renewable Energy Agency (IRENA), 35 thousand people in Central Asia and South Caucasus were employed in the renewable energy sector in 2021.<sup>iv</sup> Hydropower accounted for the highest share (54.9 per cent) of total employment in renewable energy in the region. These nations are major producers and exporters of oil and gas, with the sector playing a significant role in their economies. As per the Asian Development Bank [ADB], fossil fuel exports account for a substantial portion of total exports: Azerbaijan: 88%; Turkmenistan: 90% (estimated); Kazakhstan: 30%; Uzbekistan: (significant gold exports, but oil & gas play a role). This dependence translates

to a high concentration of jobs in the traditional energy sector.

Having a job does not, however, guarantee quality employment. Wage and salaried employment is associated with higher degrees of job security, more regular incomes, greater access and eligibility to social protection as well as greater coverage by employment regulation, than those in self-employment. A total of 60.9 per cent of the total employed population were in wage and salaried employment in 2021. Accordingly, the remaining 46.2 per cent are classified as being self-employed, encompassing employers, own-account workers and contributing family workers. Again this varied by country, with Kazakhstan with the highest percentage in wage and salaried work (78 per cent), and Azerbaijan the lowest (33.7 per cent).

According to World Bank Enterprise Survey data, of the 3,334 enterprises in Central Asia and South Caucasus surveyed (latest year with available data), 22.2 per cent were small (1–19 employees), 30.2 per cent were medium-sized (20–99 employees) and 47.6 per cent were large enterprises (100+ employees)<sup>5</sup>. Surveyed enterprises are considered representative of the formal private sector employing at least five employees and with at least 1 per cent private ownership.

By country this varied considerably, with Kazakhstan being the country with the highest proportion of small enterprises (40 per cent), and Armenia the lowest, at 12.1 per cent. It can be difficult to distinguish entrepreneurship from own-account work stemming from a lack of paid employment opportunities. For instance, women are often in own-account work through lack of options, but there are different connotations when women are running and leading businesses. As such, a metric that can shed some light on the degree of entrepreneurship is the share of enterprises with a woman as the top manager of the enterprise. According to World Bank Enterprise Survey data for the latest available year, 10.6 per cent of surveyed enterprises in the region had a woman as the top manager.

By country, Armenia had the highest percentage of enterprises with a woman as a top manager (22.9 per cent), followed by Kazakhstan (21.6 per cent). At the lower end, only 4.6 per cent of enterprises in Tajikistan had a woman as a top

<sup>5</sup> World Bank Enterprise Survey categories for firm size. "Employees" here refers to aggregate permanent, full-time employees.

manager; with this also being the case for just 7.2 per cent of enterprises in Uzbekistan.

**The most vulnerable members of the population are most susceptible to climate hazards, which will become more frequent and severe under climate change.** Women, the elderly, infants, people with existing health conditions, people with disabilities, people from lower socio-economic backgrounds, and people from minority groups are highly vulnerable. These same people also face risks due to the transition – due to changing costs related to energy and products and changing labour markets.

**Inclusive and progressive policies are key to ensure the climate transition is sustainable.**

Like any significant economic shift, climate policy action will be disruptive. Even if the overall economy benefits, there are likely to be winners and losers, particularly during the transition period. Failure to appropriately mitigate the risks to potential losers and support people and communities during the transition could raise serious risks for social inclusion and undermine the social and political sustainability of the transition.

**Existing labour market constraints will act as a barrier to an inclusive transition.** At the higher end of the labour market, the countries in concern face a skills shortage that will make it difficult for firms to adjust to changing requirements from the transition. At the other end of the labour market, workers face barriers to upskilling and transitioning to new opportunities. Lack of formal employment opportunities limits workers' potential for skills development and implies that most workers (those working without formal contracts) lack access to contributory pensions and other types of social insurance that mitigate the risk of poverty at old age. Rural workers, mainly involved in low-productivity agriculture are likely to face barriers related both to skills and mobility to adapt to a changing labour market resulting from climate change. Female workers, whether rural or urban, skilled or unskilled, face additional barriers due to gender gaps in activity, employment, and wages, while low levels of job creation and lack of school-to-work support services are barriers to youth participation.

**Accelerating human development plans in the near and medium term supported by social investments could facilitate labour shifts and avoid workers being left behind by the green transition.** Flexible labour markets and

flexible skill mixes are important to alleviate the negative impacts of the transition. Programs for motivating workers for self-learning to absorb social skills integrated with technology for the future would mitigate transition shocks. Adaptive skills and socio-emotional skills are important to smooth the transition and equip workers with new skill sets for the green sectors. In addition, it is essential to strengthen public-private partnerships to guide vocational and tertiary education with needs of the private sector, building on the efforts already under way. Targeted active labour market programs (ALMPs) (hiring incentives to firms and financial incentives for self-employment, additional cash benefits for mobility or child-care or going back to work) can be used for promotion of women's employment, transition to formal and more productive employment, upskilling and transitioning of redundant workers to alternative occupations, and employment of skilled and unskilled youth. Indeed, while targeting existing employees in upskilling/reskilling interventions, there is a significant opportunity to target inactive youth (NEET).

**In addition to preparing people for new jobs through ALMPs, during the transition period, the vulnerable should be protected by social assistance and targeted services.** Countries can build on a strong foundation, given recent increases in spending on social protection policies and programs, and well-developed tools for social protection, consisting of both contributory and non-contributory benefit programs. ALMPs can be used, in the short term, for on-the-job training programs focusing on target groups and, in the longer term, to strengthen links between service providers and the private sector, establish a dynamic skills inventory system for labour market developments, and disseminate skills and occupations in demand regularly. Building on existing programs and systems (particularly integrated information systems), coverage of the social safety nets can be expanded to include populations who are at risk from the transition, with a clear focus on targeting safety nets to women while leveraging the leadership role they can play in local public works programs.

**Building public awareness of climate change is indispensable for a sustained green transition.** Dissemination of information about climate change and the threats it poses to human well-being, households, and communities can be a catalyst for behavioral changes that are supportive of a green transition.

### 3. Key takeaways from COP29: Government, workers' and employers' perspectives

**COP29, the United Nations climate conference in 2024 took place November 11-22 in Baku, Azerbaijan.** COP29 represented one of the last major chances to get the world back on track and hold nations accountable for delivering on their environmental targets, with a focus on ensuring that developing nations receive adequate support. It also presented an important opportunity for countries to reinforce the role of ensuring a just transition for all to enhance ambition and to build the required social consensus for implementing bold climate measures. Employers and workers are fundamental for accelerating climate action and governments need to prioritize the role of sustainable enterprises as engines of just transition processes and decent work creation. The 29th session of the Conference of the Parties to the United Nations Framework Convention on Climate Change (COP29) was a force for good connecting North, South, East, and West and mobilizing the international community to make progress on halting global warming.

**COP29 was an important moment for adaptation, with the delivery of several key outcomes.** Parties extensively discussed the second five-year assessment of progress to formulate and implement National Adaptation Plans (NAPs) and will continue that in June 2025. Their discussions focused on innovative financing, technical support, and accelerated action to meet the 2025 submission deadline for NAPs. COP29 also reached agreement on carbon markets – which several previous COPs had not been able to achieve. These agreements will help countries deliver their climate plans more quickly and cheaply and make faster progress in halving global emissions this decade, as required by science.

#### 3.1 COP29 Salient Points

COP29 brought several important developments to the global climate agenda, focusing on areas such as climate finance, carbon markets under Article 6 of the Paris Agreement, Nationally Determined Contributions (NDCs), and funding for adaptation, loss, and damage. While there was progress in many areas, challenges remain, particularly in scaling renewable energy, phasing

out fossil fuels, and ensuring equitable access to climate finance.

#### **New Collective Goal on Climate Finance (NCQG):**

One of the most important pieces of news was that the number of rich countries contributing to climate finance, and their contributions, will increase. The goal is for global climate finance flows from rich to poor countries to grow from the current level of \$100 billion a year to as much as \$300 billion a year by 2035. This funding will help poor and vulnerable countries adapt to climate change, transition away from fossil fuels and protect themselves from climate-related damage. An additional target was set for all actors to reach a total of \$1.3 trillion per year in climate finance by 2035. This extra trillion will primarily come from private financing, to help poor countries transition their economies and societies away from fossil fuels and create a buffer against the adverse effects of climate change. The goal also includes new cooperation between developing countries, known as South-to-South cooperation, as well as exploring innovative financing solutions, such as international levies on fossil fuels, aviation or shipping. The “Baku to Belém Roadmap” was launched to explore additional financing mechanisms and partnerships.

#### **Carbon markets - building credibility and impact:**

COP29 focused on the operationalization of carbon markets and garnering more financial security across a variety of sectors. This is seen by many as a step forward in creating more transparency and efficiency in global emissions trading. Carbon markets are essential tools for financing climate action and reducing emissions cost-effectively. Article 6 of the Paris Agreement provides guidelines for international cooperation on carbon trading, ensuring environmental integrity and transparency. Article 6.2: Clear guidelines established for the international trading of carbon credits, known as Internationally Transferred Mitigation Outcomes (ITMOs). A framework now exists for countries to authorize and track transactions through national registries. Article 6.4: Safeguards introduced to protect Indigenous Peoples' rights and ensure compliance with human rights standards.

#### **Adaptation - strengthening the foundations for resilience:**

Adaptation remained a priority for many developing countries at COP29, with negotiations advancing the work programme on national adaptation frameworks. The need to crowd in private-public-MDBs finance was acknowledged to meet the significant Adaptation

Financing Gap, and developments on the Global Goal on Adaptation will be critical in enabling this.

**Loss and Damage Fund:** Loss and damage fund was committed to be operationalized with \$800 million pledged to aid in adaptation efforts. The operationalisation of the Loss and Damage Fund was a milestone achievement, with disbursements set to begin in 2025. Moving forward, the focus must shift to mobilising resources and building trust in the fund's capacity to deliver meaningful support for vulnerable countries. Innovative financing and broader donor participation will be crucial to its long-term success. Adaptation focuses on helping communities build resilience to climate impacts, while loss and damage address the irreversible consequences of climate change, such as rising sea levels and extreme weather.

**Nationally Determined Contributions (NDCs):** New climate action plans are pivotal to providing countries with region-specific targets to aim for promoting environmental benefits like reducing the amount of greenhouse gases. With bankable, investible projects as a key part of NDCs, the private sector is already involved in the NDCs process and they must continue to engage. By February 2025, all countries are required to submit new national climate plans. Developing countries stressed the need to address the international aspects of just transitions, ensuring global frameworks align with their development needs.

**Fossil Fuel Transition and Energy Targets:** Phasing out fossil fuels is critical to achieving net-zero emissions and limiting global warming. However, fossil fuel subsidies and global dependence remain significant barriers to progress. Discussions emphasized the urgent need to end fossil fuel subsidies and address barriers to scaling renewable energy in developing countries.

**Gender:** Climate change disproportionately affects women, girls, and gender-diverse individuals, who face higher burdens due to gender disparities in finance, decision-making, and access to resources. At COP29 the Lima Work Programme on Gender (2014-2024) was extended, with discussions beginning for a new Gender Action Plan in 2025. Women and gender-diverse individuals remain underrepresented in decision-making, with two-thirds of COP29 delegates being men.

#### Outstanding challenges:

- ▶ Although the new finance goal is a large leap from the previous annual contributions (\$100 billion now to \$300 billion), it falls far short of the trillions of dollars needed for most countries to close the gap
- ▶ Accountability must be a centrepiece of climate finance, ensuring that pledges are honoured in full, funds are delivered on time and resources are directed toward the communities most in need
- ▶ The Adaptation fund, created in 2001 to finance concrete adaptation projects and programmes in countries particularly vulnerable to the adverse effects of climate change, remains severely underfunded, disproportionately affecting developing countries and Small Island Developing States
- ▶ Limited private sector engagement and insufficient incentives to invest in climate-resilient technologies.
- ▶ Continued reliance on loans rather than grants, increasing debt burdens for vulnerable nations
- ▶ Limited progress in scaling up carbon markets to generate the necessary finance for mitigation and adaptation projects.
- ▶ Weak enforcement mechanisms mean limited accountability for countries failing to meet their NDCs.
- ▶ Developing nations face a lack of technical and financial support to implement their NDCs effectively.
- ▶ Mechanisms for delivering loss and damage finance remain unclear, frustrating vulnerable nations.
- ▶ Lack of specific regional targets or timelines for disbursing funds to the most affected areas.
- ▶ No binding commitments were made to phase out fossil fuels or subsidies.
- ▶ Barriers to renewable energy expansion remain, including long permitting processes, lack of grid readiness, and insufficient financing for large-scale projects.

COP29 National statements for Azerbaijan, Kazakhstan, Kyrgyzstan are provided in Annex 1 available only for these countries at the UNFCCC web-site).

### 3.2 Key COP29 takeaways for the Workers' Organizations

**As the world moves towards low-carbon economies, climate finance is key to ensuring a Just Transition for workers, particularly in the Global South.** Trillions of dollars will be needed annually to support developing countries transition to sustainable economic models. The global trade union movement expressed profound disappointment at the conclusion of the latest COP29 climate talks (see Box 1). The agreement reached is woefully insufficient to meet the urgent demands of the climate crisis. Rich, developed countries have ignored their responsibility to deliver the finance needed to tackle the climate crisis in the global south, and they have refused to prioritize the implementation of Just Transition policies. The outcomes of COP29 fall short in two critical areas:

- **Climate Finance:** The agreement to mobilize US\$300bn from a wide variety of sources, including development bank loans and private finance, over 10 years in 2035 is woefully insufficient. This falls far below the minimum US\$1.3tn per year required to address the climate needs of developing countries. The lack of a robust commitment to public, grant-based finance exacerbates the crisis, leaving vulnerable nations at risk of deepening debt distress.
- **Just Transition Work Programme (JTWP):** Despite the urgency, meaningful discussions on implementing Just Transition policies were sidelined. The absence of a decision on the JTWP is deeply disappointing for workers and communities on the frontlines of climate impacts.

#### ► Box 1: ITUC statement

ITUC General Secretary Luc Triangle highlighted: *“Workers, particularly in the global south, face the devastating effects of climate change now. They urgently need policies that secure a fair and equitable transition to a sustainable future. The erosion of trust and fairness in the negotiation process*

*at this COP has made future progress even more critical. Looking ahead, the global trade union movement calls for renewed focus on Just Transition at the international level. We will increase our work to prioritize climate action that supports workers' jobs and livelihoods, developing countries in building resilient, carbon neutral economies and social justice. We will urge governments and employers to do the same”.*

### 3.3 Key COP29 takeaways for the Employers' Organizations

The International Organization of Employers (IOE) played an active role in engaging with governments and international organizations, emphasizing the private sector's critical contributions to achieving a just transition, and highlighted key solutions and challenges for the transition through a series of impactful events, strategic partnerships, and thought leadership. IOE's Green Skills Pavilion in the Blue Zone—hosted with generous support and in collaboration with Azerbaijan's National Confederation of Entrepreneurs (ASK)—served as a hub for high-level discussions and initiatives showcasing the private sector's critical role in climate action.

At COP29 the private sector's role in achieving a just transition was reinforced. Key insights included:

- **Closing the green skills gap:** National training schemes and education systems must scale up urgently to meet the demand for green jobs, projected to grow significantly by 2030. IOE showcased its latest resources on green skills and just transition, including the newly launched report “Green Borders: Policy Recommendations to Improve Talent Mobility” and “Green Skills Case Studies” which offers actionable recommendations for businesses and policymakers and featuring a timely collection of country-specific experiences in training and skills development with a focus on environmental activities and climate action.

- ▶ **Mobilizing effective financing:** Stronger frameworks are needed to accelerate public and business investments and support MSMEs in their transition efforts.
- ▶ **Promoting policy coherence:** Integrating green skills with migration pathways and aligning NDCs with private sector priorities and interests are vital for climate action.
- ▶ **Enhancing collaboration:** Partnerships between public and private sectors are essential to build resilient labour markets, support employment and job creation, and drive sustainable growth.

The Azerbaijan's National Confederation of Entrepreneurs (ASK) produced a Video: "[The first collective agreement in the East is 120 years](#)" along with the Ministry of Labour, Social Protection of Population, Trade unions' Confederation, National Confederation of Entrepreneurs (Employers) Organizations featuring the importance of social dialogue.

The ASK developed a Position paper on the involvement of the private sector and the transition to a green economy for COP29, emphasizing the importance of climate action and sustainable development, as well as collaboration between businesses, governments, and other stakeholders to achieve shared climate goals. The ASK's focus aligns with the broader COP29 agenda, which includes securing a new global climate finance goal, finalizing carbon market agreements, and promoting renewable energy.

Key highlights from the ASK's COP29 position statement:

- ▶ **Promoting green investments** encouraging businesses to invest in green technologies and sustainable practices, recognizing the potential for economic growth alongside environmental protection.
- ▶ **Supporting renewable energy** actively supporting the development of renewable energy projects in Azerbaijan and the wider region, contributing to the global transition away from fossil fuels.
- ▶ **Facilitating dialogue** facilitating dialogue and cooperation between different stakeholders, including businesses, governments, and civil society, to address climate challenges collectively.
- ▶ **Focus on climate finance** recognizing the critical need for increased climate finance, particularly for developing countries, and advocating for developed nations to meet their financial commitments.

The ASK's involvement into COP29 was crucial for ensuring that the business community plays a constructive role in addressing climate change and achieving a sustainable future. Their efforts contribute to the broader goal of making COP29 a success and driving meaningful progress on climate actions.

Through a Joint ITUC-IOE statement (Box 2), trade unions and employers urge global leaders to ensure that the employment dimension is not lost in the important discussions taking place at COP29 and call for implementing concrete Just Transition policies, prioritizing social dialogue, labour rights, SME support, skills for green jobs, and clear national commitments in climate plans.

▶ **Box 2: Joint ITUC-IOE statement**

**Employers and workers united in urging world leaders to adopt robust just transition measures and policies** that ensure a sustainable shift to a greener economy—while keeping the employment dimension central to COP29 discussions.

The International Trade Union Confederation (ITUC), representing nearly 200 million workers in 165 countries and the International Organisation of Employers (IOE), representing 50 million companies of all sizes and all sectors in 144 countries, have been speaking with one voice to remind governments together that they, as social partners and independent constituents of the International Labour Organization (ILO), **as key actors in the real economy are urging COP29 to further develop and implement a global framework and national measures that ensure a Just Transition is supported and is impactful.**

**Representatives of employers and trade unions at COP29, are concerned that COP29 negotiations on a Just Transition Work Programme are failing to implement and ensure the foundation and consensus on Just Transition** which the very same governments with the engagement of trade unions and employers have agreed to at the International Labour Conference in June 2023. The International Labour Conference endorsed the ILO Guidelines for a just transition towards environmentally sustainable economies and societies for all (2015) which provides the central reference for policymaking and a basis for action. Their implementation should be accelerated and scaled up through a reinvigorated framework for action consisting of four interrelated and mutually supportive elements namely:

1. Promoting inclusive, sustainable and job-rich economies
2. Advancing social justice
3. Managing the process of just transition
4. Financing a just transition.

The statement urged the Parties to consider and focus national measures on the following key elements:

- ▶ **To be just and promote ownership, the transition must anticipate needs and manage change with the social partners through social dialogue.** It also needs to predict skills needed to avoid massive job and livelihood losses due to climate change and to avoid climate policies that do not consider socio-economic impacts on workers and companies.
- ▶ **All transition policies have to be built on the respect and promotion of the Fundamental Labour Rights defined at the ILO and recognized at COP28 in the Just Transition Work Programme.** This includes the right to freedom of association and collective bargaining. Social protection policies developed with the social partners to accompany workers and employers in the transition process are also crucial. This would also support the transition from informal to formal economies.
- ▶ **Just Transition policies need to foster sustainable enterprise development.** Governments play an essential role as architects of this environment, creating the right conditions for economic growth and institutional development with a focus on green skills development and addressing the needs of small and medium enterprises (SMEs) to ensure they are not left behind in the just transition to a net-zero economy.
- ▶ **Skills must become a priority for policy makers:** facilitating collaborative strategies to advance the skills agenda, including through anticipation, planning, mapping, national skills councils and dedicated policy, education and training frameworks, ensuring that workers are equipped with the skills needed towards the transition to net-zero economies.
- ▶ **Targeted industrial policies are used not only for economic development purposes but also to respond to myriad contemporary challenges,** such as fostering business transformation for sustainable production, creating jobs and reducing poverty, participating in the technological revolution and in global value chains, promoting efficient and clean energy and greening the economy.
- ▶ **Parties need to send clear signals in Nationally Determined Contributions (NDC), National Adaptation Plans (NAP), and long-term low-emission development strategies, showing their commitment to Just Transition.** The next round of NDCs provides a timely opportunity for Parties to communicate labour-market focused national frameworks along with concrete measures, and social partners must be at the table during their development. These tools need to be supported by clear, consistent policies and regulations that will mobilize business investment, as well as measures to support sectors, workers and communities as

they transition away from fossil fuels towards clean energy.

**Unions and Employers do not want the employment dimension to be diluted in the important discussions taking place in Baku.** Both the national and the international dimensions of Just Transition are equally important to deliver sustainable economies and contribute to social justice as well as climate action.

**Misguided environmental policies - developed without the consideration or involvement of workers and employers - can lead to job losses,**

**negative labour market impacts and socio-economic challenges.** Failing to account for the barriers affecting certain regions, sectors, and enterprises in the climate Transition - and to actively mitigate the related vulnerabilities in a transitioning world - is liable to result in a disorderly, incomplete, and costly transition, compounding the disruptions from the physical impacts of climate change. In contrast, addressing these challenges and enabling all stakeholders to participate and thrive in the transition is known as a just transition.

## 4. Way forward and preparations for COP30: the role of workers' and employers' organizations

**COP29 made some important strides in advancing climate action for developing countries, but significant gaps remain.** Key issues, such as the scale of financing, the integrity of carbon markets and concrete support for adaptation efforts, require urgent attention and more decisive action.

**The next COP 30 climate summit will be held in Belém, Brazil, in autumn 2025.** The focus in the run up to COP30 in Belém, Brazil, will be on keeping 1.5C alive, and enhancing adaptation and resilience globally. This focus in particular will be around the delivery of enhanced ambitions through the NDCs, tied to real economy commitments via National Transition Plans and Corporate Transition Plans. Leveraging finance in line with commitments made at COP29, as well as calling climate finance actors to work towards scaling up finance to at least \$1.3 trillion to developing countries from all public and private sources – the “Baku to Belém Roadmap to 1.3T”, including through grants, concessional and non-debt instruments.

**With Brazil hosting COP30 next year, there is a critical opportunity to translate commitments into impactful solutions.** Delivering meaningful progress will be essential to ensuring that developing countries can achieve their climate goals and contribute to global resilience. The

world will be watching to see whether this critical decade for climate action can deliver the results needed to protect the most vulnerable and secure a sustainable future for all.

**Moving towards a low-carbon economy in a few decades is a challenge for all countries.** Decarbonising an economy which is still highly dependent on fossil fuels implies, among other things, wide-reaching industrial transformations and technological shifts, the development of new energy patterns, new business models and more circularity in ways of producing and consuming. In many ways, the transition will trigger positive effects. It will improve air quality, reduce energy dependency and it might represent a great vehicle for job creation as well as an opportunity to strengthen the know-how and technological capabilities in environmental innovation.

### 4.1 Workers' Organizations

**From a workers' perspective, the transition will profoundly reshape the labour market in ways that creates both new risks and new opportunities for workers: new jobs but also, in some cases, destruction of jobs, replacement of some existing occupations by new ones, along with the need for new competencies and skills.** Certain sectors and regions, especially the ones that are dependent on carbon intensive industries, may be more negatively impacted than others. Anticipating these trends and their impact on workers is at the heart of trade unions activities. Climate governance, and related policy planning, offers an opportunity for trade unions to increase their

understanding of the ongoing changes and their influence on climate policy.

**In this view, and in accordance with the UN 2030 Agenda for Sustainable Development, it is crucial to ensure a 'just transition' of the workforce as well as the creation of decent and quality jobs.** Trade union participation in the governance of the policy process is therefore of particular importance. The preamble of the Paris agreement invites parties to “take into account the imperatives of a just transition of the workforce” which obviously requires worker’s participation. ILO guidelines “for a just transition towards environmentally sustainable economies and societies for all” recommend the consultation and the association of trade unions in the elaboration and implementation of low-carbon policies at “all possible levels and stages”. Countries are encouraged to institutionalize trade unions’ co-decision in Nationally Determined Contributions (NDCs) (climate action plans) through tripartite bodies, shifting from simple consultation to joint decision-making in national tripartite commissions that include government, employer, and worker representatives. This approach aligns with the principles of tripartism and social dialogue, where worker and employer organizations are recognized as equal “social partners” to collaborate with government on economic and social policies.

**Even though trade unions have been campaigning for many years for a just transition for workers, the implications of the deep-decarbonisation countries committed to in Paris are not always known and understood.** In the same way, the importance of the emerging governance system will mean stakeholders must be familiar with it in order to contribute to it. Trade union involvement still to be improved. To empower unions to influence climate outcomes, capacity building interventions should focus on understanding national climate governance structures, identifying specific entry points within NDCs for worker and social input, and developing strategies for effective engagement throughout the entire NDC cycle. This involves building capacity for Just Transition principles, ensuring inclusive stakeholder processes, and integrating trade union perspectives on policy, financing, and implementation to create just and equitable climate policies.

**In most countries TUs are still not consulted on climate & energy policy issues.** Trade union representatives from Kyrgyzstan,

Tajikistan, Uzbekistan noted that they have not been involved in discussions related to NDCs, climate plans or broader national long-term decarbonisation strategies. This can be partially explained by the fact that the level of involvement of trade unions is often linked to the national culture of social dialogue and may differ depending on political circumstances. Trade unions are “on the ground”, have a deep knowledge of their sectors and companies and can provide very concrete and effective solutions. Trade unions must be systematically consulted in identifying sectoral risks and opportunities. Workers’ organizations should be recognized as equal social partners in planning mitigation and adaptation measures.

## 4.2. Employers’ Organizations

**Employers face a growing number of climate-related challenges, including increased health and safety risks, infrastructure damage, and disruptions to business operations.** These challenges necessitate proactive strategies for risk assessment, mitigation, and adaptation to ensure workforce well-being and business continuity. As countries in questions face broader challenges—water scarcity, reliance on fossil fuels, and vulnerable SMEs, just transition policies are becoming crucial as ever.

**Employers face several key challenges in navigating a just transition towards a sustainable economy.** These include managing workforce transitions, investing in new skills and technologies, addressing social and economic inequalities, and ensuring effective stakeholder engagement. Additionally, businesses need to adapt to evolving consumer preferences and market demands for sustainable products and practices:

**Workforce Transition and Skills Gap:** As industries shift away from carbon-intensive activities, some jobs may be lost, requiring employers to manage workforce reductions and support affected workers through retraining and redeployment. New green jobs may require different skills than those currently held by workers. Since the formal education systems are coping with catching up with the skills mismatch, this adds the burden to Employers who need to invest additionally in training and education programs to bridge the skills gap and ensure a smooth transition. There is also a notable lack of formal feedback and support mechanism between the business and the education system,

which is a crucial component of any attempt to mitigate the gap. Certain groups, such as older workers or those in rural areas, may face greater challenges in adapting to new job requirements, therefore many employers need to address these specific needs through targeted support and inclusive strategies, all the while operating at the margin of sustainability, which limits their capacity to do so.

**Addressing Social and Economic Inequalities:**

The transition may disproportionately affect certain communities or regions, particularly those reliant on carbon-intensive industries. Employers need to consider these social and economic implications and work towards equitable solutions. Ensuring that all workers and communities have access to the necessary resources, such as training, financial support, and social protection, is crucial for a just transition.

**Investing in New Technologies and**

**Infrastructure:** Transitioning to a low-carbon economy often requires significant upfront investments in new technologies and infrastructure, especially in developing countries, and its exactly them who are in the most difficult position with the capacity to invest. As the result technological gap and the capacity to invest therein is growing. Employers need to invest in research and development to identify and implement innovative solutions for a sustainable future, but it is so difficult in low technology, low capacity economies. Embracing circular economy principles, such as reducing waste and promoting reuse and recycling, is becoming increasingly important for businesses, with ever less capacity to catch up with the needs.

**Stakeholder Engagement and Collaboration:**

Employers' organizations play a vital role in advocating for policies that support a just transition and ensure that the voices of businesses are heard in policy dialogues. Effective just transition requires collaboration among businesses, governments, trade unions, and, where needed, civil society organizations. Sharing best practices and lessons learned from successful transitions can help other businesses navigate the challenges and accelerate the transition. Another crucial component, and the facilitating factor to the social partners involvement, is government openness to cooperate, to hear and to heed the different and alternative proposals. But this is often a challenge due to governments tendency to close into a silos and rely only on its internal ideas. This

challenge must be addressed to enable that the stakeholders engagement is in position to add value.

By addressing these challenges and by focusing on social dialogue, green financing, and enterprise resilience, employers' organizations can ensure climate policies support both environmental sustainability and economic growth ahead of COP30.

**Only 50% of employers' organizations in the countries under question confirmed that they actively participate in the development of climate plans and strategies at the national level** (through consultations, being part of created inter-agency working group). They are key stakeholders, alongside governments and workers' organizations, in shaping these strategies to ensure a fair and equitable shift towards environmentally sustainable economies.

As NDCs 3.0 update is in progress along with mitigation and adaptation policies and strategies, Employers' organizations are recommended to promote the following aspects:

1. Represent business interests: EOs should advocate for the needs and concerns of businesses, particularly regarding the economic viability and practical implementation of transition measures.
2. Provide expertise: They should offer insights into the practicalities of business operations, technological advancements, and the potential impact of climate policies on different sectors.
3. Promote innovation: EOs should encourage businesses to adopt sustainable practices, develop green technologies, and explore new business models that support a just transition.
4. Facilitate skills development: They should work with educational institutions and training providers to ensure that workers have the skills needed for the green economy.
5. Strengthen Social Dialogue for Inclusive NDC Formulation: EOs should actively engage in national climate policy discussions, advocating for business-friendly NDCs that balance environmental goals with economic growth through multi-stakeholder dialogues with governments, workers' groups, and businesses to shape NDC priorities, developing position papers highlighting sector-specific challenges (e.g., energy, agriculture, manufacturing) in transitioning to low-carbon economies.

6. **Promote Green Enterprise Development & MSME Resilience:** EOs could position MSMEs and cooperatives as key drivers of climate adaptation and mitigation through sustainable business models through advocating for policy incentives (tax breaks, green subsidies, simplified regulations) for SMEs adopting circular economy practices and capacity-building programs on green technologies, energy efficiency, and sustainable supply chains for local businesses.
7. **Enabling Just Transition Financing & Private Sector Investment:** They can integrate enterprise-friendly climate finance mechanisms into NDCs to ensure accessible funding for businesses through pushing for blended finance schemes (public-private partnerships, green credit lines) to help firms transition, engagement with banks and development institutions to design low-interest green loans for small businesses.
8. **Building Climate-Resilient Value Chains in Key Sectors:** Employers could strengthen supply chains in critical Central Asian industries (agriculture, mining, textiles) to align with climate adaptation goals through promoting sustainable agribusiness practices (water-efficient crops, regenerative farming) and advocating for localized renewable energy integration in manufacturing to reduce carbon footprints.
9. **Leveraging Carbon Markets for Business Opportunities:** Employers can help enterprises access carbon credit mechanisms while ensuring decent work conditions through training businesses on carbon trading, offset projects, and ESG compliance, working with governments to establish transparent carbon pricing policies that benefit SMEs.

### 4.3. Strategic role for National Tripartite Councils in the submission and implementation of the NDCs

Governments have been challenged to find urgent responses on a very wide range of topics. As for many national policy decisions, the social partners, i.e. employers and workers and their organizations are well placed to give a realistic, balanced, constructive and forward-looking contribution to the public debate, particularly on issues related to the world of work. Countless examples all over the world have shown that social dialogue is a powerful tool to inform the public and political decision-makers with expert opinions on labour, social and economic issues, based on real-life experience. National Social Dialogue Institutions (NSDIs) are best placed to offer a forum for the social partners to discuss such experience and contribute to the formulation of policy responses<sup>6</sup>.

The ILO encourages tripartite cooperation at the national level in designing and implementing national economic, social and labour policies. National tripartite social dialogue brings together government, workers and employers to discuss public policies, laws and other decision-making that affect the social partners. Tripartite consultations can ensure greater cooperation among the tripartite partners and build consensus on relevant national policies. Social dialogue is a key instrument in promoting and achieving decent work, inclusive development and social cohesion, and it encourages good governance. All countries in the region have a national social dialogue institution (NSDI), usually called a "Tripartite Commission"<sup>7</sup> (Table 2):

<sup>6</sup> Technical brief, National Social Dialogue Institutions in Eastern Europe and Central Asia: Closing the knowledge gap, ILO, unpublished

<sup>7</sup> i.d.

► **Table 2: Name of National Social Dialogue Institutions (by country)**

Country	Name
Armenia	Republican Tripartite Commission
Azerbaijan	Tripartite Commission for Social and Economic Affairs Trilateral Commission on Social and Economic Affairs (sosial.gov.az)
Kazakhstan	Republican (national) Tripartite Commission on Social Partnership and Regulation of Social and Labour Relations <a href="https://www.gov.kz/memleket/entities/enbek?lang=en">https://www.gov.kz/memleket/entities/enbek?lang=en</a>
Kyrgyzstan	Republican Tripartite Commission
Tajikistan	Tripartite Commission for the Regulation of Social and Labour Relations
Turkmenistan	Tripartite Commission on regulation of Social and Labour Issues
Uzbekistan	The Republican Tripartite Commission on Social and Labour Issues

National Tripartite Institutions, which involve government, employer, and worker representatives, are often formally engaged in the development and implementation of Nationally Determined Contributions (NDCs). These institutions play a key role in ensuring that NDCs are aligned with national strategies, sectoral plans, and budgets, effectively mainstreaming climate action into core decision-making processes. To expand the role of Tripartite Commissions beyond formal consultation, they should directly influence NDCs by ensuring they include concrete commitments on employment, social protection, gender equality, and occupational health and safety, fostering a "just transition" where workers' rights are protected in climate action. Empowering Tripartite Commissions to directly shape NDCs is essential for advancing social justice, promoting decent work, and ensuring that climate action benefits all members of society, not just in a symbolic sense but through clear, actionable commitment.

Integrating a just transition in NDCs provides a crucial basis to leverage the contribution of climate action to decent work, social equity and sustainable development, and it is a key enabler of climate ambition. The uptake of just transition in NDCs has increased over time. There is however scope for uptake on a larger scale and with a systematic and action-oriented approach. Climate action plans, including NDCs, ideally should be submitted for review to National Tripartite Commissions before international submission so that workers' and employers' voices are shaped in climate policies.

**Box 3 below summarizes key ILO messages for preparing the NDCs.** The guidance notes mentioned below are part of the ILO's series of publications on the integration of just transition in NDCs. They seek to provide recommendations for addressing just transition in NDCs, providing examples from NDCs from a range of geographies. Specifically, the following action points for National Tripartite Councils can be suggested:

▶ **Box 3: Key ILO messages for preparing the NDCs**

*Guidance note: Integrating skills for just transition in Nationally Determined Contributions (NDCs) 3.0, March 2025*

- ▶ **Ensure NDCs/climate policies address the need for enhancing human capabilities:** With multiple competing policy priorities, it is crucial to make a strong case for integrating climate literacy, education, skills training, and capacity building at both national and sectoral levels to strengthen the effectiveness and impact of NDCs and other climate policies.
- ▶ **Conduct effective consultation with key stakeholders:** Consultation among line ministries—such as education, employment, environment and industry—along with involvement of social partners, is crucial for NDCs revision. The government and social partners must collaborate to ensure that the skills needs for climate action are identified and addressed. Frequently, ministries responsible for education, skills/TVET, and employment are not involved in the discussion, resulting in the omission of critical skills-related aspects in NDCs.
- ▶ **Integrate skills development component through various entry points in NDCs:** These possible entry points include sections where they refer to capacity building, just transition, sectoral decarbonization plans, and mitigation and adaptation commitments. Countries typically include climate change mitigation and adaptation measures which should explicitly integrate a skills development component. This ensures that the workforce is prepared to carry out the necessary tasks for climate action, from renewable energy installation to climate-resilient agriculture. Without a focus on skills, even the most ambitious mitigation and adaptation goals may struggle to be effectively implemented due to a lack of adequately trained workers in key sectors.
- ▶ **Allocate climate finance to skills development:** Investment in skills training is crucial to ensure that climate change commitments are met. Part of climate financing should be allocated to training programs that are aligned with the climate goals of the country, preparing the new entrants and enabling workers to transition to green jobs and industries.

*Guidance note: Unlocking more and better jobs: Integrating sustainable enterprises for a just transition in Nationally Determined Contributions, March 2025*

- ▶ **Ensuring effective social dialogue when formulating the NDC –** fundamental to understanding the perspectives and concerns of

real-economy actors, particularly workers' and employers' organizations.

- ▶ **Anchoring a just transition in the NDC –** establishing strong linkages between climate objectives and a just transition would be essential to address the social and employment dimensions of climate action.
- ▶ **Positioning diverse sustainable enterprises as drivers of climate action and decent work –** explicitly highlighting the role of sustainable enterprises of varied types and sizes, including MSMEs and cooperatives and other SSE entities, in delivering environmental, social and employment gains.
- ▶ **Embedding an enabling environment for sustainable enterprises –** clearly incorporating an enabling environment in NDCs that can offer policy certainty and a clear commitment towards enterprise development across areas such as providing business development services, offering incentives or subsidies, enacting regulatory or policy reforms, among others.
- ▶ **Focusing on developing and strengthening supply and value chains –** outlining pathways in NDCs to build new goods or commodity-based supply and value chains and enhance the resilience of existing ones. Promoting responsible business conduct – embedding decent and productive work considerations in enterprises' climate and environmental actions and due diligence measures.
- ▶ **Integrating financing for sustainable enterprise development and just transition objectives into NDCs –** explicitly linking climate and just transition goals with financing strategies that mobilize public and private finance and facilitate access to capital for enterprises of all types and sizes.
- ▶ **Leveraging carbon markets for sustainable enterprises and decent work –** incorporating commitments in NDCs that support enterprises of all types and sizes to participate in carbon markets to realize a just transition.
- ▶ **Committing to implementing the NDC with the participation of world of work actors –** ensuring a whole-of-government and whole-of-society approach that engages workers' and employers' organizations, relevant ministries, financial institutions, and enterprise support agencies to advance a just transition for all.

[\*ILO's offer on strengthening NDCs for a just transition and decent work: Supporting countries' efforts through key levers of change\*](#)

- ▶ **Strengthening the foundations: cross-cutting support** - Establishing a solid ground for integrating just transition in NDCs is essential for effective policy design and strengthens the basis for implementation and follow-up actions.
- ▶ **Rapid country-level analyses and diagnostics:** This is a relative quick and yet structured exercise mapping the country context and policy landscape to offer reflections on how to address a gender-responsive just transition in the NDC. It also serves to inform dialogue processes especially in their initial stages. The analysis builds on findings of relevant assessments on employment and distributional impacts of climate actions where these have been conducted. Depending on country context other relevant diagnostics may be leveraged to support NDC revisions.
- ▶ **Social dialogue processes and mechanisms are leveraged and, as relevant, strengthened to inform NDC design and the inclusion of just transition considerations.** This enables the voices of workers' and employers' organizations to be heard, it enhances the relevance of NDC actions to needs on the ground and it provides a basis for broad-based consensus on climate actions.
- ▶ **Tailored capacity development is delivered to different ministries, as well to workers'**

**and employers' organizations to support meaningful engagement in NDC processes.** It strengthens the understanding of employment, labour and other social dimensions of climate actions and of potential entry points to address them effectively in the NDC, with considerations for key areas such as skills, employment promotion, social protection, sustainable enterprise development, gender equality, inclusion and social dialogue. Capacity development includes the sharing of learnings and good practices while adapting them to the country priorities and needs, and emphasizing coherence across relevant national policy areas.

[\*Practice Brief: Advancing a just transition through nationally determined contributions \(May 2025\):\*](#)

- ▶ **Integrating a just transition in nationally determined contributions (NDCs) provides a crucial basis to leverage the contribution of climate action to decent work,** social equity and sustainable development, and it is a key enabler of climate ambition.
- ▶ **The uptake of just transition in NDCs has increased over time.** There is however scope for uptake on a larger scale and with a systematic and action-oriented approach. A review of NDCs from a range of geographies and the ILO's Just Transition Guidelines and International Labour Conference Resolution offer some key learnings and reflections for addressing effectively a just transition in NDCs.

Specifically, the following **action points** for National Tripartite Councils can be suggested:

### 1. Strengthening NTCs' Involvement in NDC Formulation

- ▶ Facilitate tripartite dialogue (government, employers, workers) to ensure NDCs reflect labour market realities and just transition principles.
- ▶ Organize capacity-building workshops for NTC members on climate policies, green jobs, and NDC alignment with national development plans.
- ▶ Establish working groups within NTCs to review and provide inputs on NDC drafts before submission.

### 2. Enhancing Social Dialogue for NDC Implementation

- ▶ Promote sectoral consultations (energy, agriculture, industry) to align NDC targets with employment and skills development strategies.
- ▶ Develop social contracts between stakeholders to ensure NDC measures support decent work, reskilling, and social protection.
- ▶ Monitor labour impacts of climate policies through NTCs to prevent job losses and ensure a just transition.

### 3. Advocacy and Policy Coherence

- ▶ Leverage NTCs to advocate for integrating just transition principles into NDC revisions and Long-Term Strategies (LTS).
- ▶ Align NDCs with National Employment Policies and SDGs through tripartite consensus.
- ▶ Engage with international organizations (e.g. the ILO, GCF) to access funding for NDC-related green job programs.

### 4. Building Partnerships for NDC Financing & Implementation

- ▶ Collaborate with financial institutions to ensure climate finance supports worker retraining and green enterprise development.
- ▶ Encourage private sector engagement through NTCs to invest in low-carbon technologies and sustainable practices.
- ▶ Promote public-private partnerships (PPPs) for NDC-aligned projects (renewable energy, energy efficiency).

### 5. Monitoring, Reporting, and Accountability

- ▶ Institutionalize NTC oversight in NDC progress tracking, ensuring labour rights are protected.
- ▶ Include trade unions and employer organizations in national climate committees for transparency.
- ▶ Publish annual tripartite reports on NDC implementation progress, highlighting labour market impacts.

### 6. Regional Cooperation & Knowledge Sharing

- ▶ Establish a regional NTC network for Central Asia & South Caucasus to exchange best practices on NDC implementation.
- ▶ Participate in global forums (COP, ILO events) to showcase tripartite approaches to climate action.

In a broader context, National Tripartite Councils should be encouraged to promote also the following aspects in line with the [ILO Resolution concerning a just transition towards environmentally sustainable economies and societies for all](#), [Guidelines for a just transition towards environmentally sustainable economies and societies for all](#).

## 5. A Just transition to Environmental Sustainability: nexus of economic, social and environmental development

- ▶ The fight against climate change is not just an environmental issue but a social one that requires a holistic approach and contributions of all members of the society.
- ▶ It is important to leverage decarbonization and development through aligning climate action and sustainable development.
- ▶ Synergies shall be ensured in achieving the SDGs and the Paris agreement through strong win-win actions and strategies, moving towards the nexus and integrated planning and implementation; cost-effective actions; institutional arrangements (policy coherence, capacity building efforts, data and knowledge);
- ▶ Transformative changes are required to achieve climate-resilient development: developing and mainstreaming the capacity to understand and assess climate-related risks and opportunities and to change public decision-making and responses; new diagnostics processes conceptualising actions and responses at different levels of strategies and policies; identifying just and sustainable pathways; quality partnerships.
- ▶ South-South cooperation shall be promoted for information sharing and peer-to-peer learning on joint regional initiatives and experiences on different ways to achieve resource-efficient, low-carbon and socially inclusive growth.

### Employment and labour market dimensions

- ▶ Tripartite constituents and key stakeholders recognize the potential for job creation in various sectors, including renewable energy, energy efficiency, waste management, and sustainable agriculture.
- ▶ Efforts are being made to develop human capital and foster innovation to support the creation of green jobs.
- ▶ Planning for a just transition is a knowledge and resource-intensive process. If undertaken effectively, it can enable green job creation from decarbonization and adaptation activities.

- ▶ A suite of policy areas, where action for a Just Transition can be initiated, shall include macroeconomic and trade policies, sector policies, active labour market and enterprise policies, skills development for occupational and health policies and social protection.
- ▶ A just transition creates; opportunities (new employment and skills development through prioritising environmentally sustainable production and consumption); challenges (economic restructuring away for carbon intensive industries – displacement of workers, jobs losses, creating pathways between brown and green industries and jobs, and the need for enterprises and workers to adapt to climate change); and, synergies (social inclusion; improved job quality, focus on formality in the green economy; and skills development).
- ▶ A just transition requires a social protection system that prevents poverty and social exclusion for those that lose (part of) their income or employment due to the effects of climate change or mitigation policies for their integration into a new working environment.
- ▶ Labour standards shall be aligned with just energy transition requirements.

### Just transition and gender equality

- ▶ Climate change-related job gains and losses will affect women and men differently and risk reproducing patterns of inequality unless tailored measures are put in place.
- ▶ Most of the jobs created in the transition to energy sustainability will be concentrated in medium-skilled and male-dominated occupations, potentially leaving women and other groups behind unless gender-responsive and inclusive skills development and other sets of development policies are taken into account.
- ▶ A just transition means greening the economy in a way that is fair and inclusive for everyone concerned, including women.
- ▶ There is a risk that not all groups will gain equally from the just transition and climate action. Women are expected to be severely affected due to their high representation in sectors that are particularly susceptible to climate change impacts (e.g. agriculture).
- ▶ Women are at risk of being left out of jobs that will be created in key industries for

decarbonisation, whose workforce is highly masculinised (e.g. energy).

- ▶ Just Transition strategies need to be developed with a comprehensive approach that recognises the interdependence of the climate and environmental, economic, social and gender dimensions and incorporate gender equality into all components of the climate agenda and allocate preferential budgets for the implementation of gender sensitive actions.
- ▶ Empowering women through education, capacity building and inclusion in the decision-making process can significantly enhance community resilience.
- ▶ National Determined Contributions (NDCs) to the Paris Agreement shall be considered a critical entry point to bridge decent work and gender equality considerations.
- ▶ Gender-disaggregated data in monitoring the trends in the ecological transition of sectors shall be used.
- ▶ Visibility of equal contribution of women as agents of change shall be promoted.

### Awareness raising and adjustment of the education sector

- ▶ As part of a coherent policy framework, given that the decline of traditional industries and the emergence of greener ones could cause a skills gap, incorporating just transition in education policies ensures that the current and future workforce is prepared with the necessary knowledge and skills to cope with changes in the labour market. Consequently, providing relevant skills for the labour force through formal and non-formal education is essential to reducing skills gaps and achieving a low-carbon and climate-resilient future.
- ▶ Green transition is a priority now and alignment with just transition principles requires awareness raising among national and regional stakeholders.
- ▶ Re-skilling associated with environmentally sustainability is closely linked to issues of wages, competitiveness, and labour shortages.
- ▶ It is necessary to develop strategies within and across enterprises for re-skilling associated with environmentally sustainability and to

enable new skill acquisition is critical, enabling career pathways that allow for upgrading of wages.

- ▶ Planning should ensure that sectors, firms, workers and communities affected by efforts to decarbonize receive adequate support, information, training and capacity building to transition towards decent work outcomes.
- ▶ Timely technical support in the form of information, guidance, and training can greatly enhance the quality and outcomes of just transition pathways.
- ▶ New vocational courses shall be implemented in the educational institutions so that workers can quickly master new skills and knowledge related to climate change challenges.
- ▶ Labour market demand and future expectations in terms of job losses and job openings shall be analysed for better planning of education delivery and minimising the human capital disbalance.

#### **Resources: public, private, foreign direct investments for green infrastructure, loss and damage funds**

- ▶ Loss and damage funds shall be established, or existing funds recuperated to assist those particularly vulnerable to the adverse effects of climate change in responding to economic and non-economic loss and damage associated with the adverse effects of climate change, including extreme weather and slow onset events.
- ▶ 1% of oil and gas sector revenues are proposed to be channelled to infrastructure, mitigation and adaptation measures (renewables, solar and wind power stations, green infrastructure, eco-friendly vehicles, waste processing sites).
- ▶ Private, public, and foreign direct investments shall be mobilised for a smooth just transition process.
- ▶ Government is recommended to widely incentivize a just transition through subsidies, bank loans, tax deductions, tax holidays, green certificates, etc.
- ▶ Substantive funding may be required for the production of 'low-carbon hydrogen', the

development of promotion policies, a full-scale roll-out, development and implementation of technical standards.

#### **Social dialogue**

- ▶ Social dialogue among industry partners is a key prerequisite of realistic Just Transition planning, whilst the Government should create - and enforce - an enabling legal and regulatory environment.
- ▶ The relevance and strength of a Just Transition strategy will largely depend on the effectiveness of social dialogue and strong political leadership.
- ▶ More and sustained social dialogue at the workplace is needed, with a lead role for trade unions; efforts should be undertaken to overcome barriers for active workers' participation.
- ▶ Environmental improvement could eventually be included in collective bargaining agreements, provided clear targets and responsibilities are defined.
- ▶ Collective bargaining agreements shall be used as a tool to advocate gender equality and rights of women workers, to promote inclusive society with equal treatment.
- ▶ Private sector and stakeholders are encouraged to submit their proposals on integration of just transition aspects into regional initiatives.

## **6. The Road to COP30: Challenges Remain**

As of June 2025, the UNFCCC **Just Transition Work Programme (JTWP)**, established at COP27 and further advanced at COP28, remains a key framework for ensuring that climate action aligns with social and economic equity. Discussions at the *UN Climate Change Conference – Bonn 2025 (Mid-Year Climate Talks)*<sup>8</sup> (June 2025) ahead of COP30 (to be held in Brazil, November 2025) focused on refining implementation mechanisms, financing, and inclusive stakeholder engagement. Key Agenda Items discussed in Bonn include:

1. Just Transition Work Programme (JTWP) – Refining guidelines for equitable climate action

<sup>8</sup> Sixtieth sessions of the Subsidiary Body for Implementation (SBI 60) and Subsidiary Body for Scientific and Technological Advice (SBSTA 60) – June 2025

2. Global Stocktake (GST) Follow-Up – Implementing COP28 outcomes
3. New Collective Quantified Goal (NCQG) on Climate Finance – Post-2025 funding targets
4. Article 6 (Carbon Markets) – Resolving disputes on integrity rules
5. National Adaptation Plans (NAPs) – Accelerating support for vulnerable nations.

Key developments from Bonn to be considered for preparing for COP30:

1. **Operationalization of the JTWP:** Countries worked on finalizing guidelines for nationally determined just transition plans, emphasizing worker rights, social protection, and community participation. A greater focus on sector-specific transitions (e.g., energy, agriculture, heavy industry) with tailored approaches for developing vs. developed nations.
2. **Finance & Support:** Calls for scaled-up funding through the Loss and Damage Fund, Green Climate Fund (GCF), and Just Energy Transition Partnerships (JETPs). Countries discussed new

financial mechanisms to support vulnerable economies in transitioning away from fossil fuels without exacerbating inequality.

3. **Inclusivity & Stakeholder Engagement:** Strong emphasis on labour unions, Indigenous groups, and local communities in decision-making. Greater push for gender-responsive just transition policies.
4. **Linkages to Global Stocktake (GST) & NDCs:** Countries encouraged to integrate just transition principles into their Nationally Determined Contributions (NDCs) ahead of COP30.

The meeting in Bonn resulted in an expectation of a formal decision on JTWP implementation to happen in COP30, possibly including a global just transition finance pledge, a monitoring framework for equitable transitions, and stronger language on fossil fuel phase-out with justice safeguards.

*However, challenges remain due to a divergence between developed and developing nations on funding responsibilities; weak private sector engagement that needs strengthening; and ensuring just transitions in Global South where energy poverty remains high.*

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## Appendices

### Annex 1

#### **COP29 National statements: Azerbaijan, Kazakhstan, Kyrgyzstan** (<https://unfccc.int/reports>)

##### **Azerbaijan:**

Azerbaijan is fully committed to advancing climate action and achieving its national targets. Last year it set an ambitious goal to reduce greenhouse gas emissions by 40% by 2050, compared to 1990 levels. It also pledged to increase the share of renewable energy within total installed electricity capacity to 30% by 2030, in line with global efforts to limit warming to 1.5 degrees Celsius. Green energy zones established in Karabakh, Eastern Zangezur and Nakhchivan will directly lead to mitigation specifically in energy sector. Azerbaijan is currently revising these targets through its updated NDC 3.0. This new submission will outline detailed strategies for reducing emissions across key industries, reinforcing commitment to a net-zero carbon future. It integrated climate considerations into national level strategies and policies. "Clean environment and green growth" is one of the priority out of total five under "Azerbaijan – 2030: National Priorities for Socio-Economic Development" approved by the President of Azerbaijan. Moreover, Strategy for Socio-Economic development for 2022-2026 specifically envisages reduction of greenhouse gas emissions. The actions under this strategy are fully aligned with international initiatives on climate change and its implementation will directly contribute to the fulfillment of our international commitments and achievement of our goals. Transparency remains a cornerstone of climate action strategy. Azerbaijan has prepared its first Biennial Transparency Report, providing clear and reliable data on the progress. This report demonstrates Azerbaijan's commitment to international climate agreements and underscores dedication to accountability and trust-building. Its newly developed National Adaptation Plan sets out comprehensive strategies to address key challenges, particularly in agriculture, water and coastal zone management, and disaster risk reduction. It is determined to build resilience and protect communities from the growing risks posed by climate change. In this context it established

modern early warning system and continuously enhancing the coverage of this system in order to not to leave none behind. Azerbaijan emphasizes the principle of common but differentiated responsibilities, which must guide efforts, taking into account historical emissions and the differing capacities of countries to respond. It acknowledges importance of adequate financial support and technology transfer which are essential to accelerate climate action.

##### **Kazakhstan:**

Kazakhstan is firmly committed to the global climate agenda under the Paris Agreement pursuing an ambitious target towards carbon neutrality by 2060. To achieve any climate goals, access to both predictable climate finance and technology is vital. The New Collective Quantified Goal on Climate Finance should prioritize regions most impacted by climate change, including landlocked developing countries. Despite accounting for only one percent of global emissions, Central Asia faces multiple climate risks such as water scarcity, glacial melting, desertification, and extreme weather events. To enhance climate response, it is important to leverage technologies such as artificial intelligence, satellite monitoring, and other digital tools for early warning and better water and land management. Kazakhstan continues working on concrete projects on methane reduction targeting the coal, oil, gas, and agriculture sectors (a three-fold reduction was achieved). Kazakhstan, with its 200 million hectares of agricultural land, is well-positioned for "carbon farming", a promising set of agricultural practices to reduce greenhouse gases and improve soil quality. The country exports 43% of the world uranium supply and therefore plays a critical role in low-carbon nuclear power generation. In October 2024, a nationwide referendum supported construction of the nuclear power plant that will help to reduce emissions from country's energy sector. The country is committed to ensuring the project's safety and efficiency through partnerships with global technology leaders in this area. Kazakhstan is ready to be a major supplier of energy transition minerals. Its principal position is that the demand in these minerals should be responsible and socially just. Climate change is affecting global water cycle. The water-related disasters account for over 80% of all natural disasters. Kazakhstan was not spared this year suffering from unprecedented floods. So,

to respond and recover from future natural disasters it will introduce comprehensive disaster risk management system. One Water Summit was hosted to drive the momentum on water agenda. This summit will address issues in global water governance, promote science-based solutions, and explore financing. The Caspian Sea is in danger. Saving the biggest lake in the world is a matter of common concern that requires long-term international cooperation. Kazakhstan supported the initiative of President Aliyev to establish a Group of Experts from Caspian states. Kazakhstan is intensifying its activities to preserve the Aral Sea.

### Kyrgyzstan:

The country supports the early adoption of the New Collective Quantitative Goal on Climate Finance and call on developed countries to raise the amount of climate finance assistance to developing countries to 2 trillion US dollars, with easier access to this finance. Kyrgyzstan has initiated a mechanism for exchanging external debt for climate and sustainable development projects and proposed restructuring the country's external public debt by applying debt exchange mechanisms for specific green projects, including using the mechanism of the Climate Trust Fund being created in Kyrgyzstan, which will finance projects in the field of ecology and sustainable mountain development. According to the Nationally Determined Contributions, the Kyrgyz Republic plans to reduce emissions by 16% of the "business-as-usual" scenario by 2030, and 44% with international support. We plan to achieve carbon neutrality by developing of renewable energy sources, increasing energy

efficiency, reducing coal consumption through gasification, reducing losses in the transmission and distribution of electricity, improving heating systems in cities and raising public awareness of energy mitigation. In 2023, 10 small hydroelectric power plants were commissioned in Kyrgyzstan. In 2024, it is planned to build another 15 small hydroelectric power plants, and the implementation of solar power plant projects with a total capacity of more than 400 MW has also begun. In 2024 Kyrgyzstan experienced a sharp increase in landslides, with more than 300 incidents causing significant damage to infrastructure, loss of life, and displacement of thousands of residents in vulnerable regions. In addition, we are witnessing intense melting of glaciers and reduction of glacier cover, low water levels, drought, and desertification. Due to climate change, these water resources of the region are decreasing every year, negatively affecting water and energy, food security and, in general, the socio-economic situation of all countries. Over the past 70 years, the area of glaciers in Kyrgyzstan has decreased by 16%, in some areas of the country almost all glaciers have disappeared, by 2100 we may lose more than half of them. Recognizing the importance of the issue of sustainable development of mountain regions, the UN General Assembly, on our initiative, adopted at its 77th session the resolution "Sustainable Mountain Development", within the framework of which 2023–2027 is declared the Five Years of Action for Mountain Regions. All the participants were invited to Kyrgyzstan for the Second Global Mountain Summit "Bishkek+25" in 2027, during which we will summarize the results of the "Mountain Five Years".

## Annex 2

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## Endnotes

i Derived using ILO data from the World Bank's World Development Indicators Database.

ii ILO data from the World Bank's World Development Indicators Database.

iii ILO data from the World Bank's World Development Indicators Database.

iv Numbers of employed by renewable sector may not seem to correspond to the renewable sector output. There are various reasons for this, including different reference periods, also the nascent development of certain renewable energies, which may be employing workers in the research, construction and/or development phases of a project.