

### **Proposed response template on written submissions prior to INC-3 (part a)**

At its second session, the intergovernmental negotiating committee (INC) requested the secretariat to invite written submissions on:

- Elements not discussed at INC-2, such as principles and scope of the instrument

INC-2 further requested the secretariat to post any submissions received on the INC website and to prepare a synthesis report of the submissions.

The template below was prepared by the secretariat, in consultation with the Chair, and is meant as a guide to assist Members and Observers in preparing their written submissions.

A number of documents prepared by the secretariat for INC-1 and INC-2 are of relevance to this submission, including:

**UNEA resolution 5/14** on *'End plastic pollution: towards an international legally binding instrument'*

**UNEP/PP/INC.1/5** on *'Potential elements, based on provisions in paragraphs 3 and 4 of United Nations Environment Assembly resolution 5/14, including key concepts, procedures and mechanisms of legally binding multilateral agreements that may be relevant to furthering implementation and compliance under the future international legally binding instrument on plastic pollution, including in the marine environment'*

**UNEP/PP/INC.1/6** on *'Glossary of key terms'*

**UNEP/PP/INC.1/8** on *'Description of standard articles on final provisions that are typically included in multilateral environmental agreements'*

**UNEP/PP/INC.2/4** on *'Potential options for elements towards an international legally binding instrument, based on a comprehensive approach that addresses the full life cycle of plastics as called for by United Nations Environment Assembly resolution 5/14'*

**UNEP/PP/INC.2/INF/4** on *'Additional information linked to the options for the potential elements towards an international legally binding instrument'*

**UNEP/PP/INC.2/INF/7/REV.1** on *'Information submitted by the Secretariat of the Basel, Rotterdam and Stockholm conventions'*

All written submissions must be sent to [unep-incplastic.secretariat@un.org](mailto:unep-incplastic.secretariat@un.org). As detailed in the mandate, the submissions received will be made available on the INC webpage, a synthesis report of the submissions will also be developed in advance of INC-3.

Please note that not all fields in the template need to be answered in the submission.

#### **Deadline for submissions:**

- I. By **15 August 2023** for written submissions from **observer** organizations.
- II. By **15 September 2023** for written submissions from **Members** of the Committee.

## TEMPLATE FOR SUBMISSIONS (part a)

Name of country (for Members of the committee)	Not applicable
Name of organization (for observers to the committee)	International Labour Organization (ILO)
Contact person and contact information for the submission	Yasuhiko Kamakura (kamakura@ilo.org)
Date	15 August 2023

### Footnote:

The ILO reiterates its previous submissions addressing plastic pollution, including:

- The ILO's [statement](#) during the Ad hoc open-ended working group (OEWG) to prepare for the intergovernmental negotiating committee on plastic pollution, 30 May-12 June 2022, Dakar, Senegal;
- ILO's [pre-session submission](#) made during the first Session of the Intergovernmental Negotiating Committee on Plastic Pollution (INC-1), 28 November-2 December 2022, Punta del Este, Uruguay; and
- The ILO's [pre-session submission](#), [statement](#), [technical note](#), and [UNEP/PP/INC.2/INF/10: Information submitted by the ILO](#) made during the Second Session of the Intergovernmental Negotiating Committee on Plastic Pollution (INC-2), Paris, France.

Furthermore, the ILO hereby submit additional information to the Chair of the INC, intersessional meeting(s), and the INC Secretariat to assist them in the preparation of a zero draft for INC-3.

## Elements not discussed at INC-2

### 1. Scope

*What is the proposed scope for the future instrument?*

*Which types of substances, materials, products and behaviors should be covered by the future instrument?*

Proposed scope:

Key message:

*The proposed future instrument should promote decent work, which encompasses four key pillars. These pillars include the promotion of equal opportunities for women and men for work that is productive and delivers a fair income, guaranteeing rights at work, extending social protection, and promoting social dialogue. The instrument should play a crucial role in*

*supporting the Employer and Business Membership Organizations (EBMOs) in their efforts to foster sustainable enterprise development to generate productive employment opportunities and enhance living standards, and protect all workers from both fatal and non-fatal diseases and injuries related to their employment while emphasizing the principle of prevention. It encompasses the importance of a safe and healthy work environment, aligning with the ILO's mandate to social justice and a human-centered approach. The inclusion of hazardous substance coverage aims to safeguard workers from potential harm, adhering to precise definitions provided by relevant ILO Conventions. This integrated approach underscores the need to ensure the well-being and safety and health at work of all workers, promote sustainable economies, and address challenges through effective social dialogue and compliance with international labour standards.*

**Scope of the future instrument:** The future instrument should promote opportunities for decent work for all, including security in the workplace, and protect all workers from fatal and non-fatal diseases and injuries related to employment. Additionally, the future instrument should promote the principle of prevention (Occupational Safety and Health Convention, 1981 (No. 155), Article 4, (2)).

**Scope of the substances covered:** The future instrument should protect all workers from any hazardous substances. In particular, the ILO Prevention of Major Industrial Accidents Convention, 1993 (No. 174), provides a specific definition of the term 'hazardous substance': The term 'hazardous substance' means a substance or mixture of substances which by virtue of chemical, physical or toxicological properties, either singly or in combination, constitutes a hazard (Convention No. 174, Article 3(a)).

Explanatory Text:

**Scope of the future instrument:**

Security in the workplace and social protection are central aspects of decent work, relevant to any aspect of plastic production, use of recycling. The ILO has always prioritized the protection of all workers from fatal and non-fatal diseases and injuries associated with employment. The ILO Declaration on Fundamental Principles and Rights at Work, initially adopted in 1998 and later amended in 2022, demonstrates the commitment of governments, employers' organizations, and workers' organizations to uphold essential human values that are crucial for our social and economic well-being. This Declaration affirms the inherent obligations and commitments associated with ILO membership, including:

- Freedom of association and the effective recognition of the right to collective bargaining;
- Elimination of all forms of forced or compulsory labour;
- Effective abolition of child labour;
- Elimination of employment and occupation-based discrimination; and
- Provision of a safe and healthy working environment.

These fundamental rights are vital for all workers. Regardless of whether they have ratified the two fundamental Occupational Safety and Health (OSH) Conventions, all Member States of the ILO, by virtue of being ILO's 187 Member States, have an obligation to uphold and promote, in good faith and in accordance with the Constitution, the principles regarding the right to a safe and healthy working environment. Importantly, the inclusion of a 'safe and healthy working environment' as an ILO fundamental principle and right at work provides a framework for action

and a human rights approach to protecting workers against harmful exposures throughout the lifecycle of plastics.

The two fundamental OSH instruments of the ILO are as follows:

- [Occupational Safety and Health Convention, 1981 \(No. 155\)](#)
- [Promotional Framework for Occupational Safety and Health Convention, 2006 \(No. 187\)](#)

Conventions Nos. 155 and 187 form the core of the ILO's normative framework on OSH. These OSH fundamental Conventions encompass provisions of a general scope that cover all branches of economic activity for all workers, including women, persons with disabilities, people living with HIV, indigenous and tribal peoples, and other population groups affected by discrimination and exclusion based on race, sexual orientation, and gender identity.

The core principles of Conventions Nos. 155 and 187 are fully complementary, and together they provide a blueprint for progressive and sustained improvements in the provision of safe and healthy working environments.

The Conventions Nos. 155 and 187 promote the principle of prevention, which is at the heart of OSH and is well-reflected in both fundamental OSH Conventions Nos. 155 and 187. Convention No. 155 states that the national policy's aim should be to prevent accidents and injuries to health by minimizing, to the extent reasonably practicable, the causes of hazards inherent in the working environment. Convention No. 187 requires Members to promote continuous improvement of OSH in order to prevent occupational injuries, diseases, and deaths. This should be achieved through the development of a national policy, national system, and national programme in consultation with the most representative organizations of employers' and workers' organizations. The Conventions call for the establishment of 'a national culture of preventative safety and health', where the principle of prevention is given the highest priority. In this regard, strengthening social dialogue at the national and workplace levels is crucial.

***Scope of the substances covered:***

The Prevention of Major Industrial Accidents Convention, 1993 (No. 174), provides a specific definition of the term 'hazardous substance': A 'hazardous substance' refers to a substance or a mixture of substances that, due to their chemical, physical, or toxicological properties, either individually or in combination, pose a hazard (Convention No. 174, Article 3(a)). Furthermore, according to the Chemicals Convention, 1990 (No. 170), 'chemicals' are defined as chemical elements, compounds, and their mixtures, regardless of whether they are natural or synthetic. The term 'hazardous chemical' includes any chemical that has been classified as hazardous in accordance with Article 6 of the Convention or for which relevant information exists to indicate its hazardous nature. The term 'use of chemicals at work' refers to any work activity that may expose a worker to a chemical, including production, handling, storage, transportation, disposal and treatment of waste chemicals, release of chemicals resulting from work activities, and maintenance, repair, and cleaning of equipment and containers for chemicals (Article 2(a), (b), and (c)). Therefore, the provisions of this Convention apply to the management of chemical elements, compounds, and their mixtures involved in the lifecycle of plastics.

The Convention 170 applies to all branches of economic activity where chemicals are used (Article 1, paragraph 1). The competent authority of a Member State may exclude specific

branches of economic activity, enterprises, and products from the Convention or certain provisions of the Convention, after consulting the most representative organizations of employers and workers involved. This exclusion is possible when: (a) significant problems arise, and (b) the overall protection provided in accordance with national law and practice is not inferior to what would result from the full application of the Convention's provisions (Article 1, Paragraph 2(a)).

However, Convention No. 170 does not apply to articles that do not expose workers to hazardous chemicals under normal or reasonably foreseeable conditions of use. It also does not apply to organisms, although it does apply to chemicals derived from organisms (Article 1, paragraphs 3 and 4).

As chemicals, both natural and man-made, are an integral part of our natural and urban environment and provide invaluable benefits to society, it is crucial to effectively manage their undesired and harmful effects. Given their ubiquitous presence, it is essential to ensure that each chemical product enters the market only after proper identification, thorough assessment of potential hazardous properties, and the development of safe handling methods to prevent or minimize risks. Man-made or industrial chemical substances can be released at various stages of their life cycle, from production or import to processing, manufacturing, use (industrial and private), and disposal. This may result in worker and general population exposure, pollution from poorly managed industries and contaminated sites, accidents, and diffuse releases causing long-term combined exposure to low levels of chemical mixtures. Therefore, the assessment and management of these risks require an integrated approach rather than isolated measures, especially considering that some of these problems may have global implications.

## 2. Principles

*What principles could be set out in the future instrument to guide its implementation?*

Proposed principles:

*Key message:*

*The proposed principles for the future instrument would consider the ILO's definition of a "just transition." A just transition promotes environmentally sustainable economies in a way that is inclusive, by creating decent work opportunities, reducing inequality and by leaving no one behind. Just transition involves maximising the social and economic opportunities of climate and environmental action, including an enabling environment for sustainable enterprises, while minimising and carefully managing challenges. It should be based on effective social dialogue, respect for fundamental principles and rights at work, and be in accordance with international labour standards. Stakeholder engagement is also important. Ensuring a just transition is important for all countries at all levels of development, and for all economic sectors, the formal as well as the informal economy, and should be in line with national development priorities.*

Proposed Principles:

The principles guiding the creation of the future instrument must align with the ILO's definition of a "just transition."

The conclusions pertaining to a just transition towards environmentally sustainable economies and societies for all provide a practical characterization of "a just transition." This definition underscores the ILO's commitment to social justice and a human-centered approach to the future of work. It advocates for inclusive environmentally sustainable economies by fostering decent job opportunities, reducing inequality, and ensuring inclusiveness. A just transition involves harnessing the socioeconomic potential of climate and environmental actions while adeptly navigating challenges. It necessitates robust social dialogue, adherence to ILO Declaration on Fundamental Principles and Rights at Work, initially adopted in 1998 and later amended in 2022, and compliance with international labour standards.

The ILO's definition of a "just transition" is as follows:

Quote

**A just transition promotes environmentally sustainable economies in a way that is inclusive, by creating decent work opportunities, reducing inequality and by leaving no one behind.**

**Just transition involves maximising the social and economic opportunities of climate and environmental action, including an enabling environment for sustainable enterprises, while minimising and carefully managing challenges. It should be based on effective social dialogue, respect for fundamental principles and rights at work, and be in accordance with international labour standards. Stakeholder engagement is also important.**

**A just transition is central to delivering sustainable development in its economic, social, and environmental dimensions and to addressing the linkages between them. It is instrumental in taking ambitious action on environmental and climate change and pursuing the realization of the goals and commitments of the Paris Agreement and, as appropriate, other international environmental agreements relevant to a just transition.**

**Ensuring a just transition is important for all countries at all levels of development, and for all economic sectors, the formal as well as the informal economy, and should be in line with national development priorities.**

Unquote

For the complete text of the conclusions, please refer to Annex 1.

Explanatory Text:

The 111<sup>th</sup> session of the International Labour Conference took place in Geneva from 5 to 16 June 2023. Delegates representing workers, employers, and governments from the ILO's 187 Member States adopted [conclusions concerning a just transition towards environmentally sustainable economies and societies for all](#). The conclusions highlight the interconnectedness of environmental, social, and economic dimensions in attaining a just transition. They call for collaborative efforts, stakeholder engagement, and coherent policies to address the challenges and opportunities presented by environmental and climate change.

The imperative need to advance a just transition for achieving social justice, eradicating poverty, supporting decent work, and promoting gender equality, while also addressing environmental and climate change challenges, was emphasized by the delegates. The conclusions endorse the ILO [Guidelines for a just transition towards environmentally sustainable economies and societies for all](#) as a foundation for action and a central reference for policymaking. The importance of protecting and promoting workers' rights, ensuring employment opportunities, and reducing inequalities is emphasized. Additionally, the significance of implementing coherent and integrated policies and measures to address climate change and environmental degradation is highlighted. The conclusions emphasize the need for balanced approaches that consider the interconnections between climate change, decent work, and sustainable development. They recognize the importance of promoting gender equality, social inclusion, and equity throughout the just transition process, while also considering the needs of indigenous and tribal peoples, vulnerable groups, and marginalized communities.

The involvement of governments, employers' and workers' organizations, and other relevant stakeholders is deemed crucial for achieving a just transition. The conclusions underscore the importance of effective social dialogue, consultation, and engagement with all stakeholders to foster consensus and inclusive decision-making. Policy coherence at all levels and across different fields is also emphasized. Furthermore, the conclusions highlight the significance of adequate financing and provisions for a just transition, including sustainable investment, fiscal instruments, and access to finance for environmentally sustainable activities. Specific roles and responsibilities for governments, employers' organizations, and workers' organizations were outlined. Governments are urged to formulate and implement inclusive and integrated frameworks, while employers and workers' organizations were encouraged to engage in social dialogue, contribute to policy-making, and develop their own initiatives for a just transition.

### 3. Additional considerations

*Provide any other relevant inputs, proposals or priorities here that have not been discussed at INC-2 (e.g. preamble; institutional arrangements, including governing body, subsidiary bodies, scientific and technical cooperation and coordination, and secretariat; final provisions including dispute settlements; and if appropriate annexes).*

Proposed inputs:

*Key message:*

*To formulate the provisions pertaining to the governing body and subsidiary bodies of the future instrument, the Committee may consider the structure and operations of both the Governing Body and the supervisory system of the ILO. The Governing Body of the ILO has representation from governments, workers' and employers' organizations, aligning with the ILO's tripartite constituency. The ILO supervisory system, key to the normative function of the organization, comprises regular checks and assessments, and ensures that Conventions and Recommendations serve the intended purposes. It provides elements of monitoring and supervision which might be relevant to the governance of the implementation of the treaty.*

**Governing Body:**

Similar to the Governing Body of the ILO, the governing body of the future instrument might consider ensuring a fair representation from both employers' and workers' organizations, as actors in the real economy and active agents of change, alongside representatives of governments. The Governing Body of the International Labour Office (Office) serves as the executive authority of the International Labour Organization (ILO), which is supported by the Office as its secretariat. The Governing Body convenes three times annually, in March, June, and November. It holds authority over ILO policy decisions, sets the agenda for the International Labour Conference, approves the preliminary Programme and Budget of the Organization for submission to the Conference, and conducts the election of the Director-General. Comprising representatives from the three constituent groups—governments, employers, and workers—the Governing Body consists of 56 regular members (28 government, 14 employer, and 14 worker representatives) and 66 deputy members (28 government, 19 employer, and 19 worker representatives).

***Subsidiary Bodies:***

Similarly, the proposed subsidiary bodies of the future instrument could consider drawing upon the ILO's established subsidiary bodies to ensure effective functioning. Aspects of the ILO's long experience in this area are presented below.

For over a century, the ILO has developed independent expert committees which supervise the application of the ILO's Conventions and Recommendations in law and practice following their adoption by the International Labour Conference and their ratification by Member States.

Conventions and Recommendations are a set of rules that countries agree to follow to ensure fair and decent working conditions for all. To make sure these standards are implemented, there is a unique system in place called the ILO supervisory system.

This system involves regular checks and assessments conducted by the ILO to see if the Member States are applying the standards they have agreed to. If any issues are found, the ILO helps countries address them through discussions and support.

There are two main parts to the supervisory system:

Regular system of supervision: Member countries submit reports on how they are implementing the standards, and these reports are reviewed by two ILO bodies. Workers' organizations and employers' organizations can also provide their observations on the application of the standards.

- The Committee of Experts on the Application of Conventions and Recommendations examines the reports.
- The International Labour Conference's Tripartite Committee on the Application of Conventions and Recommendations also reviews the reports.

Special procedures: In addition to the regular system, there are three specific procedures that can be used if there are concerns about the application of the standards:

- Procedure for representations: This allows individuals or organizations to submit representations if they believe a ratified Convention is not being properly applied.
- Procedure for complaints: Similar to representations, this procedure allows complaints to be submitted if there are issues with the application of ratified Conventions.



- Special procedure for complaints regarding freedom of association: This procedure specifically addresses complaints related to freedom of association, which is an important aspect of international labour standards.

These supervisory mechanisms help ensure that Conventions and Recommendations are followed by Member States and provide a way to address any shortcomings in their implementation.

The operating principles and rules of procedures of the ILO's regular supervisory bodies should be taken into consideration in developing the operating principles of the science-policy panel on plastic pollution expert panels

Regular supervisory bodies:

Committee of Experts:

Composition: The Committee of Experts consists of 20 members appointed by the ILO's Governing Body for renewable three-year terms. They are selected based on their impartiality, technical competence, and independent standing.

Responsibilities: The Committee examines reports submitted by member States on their implementation of ratified Conventions, information on inspections, and reports on measures taken under the ILO Constitution. They review documentation such as legislation, collective agreements, court decisions, and input from employers' and workers' organizations.

Work Organization: The Committee meets privately on dates set by the Governing Body of the ILO. Each member is assigned responsibility for specific Conventions or subjects. They present their preliminary findings as draft observations and direct requests. Working parties may be formed to address complex questions. The Committee's comments are traditionally adopted by consensus, and a secretariat is provided by the ILO Director-General.

Reporting: The Committee's findings are published on the ILO website, including a general report on their work, individual observations on the Conventions' application, fulfillment of reporting obligations, and submission of Conventions and Recommendations. Direct requests and replies received are also documented. The report is submitted to the Governing Body and later to the International Labour Conference.

Conference Committee on the Application of Standards:

Composition and officers: This committee is tripartite, comprising representatives from governments, employers, and workers. Elections are held within each group for the Chairperson, two Vice-Chairpersons, and the Reporter.

Responsibilities: The committee reviews the measures taken by Member States to implement Conventions, reports on Conventions and Recommendations, and measures taken under the ILO Constitution. It submits a report to the Conference.

Work Organization: Following the Committee of Experts' examination, representatives of governments, employers, and workers convene to discuss States' compliance with their obligations. Governments provide additional information, propose further measures, and seek guidance on overcoming difficulties.

Proceedings: The committee considers the Committee of Experts' report and engages in a general discussion. It then examines individual cases identified by the Officers of the Committee, inviting written information and holding discussions with representatives of the governments involved. Cases of serious failure to meet reporting or other obligations are also reviewed. The committee's report is submitted to the Conference and discussed in plenary before being published.

These regular supervisory bodies play a crucial role in monitoring and evaluating the implementation of International Labour Standards by Member States.

For special procedure and more detailed information on the ILO's supervisory mechanism, please consult "[Handbook of procedures relating to international labour Conventions and Recommendations.](#)"

Explanatory Text:

None

---

## Annex 1. Conclusions concerning a just transition towards environmentally sustainable economies and societies for all

*The 111th session of the International Labour Conference, held in Geneva from 5 to 16 June 2023, adopted the Conclusions concerning a just transition towards environmentally sustainable economies and societies for all. The Conclusions underscored the critical importance of advancing a just transition, aiming to achieve social equity, eliminate poverty and uphold decent work standards. Emphasizing the widespread social and economic benefits achievable for all Member States through a just transition, the Conclusions highlighted the essential role of collaboration among governments, employers and workers. They are pivotal agents of change, necessitating urgent, united efforts grounded in effective social dialogue. Furthermore, the importance of consultations, information exchange, and various forms of dialogue among governments and social partners was underscored as essential components for ensuring a smooth and equitable just transition structural transformation.*

## **Conclusions concerning a just transition towards environmentally sustainable economies and societies for all**

### **I. The imperatives of a just transition towards environmentally sustainable economies and societies for all**

1. Urgent action to advance just transition is an imperative to achieving social justice, decent work and poverty eradication, and to tackling environmental and climate change. The future of economies, societies, jobs and livelihoods is at stake as they depend on the planet's ecosystems and natural environments.

2. Failure to address environmental and climate change will threaten human well-being and all life on Earth, progress towards the achievement of the Sustainable Development Goals, the implementation of the Paris Agreement, and will exacerbate gender and other forms of inequalities and exclusion.
3. The costs of inaction will be many times greater than the investments urgently needed towards achieving resilient, inclusive and environmentally sustainable economies and societies. Coherent and integrated policies and measures to address climate change and environmental degradation can deliver positive economic and social outcomes and avoid unintended and negative impacts on the economy and the world of work.
4. The prospective gains from addressing the environmental crisis are not automatic unless they are based on a just transition. Just transition reflects a common global purpose that entails responsibilities for everyone, including governments, employers and workers. Transitions need concerted efforts and must be planned and structured in a way that addresses employment losses, decent work deficits, inequality and sectoral and educational misalignments. Policies have to be coherent and balanced and must address the nexus between climate change, decent work and sustainable development.
5. The complexity of a just transition towards environmentally sustainable economies and societies for all is compounded by the implications of technological change and demographic shifts, displacement and migration, and persisting high levels of informality.
6. Governments, employers and workers are critical agents of change and must urgently take concerted and coherent action based on effective social dialogue, and through reaffirming the ILO mandate and leadership on just transition in the multilateral system. Members should give special attention to respecting, promoting and realizing freedom of association and collective bargaining as enabling rights, which are vital for social dialogue. Consultations, exchange of information and other forms of dialogue between social partners and with governments are also important for a just transition.
7. The private sector plays an important role as a principal driver of innovation, economic growth, and job creation and in the transition towards sustainable and inclusive economies. A wellfunded public sector plays an equally important role. To take full advantage of these roles at the scale required, governments should take the lead in promoting investment towards innovation, and in coordinating across all areas of social, environmental, economic and industrial policies, and in promoting decent work. Together they are a catalyst for building a more sustainable and inclusive future.
8. Inclusive just transition entails a strong gender dimension to address many of the environmental challenges and leverage the potential opportunities.
9. The International Labour Conference endorses the [ILO Guidelines for a just transition towards environmentally sustainable economies and societies for all \(2015\)](#) which provides the central reference for policy-making 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: (i) promoting inclusive, sustainable and job-rich economies; (ii)

advancing social justice; (iii) managing the process of just transition; and (iv) financing a just transition.

## **II. Guiding principles for a just transition for all**

- 10.** The achievement of the ILO's mandate for social justice and a human-centred approach to the future of work is key to a just transition.
- 11.** A just transition promotes environmentally sustainable economies in a way that is inclusive, by creating decent work opportunities, reducing inequality and by leaving no one behind.
- 12.** Just transition involves maximising the social and economic opportunities of climate and environmental action, including an enabling environment for sustainable enterprises, while minimising and carefully managing challenges. It should be based on effective social dialogue, respect for fundamental principles and rights at work, and be in accordance with international labour standards. Stakeholder engagement is also important.
- 13.** A just transition is central to delivering sustainable development in its economic, social, and environmental dimensions and to addressing the linkages between them. It is instrumental in taking ambitious action on environmental and climate change and pursuing the realization of the goals and commitments of the Paris Agreement and, as appropriate, other international environmental agreements relevant to a just transition.
- 14.** Ensuring a just transition is important for all countries at all levels of development, and for all economic sectors, the formal as well as the informal economy, and should be in line with national development priorities.
- 15.** Strong social commitment and consensus is fundamental. Social dialogue must be integral to policymaking and implementation. Engagement and consultations should take place with all relevant stakeholders.
- 16.** Human rights and fundamental principles and rights at work should be respected, promoted and realized. International labour standards should be ratified and effectively implemented.
- 17.** Gender equality, social inclusion and equity should be promoted, paying particular attention to indigenous and tribal peoples and groups in vulnerable situations.
- 18.** Policy coherence at all levels and across different fields should be fostered. Adequate provisions for financing for a just transition should be put in place.
- 19.** The promotion of sustainable public, private and social enterprises by fostering an enabling environment, such as through supportive policies, incentives, and clear regulatory frameworks is key for a just transition. Such policies and incentives should be coupled with the promotion of effective social dialogue, advancement of decent work and the promotion of environmentally sustainable business models.
- 20.** Recognizing the ILO mandate as expressed in part IV of the Declaration of Philadelphia and that there is a climate crisis, industrial and productive development policies and access to technology should be a key part of the just transition, to ensure the well-being of all people and the planetary boundaries.

### **III. The roles of governments and employers' and workers' organizations**

21. Governments, in consultation with the most representative employers' and workers' organizations should:
  - (a) formulate, implement, monitor and evaluate gender responsive, inclusive, integrated and coherent just transition frameworks that are coordinated with relevant economic, social and environmental policies;
  - (b) integrate measures into environmental and climate policies such as nationally determined contributions to the Paris Agreement and net-zero targets, and into coherent, integrated and comprehensive employment, social protection and industrial policies to advance a just transition;
  - (c) establish mechanisms for intra-governmental collaboration and coordination of policies for a just transition at national, regional and local levels;
  - (d) establish pro-employment macroeconomic frameworks and promote appropriate use of fiscal and monetary instruments, including an appropriate combination of taxes, subsidies, incentives and loans to ensure fiscal space for a just transition towards environmentally sustainable activities, and to incentivize structural transformation, and to reduce inequalities;
  - (e) promote full, productive and freely chosen employment and decent work as a core objective of a just transition;
  - (f) promote the development of sustainable enterprises and create an enabling environment for innovation and entrepreneurship including improved access to finance and business development services particularly to allow micro, small and medium-sized enterprises to pursue environmentally sustainable business models;
  - (g) employ active labour market policies to ensure adequate protection of all workers, to ease and accelerate the transition, paying due attention to youth, women and persons in vulnerable situations;
  - (h) formulate and implement sustainable industrial and/or sectoral policies as well as productive development policies to facilitate and manage a just transition to environmental sustainability and the circular economy;
  - (i) foster inclusive and sustainable trade and investment frameworks, value chains and supply chains that contribute to a just transition and decent work; and effectively implement the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy and the United Nations Guiding Principles on Business and Human Rights;
  - (j) foster technological development and access to environmentally-sound technologies, cleaner production and resource efficiency, including in micro, small and medium-sized enterprises, while ensuring decent work benefits and work-life balance;
  - (k) invest in sustainable infrastructure and quality public services to provide a foundation for a just transition;

- (l) provide universal access to comprehensive, adequate and sustainable social protection systems, including social protection floors, to safeguard populations against adverse impacts, reduce vulnerability and strengthen resilience to facilitate a just transition;
- (m) promote a conducive environment for social and solidarity economy entities to strengthen their capacity to contribute to the just transition;
- (n) design coherent and integrated strategies to facilitate the transition to the formal economy and prevent the informalization of formal economy jobs, paying particular attention to sectors that are highly impacted by environmental and climate change;
- (o) promote skills and lifelong learning, including quality apprenticeships, that are conducive to personal development and responsive to identified labour market needs as enablers for a just transition and green jobs and as a buffer against adverse impacts of change;
- (p) anticipate skills needs and identify skills mismatches, invest in and strengthen systems to provide equitable access to portable, core, semi-technical and technical skills for all individuals, including those in the informal economy and to monitor, evaluate and enhance systems' effectiveness;
- (q) actively promote freedom of association and inclusive and effective social dialogue, including collective bargaining and tripartite cooperation, at all levels to forge social consensus for ambitious policies and measures for a just transition;
- (r) consult with affected communities, including indigenous and tribal peoples, youth and other relevant stakeholders;
- (s) respect, promote and realize the fundamental principles and rights at work and accelerate the ratification of, and effectively implement international labour standards;
- (t) formulate, implement, monitor, adapt and periodically review national policies for occupational safety and health which prioritize a preventative approach, identify and manage new and emerging risks from climate change and invest in occupational safety and health capacity development and training, also in the informal economy;
- (u) urgently implement occupational safety and health measures for all workers impacted by climate-related risks and extreme weather events addressing the consequences on mental and physical health and promoting safe and healthy working environments;
- (v) ensure that persons belonging to one or more vulnerable groups or groups in situations of vulnerability, including indigenous and tribal peoples and rural communities can participate in the development of and benefit from gender responsive, inclusive just transition measures;
- (w) in line with the Paris Agreement, mobilize sustainable, affordable, predictable and longterm finance from public and private, domestic and international sources, and aligning public and private financial flows and public procurement to the objectives of a just transition; and

- (x) promote international cooperation and global solidarity supporting developing countries most vulnerable to the effects of environmental and climate change including small island developing States and least developed countries.

**22.** Employers' and workers' organizations should:

- (a) effectively engage in social dialogue in all its forms, including collective bargaining, to ensure equitable access to the benefits of technological progress, productivity growth, green transitions and demographic changes, and to promote a just transition and decent work at enterprise, sectoral and national levels;
- (b) develop the capacity of their members to analyse and respond to the impacts of environmental and climate change;
- (c) design and implement their own initiatives for a just transition, including sector-specific initiatives, and to contribute to balanced policy-making;
- (d) contribute as key partners to training and reskilling activities, and cultivate a culture of lifelong learning for workers of all ages; and
- (e) support the development and implementation of sustainable transition plans at enterprise and sectoral level through social dialogue, including workplace cooperation.

#### **IV. The role of the International Labour Organization**

**23.** In line with the principles and priorities set out in these conclusions, the International Labour Organization should direct its efforts to:

- (a) reinforce its leadership role, as the only tripartite specialized UN agency representing governments, employers and workers, in advancing a just transition in the multilateral system including the United Nations climate processes as well as the Climate Action for Jobs Initiative aimed at promoting policy coherence for a just transition, facilitating the participation of constituents in the UN system and other key cooperation mechanisms, and proactively promoting the Guidelines for a just transition towards environmentally sustainable economies and societies for all in all relevant fora, with special consideration given to least developed countries and small island developing States;
- (b) provide technical support and assistance to governments and employers' and workers' organizations to formulate and implement sustainable industrial and/or sectoral policies as well as productive development policies to facilitate and manage a just transition to environmental sustainability and the circular economy upon request;
- (c) consider convening a tripartite meeting on occupational safety and health in extreme weather events and changing weather patterns, the format of which is to be decided by the Governing Body;
- (d) establish a mechanism for dialogue with indigenous and tribal peoples so as to acquire knowledge and develop a roadmap for a just transition;

- (e) strengthen the capacities of governments, employers' and workers' organizations to design, implement and monitor comprehensive and gender-responsive policies and strategies for a just transition, including in collaboration with the International Training Centre of the ILO;
- (f) encourage and promote the full development and utilization of effective and inclusive social dialogue in all its forms and at all levels to seize opportunities and overcome barriers to a just transition;
- (g) promote the ratification and effective implementation of international labour standards and strengthen the capacity of constituents to respect, promote and realize the fundamental principles and rights at work;
- (h) implement an integrated ILO research agenda and collect data disaggregated by sex and other criteria on a just transition and decent work, leveraging the full capacity of the ILO and its research partners; and support research and guidance to better understand and address the impacts of climate change on inequality and social exclusion as well as on labour mobility through a rights-based lens, and to use this data to assess progress on the just transition agenda and also report progress to the Governing Body on a regular basis;
- (i) document and share experiences on effective just transition policies, good practices and their impacts, including through South–South and triangular cooperation and peer learning;
- (j) design and implement coherent, solution-focused and result-oriented development cooperation programmes and technical assistance to ILO Members in line with national development priorities with adequate resource mobilization;
- (k) engage in global financial initiatives and strengthen collaboration with the international financial institutions, the multilateral development banks and the financial sector to enhance financing for a just transition;
- (l) develop new and strengthen existing partnerships with other relevant international and regional organizations, including UN specialized agencies, funds and programmes, civil society and academia, with a view to advancing a just transition;
- (m) mainstream sustainability and climate change throughout its operations and promote just transition through ILO led initiatives and programmes on social justice, such as the initiative on a Global Coalition for Social Justice, the Climate Action for Jobs Initiative, and the Global Accelerator on Jobs and Social Protection for Just Transitions;
- (n) provide Members, including small island developing States and least developed countries, with the capacity to embark on a just transition through technical assistance and capacity building; and
- (o) formulate coherent just transition frameworks for labour mobility schemes that advance decent work, skills mobility and development, and poverty reduction with special consideration given to least developed countries and small island developing States.