

► Trade Union Involvement in Nationally Determined Contributions (NDCs)



Trade Union Involvement in Nationally Determined Contributions (NDCs)

Case studies

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Bureau for Workers' Activities (ACTRAV)

June 2026



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Foreword

At its 111th Session in June 2023, the Conference of the International Labour Organization adopted [Conclusions concerning a just transition towards environmentally sustainable economies and societies for all](#). The conclusions urge both the ILO's constituents and the organization itself to advance a just transition in climate processes.

The conclusions state that, in consultation with the most representative employers' and workers' organizations, governments should:

[...] 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.

The conclusions also state that the ILO should direct its efforts to:

[...] 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 forums, with special consideration given to least developed countries and small island developing States.

To follow up on these conclusions, the Bureau for Workers' Activities (ACTRAV) drew on several initiatives, including the [Programme on enhanced capacity of workers' organizations and employer and business membership organizations to promote and implement social and environmental policies and practices](#), established under the ILO [Programme and Budget for 2024–25](#), and the project [Social partners as agents for just transition](#), funded by the German Federal Ministry for Economic Cooperation and Development. Through these initiatives, ACTRAV sought to strengthen the capacity of trade unions to develop coherent and integrated policy proposals for a just transition within the framework of the Paris Agreement's Nationally Determined Contributions (NDCs), with particular attention to the 2025 revision of the NDCs.

Technical support, learning activities and knowledge sharing on the role and voice of trade unions in ensuring policy coherence at national and international levels in relation to the just transition have been implemented. This includes guidance on influencing United Nations Framework Convention on Climate Change (UNFCCC) processes, such as Conferences of the Parties (COPs).

This publication aims to share examples of how trade unions have influenced the NDCs and climate policies. It has been drafted by Lene Olsen (ACTRAV) and is based on the generous contributions of questionnaire respondents from trade union organizations in ten countries. We hope that it will demonstrate the importance of trade unions being involved in negotiating and implementing a just transition towards environmentally sustainable economies and societies for all.

Oliver Röpke

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Preface

Climate change is an environmental challenge. It is also a profound transformation of economies, labour markets and societies. The question is no longer whether workers will be affected, but how they will be protected, empowered and enabled to contribute to climate solutions. In 2025, countries updated their Nationally Determined Contributions (NDCs) and trade unions in many countries were instrumental in making these contributions more labour friendly.

The ILO's [Mapping just transition in the new generation of NDCs: global trends](#) (December 2025) provides a comprehensive analysis of how just transition considerations are integrated into the latest generation of Nationally Determined Contributions (NDC 3.0) submitted under the Paris Agreement. The study covers the 123 countries that had submitted updated NDCs by November 2025. It builds on an earlier global mapping and tracks changes between NDC 2.0 and NDC 3.0 in the same set of countries. It uses a consistent analytical framework grounded in the ILO [Guidelines for a just transition towards environmentally sustainable economies and societies for all](#). All Nationally Determined Contributions are recorded in a [public registry](#) maintained by the UNFCCC secretariat, as outlined in Article 4, paragraph 12 of the Paris Agreement.

The ILO Mapping findings clearly indicated a significant surge in the visibility of the just transition concept and the attention it is receiving. Explicit references to “just transition” appear in 79 per cent of NDC 3.0 submissions, up from 50 per cent in the previous cycle, with many countries moving beyond single mentions to multiple references or dedicated sections. Employment-related considerations are now widespread. Ninety per cent of NDCs reference employment and give growing attention to green jobs and decent work. Social inclusion and equity are also more prominent, appearing in over three quarters of NDCs. The increased attention to these elements is undoubtedly also a result of trade union involvement and advocacy for a just transition.

This publication confidently documents how workers’ organizations have engaged – or sought to engage – in the 2025 NDC update cycle. It draws on questionnaire responses¹ from several national trade union organizations. The case studies from Azerbaijan, Côte d’Ivoire, India, Kazakhstan, Nigeria, Oman, Panama, the Philippines and Somalia prove that meaningful trade union involvement strengthens climate ambition, enhances implementation capacity and anchors climate action in social justice.

This publication definitively shows how trade unions tried to and were able to impact NDCs. It provides clear examples of practices and lessons learned, making it easier for others to understand how certain strategies or solutions were implemented successfully. It also shows where gaps remain and what must change to ensure that no worker and no community is left behind. Additionally, it highlights the ILO’s targeted approach, which has delivered tangible results in a relatively short time.

¹ Open AI’s ChatGPT Enterprise tool was used for improving the readability and language quality of some parts of the text.

Executive summary

Trade unions are increasingly recognized as vital actors in climate governance. Their participation is crucial for strengthening the social dimension of climate action. It ensures that policies address employment impacts, protect vulnerable groups and build workforce resilience. The depth of their involvement varies significantly across countries, ranging from institutionalized participation to limited or informal engagement.

Across the case studies, trade unions play several critical roles:

- ▶ advocating for the inclusion of labour rights, occupational safety and health (OSH) and social protection in climate policies;
- ▶ participating in tripartite social dialogue and national consultations on NDCs;
- ▶ raising awareness and building capacity among workers on climate risks and green jobs;
- ▶ influencing policy through research, proposals and collective bargaining;
- ▶ forming alliances with governments, employers and international organizations.

In countries such as Côte d'Ivoire, Nigeria and Somalia, unions have directly shaped NDC content and secured formal recognition in climate governance frameworks. In others, like Oman and Panama, their role is more limited but is evolving through capacity-building and advocacy efforts.

Where trade unions are meaningfully engaged, the following outcomes are observed:

- ▶ integration of just transition principles into national climate strategies;
- ▶ stronger worker protections, including income security, OSH measures and social safeguards;
- ▶ expanded access to reskilling and green job opportunities;
- ▶ greater inclusion of marginalized groups, especially workers in the informal economy, women and young people;
- ▶ enhanced legitimacy, ownership and implementation of climate policies through social dialogue.

Effective trade union engagement is supported by:

- ▶ early and structured inclusion in NDC processes;
- ▶ functioning tripartite institutions and social dialogue mechanisms;
- ▶ strong internal capacity within unions (expertise, coordination, focal points);
- ▶ evidence-based advocacy aligned with national development priorities;
- ▶ partnerships with international organizations (e.g., ILO, ITUC) and civil society.

Even in contexts with limited formal access, unions can influence outcomes through strategic alliances and grass roots mobilization.

Challenges and key barriers to effective engagement include:

- ▶ limited institutional access to climate policymaking;
- ▶ weak or absent social dialogue frameworks;
- ▶ insufficient financial and technical resources;
- ▶ inadequate attention to workers in the informal economy and vulnerable populations;
- ▶ gaps in implementation, monitoring and funding of just transition measures.

The case studies confirm that climate action is most effective when it is socially inclusive. Trade unions are pivotal in aligning environmental ambition with labour-market realities. Embedding their perspectives in NDCs is vital for safeguarding workers and enhancing the feasibility, fairness and sustainability of policies and actions to address climate change.





Azerbaijan

Context and challenges

Over the past century, the average annual temperature in Azerbaijan has increased by between 0.4 and 1.3 °C, with a greater increase observed in mountainous regions. Since 1991, there has been an increase in the intensity of warming, as well as more frequent occurrences of floods and droughts. This has led to an escalation in climate vulnerability, particularly in the agricultural sector. Notwithstanding the fact that it contributes to global emissions by a mere 0.15 per cent², Azerbaijan has nevertheless participated in international climate initiatives by ratifying the UNFCCC, the Kyoto Protocol and the Paris Agreement. The [NDC 3.0](#) sets out targets for a 40 per cent reduction in greenhouse gas emissions by 2035 compared to 1990 levels.

The phenomenon of climate change poses direct risks, including elevated temperatures, water scarcity and declining crop yields. Additionally, it engenders indirect risks through the process of economic restructuring. It is evident that workers in the agriculture sector, who account for over 33-35 per cent of the workforce³, are confronted with the challenges of diminished incomes and precarious employment. Concurrently, transitioning away from fossil fuels necessitates the acquisition of new skills and diversification of employment opportunities. Azerbaijan's policies emphasize renewable energy, sustainable land use and a just transition to support employment, social protection and a more resilient, inclusive labour market.

Role of workers' organizations

The Azerbaijan Trade Unions Confederation (AHIK) has adopted a proactive stance on climate-related issues, participating in national, scientific and tripartite dialogues. Furthermore, the Confederation has hosted international events concerning just transition and has issued recommendations on Occupational Safety and Health (OSH), labour protection and climate-sensitive economic planning.

The Confederation has expressed support for the establishment of cooperative relationships with environmental and youth organizations, including non-governmental organizations and student associations, with a focus on awareness-raising and educational activities. These partners contribute to the dissemination of environmental knowledge,

² [Fourth National Communication of Azerbaijan to UNFCCC](#) (2021).

³ [Fourth National Communication of Azerbaijan to UNFCCC](#) (2021).

the fostering of a culture of responsible attitudes towards nature among young people and the involvement of workers in the implementation of sustainable development initiatives. AHİK's collaborative efforts with the ILO, the International Trade Union Confederation (ITUC) and government bodies have enabled the strategic positioning of workers' voices within national and international sustainability debates.

Practice in action

- **Organized national and international conferences** on climate change and just transition, particularly linked to the *Year of Solidarity for a Green World*. The objective of these conferences was to promote the principles of a just transition in the context of the country's preparations for the UN Climate Change Conference, otherwise known as COP29, which was held in Baku in 2024. The programme of activities comprised an international conference on *Climate Change and Just Transition - The Role and Activities of Trade Unions*, a *Trade Union Strategic Day* (17 November 2024) and a photo competition entitled *A Green Future through the Eyes of Youth*.
- **Developed partnerships** with scientific and academic institutions with a view to strengthening evidence-based policy inputs. This initiative included the organization of a meeting in October 2025, which was entitled *Addressing Climate Change: International Cooperation and Scientific Communication*. The meeting was held at the Academy of Labour and Social Relations, where the publication *Global Strategy for Sustainable Development: Innovation, Modelling and Trade Unions*, a publication prepared with the support of the Confederation, was presented.
- **Embedded provisions concerning climate and labour issues within the General Collective Agreement (2023–2025)**, signed with the Cabinet of Ministers and the Confederation of Employers of Azerbaijan. The Agreement is intended to support the sustainable development and climate goals of Azerbaijan by committing social partners to strengthen environmental protection and workplace health measures. The proposed measures include adapting workplaces to promote healthier conditions, advancing the adoption of a national occupational health and safety strategy and implementing joint actions to ensure environmental safety in industrial enterprises. The agreement is also intended to promote environmentally compliant agricultural production and encourage the development of eco-friendly products. Furthermore, it emphasizes the enhancement of education and workforce training in ecology-related domains, with a particular focus on young people while supporting broader initiatives aimed at greening society and protecting public health and the environment.

- ▶ **Shaped proposals for the General Collective Agreement (2026–2028).** The proposals concentrate on facilitating a just transition to a green economy, while simultaneously minimizing the impact of climate change on employment. The emphasis is placed on the expansion of upskilling and lifelong learning to equip workers with the necessary skills for new green jobs, as well as on encouraging employers to adopt environmentally-sustainable practices through the implementation of legal and regulatory incentives. The measures encompass a requirement for enterprises with over 50 employees to develop and implement rolling three-year decarbonization and adaptation plans. The proposals also promote wider adoption of green technologies, increased use of renewable energy across all sectors and incentives for climate-resilient business activities. The overarching objective of these measures is to achieve a balance between economic growth and environmental sustainability, while simultaneously fostering a workforce that is equipped to facilitate the transition to a low-carbon economy.
- ▶ **Collaborated with the Ministry of Ecology and Natural Resources and other relevant bodies for the development of NDC 3.0.** The primary focus was on employment issues in climate-dependent sectors such as agriculture and energy and the protection of workers who are exposed to climate risks. AHİK is particularly mentioned in NDC 3.0 under the section on initiatives for just transition.

Impact at a glance

- ▶ Strengthened national dialogue regarding the issue of worker-related climate risks and labour protections.
- ▶ Increased visibility pertaining to labour concerns within the context of COP29-related platforms and national consultations.
- ▶ Expanded capacity and knowledge of workers in relation to green jobs and adaptation needs.
- ▶ Influenced the refinement of social dialogue mechanisms related to environmental and labour transitions.
- ▶ Integrated just transition language into collective agreements.
- ▶ Emphasized inclusion of women, youth and regional trade union representatives in international climate and just transition events helping broaden participation in decision-making and fortifying gender equality within trade unions.

Why it worked

- AHİK utilized established tripartite institutional social dialogue platforms to integrate just transition principles into the NDC 3.0.
- A robust collaboration with international organizations resulted in the provision of technical and advocacy support, in addition to the sharing of experiences.
- The initiation of awareness-raising initiatives at an early stage was instrumental in facilitating the incorporation of workers' issues into national discourse.
- A multi-stakeholder approach was adopted, thereby facilitating the establishment of a collaborative network that transcended the boundaries between scientific, environmental and labour actors.

Sustainability

It is anticipated that established partnerships between the Azerbaijan Trade Unions Confederation (AHİK), scientific institutions, international organizations and government bodies will be leveraged in future stages of climate policy.



Côte d'Ivoire

Context and challenges

The most significant climate-related challenges confronting the nation pertain to recurrent droughts and floods, which have the potential to disrupt the agricultural sector, the country's primary employer, in addition to mounting pressures on water resources and arable land. Extreme weather events, including heavy rainfall and heatwaves, have been demonstrated to have deleterious effects on infrastructure and productivity⁴. Coastal regions are particularly vulnerable to the effects of rising sea levels and soil salinization, which pose significant threat to agricultural livelihoods.

The sectors most adversely affected are agriculture and fisheries, where declining yields are contributing to food insecurity and income loss. It is evident that workers in the informal economy, including those engaged in transport and small-scale trade, are more susceptible to the adverse effects of climate change due to their limited access to social protection measures. Women and young people are especially exposed to the consequences of climate change, as they are overrepresented in precarious, climate-sensitive jobs⁵.

In response, the government of Côte d'Ivoire has set ambitious national priorities. These include the achievement of 46,3 per cent of renewables in the energy mix by 2035 ([NDC 3.0](#)), the promotion of green jobs and vocational training and the strengthening of climate adaptation measures, particularly for coastal resilience. The primary objective of environmental protection initiatives is the mitigation of deforestation and the rehabilitation of ecosystems, including mangroves. The government, in collaboration with the ILO, emphasizes the protection of workers through training, social dialogue and the creation of inclusive green jobs, with a view to ensuring a just transition.

These priorities are supported by a comprehensive policy framework, including updated NDC 3.0, the National Development Plan (2026–2030) and various environmental and sectoral strategies. Collectively, these measures aspire to achieve a balance between climate action, economic inclusion and social equity.

Role of workers' organizations

In Côte d'Ivoire, workers' organizations have progressively integrated climate change and environmental issues into their structures and activities.

⁴ World Bank. [L'emploi dans le Contexte du Changement Climatique : Aperçu des Rapports Nationaux du Groupe de la Banque Mondiale sur le Climat et le Développement Couvrant 93 économies – Vue d'ensemble \(French\)](#). Washington, D.C. : World Bank Group.

⁵ [Transition écologique en Côte d'Ivoire : L'OIT place l'emploi au cœur de l'action climatique](#). ILO. (2026).

It is evident that all the major trade union confederations have designated trained experts or focal points responsible for these issues. The confederations in question include the **Union Générale des Travailleurs de Côte d'Ivoire (UGTCI); the Confédération Ivoirienne des Syndicats Libres (CISL-DIGNITE); the Fédération des Syndicats Autonomes de Côte d'Ivoire Confédération Générale FESACI-CG; the Union Nationale des Travailleurs de Côte d'Ivoire (UNATRCI); and the Centrale HUMANISME**. In some cases, Confederations have established dedicated bodies such as national secretariats on climate change and just transition. These structures facilitate participation in workshops, conferences and policy discussions and have driven awareness-raising campaigns and trade union training activities at the national level for over a decade.

Notwithstanding this institutional progress, trade unions remain inadequately incorporated into high-level decision-making processes. Their involvement in major international events, such as COP meetings, remains restricted and their engagement in the revision of legislation or policy instruments is frequently marginal.

A notable development was the establishment in 2023 of an inter-union youth committee on just transition (*Comité Intersyndical des Jeunes de Côte d'Ivoire (CIJ-CI)*). This committee comprises young representatives from all five confederations. This forum serves as a pivotal platform for youth engagement, capacity-building and inter-union coordination on climate issues. Nevertheless, the committee is currently undergoing a process of revitalization with a view to responding more effectively to the pressing urgency of climate-related challenges and to strengthening its role in advocacy and action.

While workers' organizations have established foundational structures and initiatives, some organizations have been constrained by limited financial and technical resources, as well as gaps in specialized climate training. These factors continue to affect their ability to scale up activities and influence national climate policies.

Practice in action

- **Played an active role in the shaping of the country's NDC 3.0**, notably through the Inter-Union Youth Committee (CIJ-CI), representing young members from all five confederations.
- **Ensured better consideration of the specific needs of women workers** in proposals related to the NDCs through strengthened participation of women in consultations and training sessions.
- **Contributed to strengthening of the final NDC 3.0** by submitting proposals through tripartite dialogue with employers and government and by participating in key national consultations. These included workshops on integrating just transition into the NDCs (May 2025) and the validation of NDC 3.0 (September 2025). The purpose of this participation was to ensure that the perspectives of workers were included.

- ▶ **Promoted a just transition agenda** focusing on the following points: job protection; green reskilling; inclusion in governance and social dialogue; social protection and worker health; linking climate action with jobs and growth; mobilizing funding and partnerships; and awareness and capacity-building.
- ▶ **Spearheaded and provided assistance with a variety of initiatives, encompassing advocacy, awareness-raising campaigns** (for instance, in the domains of agriculture and the informal economy) and active engagement in policy dialogues.
- ▶ **Pushed for pivotal policy domains**, including the environment, agriculture, health, energy, finance and transport. A cross-cutting approach was also promoted, aiming to establish a nexus between climate change and working conditions.
- ▶ **Addressed key challenges** (coordination, financing, participation and implementation) through multi-stakeholder engagement, strengthened social dialogue, international support (e.g., the ILO) and gradual inclusion in governance processes.

In conclusion, trade unions have been proven to be key actors in ensuring an inclusive and equitable transition, with workers' voices being reflected in national climate policy.

Impact at a glance

- ▶ Stronger union voice in governance: Institutionalized participation of trade unions in climate and NDC decision-making.
- ▶ Just transition safeguards: Worker interests embedded in policy design, reducing risks of job loss without support.
- ▶ Expanded collective bargaining space: New opportunities to negotiate on green jobs, reskilling and working conditions.
- ▶ Job creation with labour standards: Growth in green sectors aligned with decent work principles.
- ▶ Skills transition pathways: Union involvement in shaping training systems ensures relevance and access for workers.
- ▶ Enhanced social protection coverage: Advocacy gains for stronger safety nets during periods of economic and climate transition.
- ▶ Reduced conflict, stronger buy-in: Structured social dialogue increases trust and smoother implementation of reforms.

Why it worked

- ▶ The involvement of trade unions from the outset was instrumental in ensuring that climate policies were grounded in the realities of the labour market. This approach has been shown to engender a strengthening of trust, legitimacy

and ownership among workers, given that their concerns on jobs, social protection and occupational health are directly reflected in the NDC design. The incorporation of social dialogue through structured tripartite processes enabled various stakeholders to negotiate solutions, thereby mitigating resistance and cultivating consensus.

- The approach was characterized by the integration of just transition principles at the outset, thereby aligning environmental objectives with economic and social priorities. This ensured that climate action did not compromise workers' interests but rather resulted in the creation of new opportunities through reskilling and job creation. Trade union participation has been demonstrated to broaden the coalition of actors, improve policy coherence across sectors and enhance the credibility of commitments by linking them to concrete, socially grounded measures. Furthermore, strategic collaborations with international organizations and the utilization of evidence-based advocacy strategies served to enhance the influence of trade unions. Simultaneously, the dissemination of information among workers contributed to the cultivation of support for the implementation of reforms. The combination of inclusiveness, dialogue and practical focus that characterized the NDCs resulted in a framework that was more implementable, equitable and widely supported.

Sustainability

It is anticipated that the consequences of this engagement will endure over time, as a consequence of the enhancement of the capabilities of trade union representatives and the gradual incorporating of climate-related matters into trade union training curricula. The establishment of collaborative networks and the continuation of social dialogue should help ensure follow-up on commitments made under the NDCs and encourage their effective implementation at both national and sectoral levels.

Concrete field activities, such as the awareness-raising campaign targeting stakeholders in the cocoa sector, carried out in three regions of Côte d'Ivoire in February 2026 by the Inter-Union Youth Committee, demonstrate tangible results of this effort.

In March 2026, four months after the presentation of the NDC 3.0 at COP30 in Belém, a meeting of over 200 national stakeholders took place in Grand-Bassam with the objective of transforming the NDC commitments into bankable projects. The ambitious goal set for this undertaking was to mobilize USD 62.06 billion by 2035. The objective of the meeting was to co-develop an operational investment plan based on concrete, prioritized and bankable projects. The process entailed the identification of existing initiatives, the structuring of a national portfolio of climate projects and the precise assessment of financing needs and the gaps that required attention⁶.

⁶ [Climate Commitments NDC 3.0: \\$62 Billion Needed to Finance Côte d'Ivoire's Climate Resilience and Low-Carbon Transition.](#)



Georgia

Context and challenges

Georgia faces the dual challenge of physical and transitional climate risks that have the potential to exert an increasingly deleterious effects on its economy and society. The physical risks arising from more extreme weather events are of particular concern, given the country's vulnerability to such phenomena. These events, which include floods, landslides, droughts and hail, are becoming increasingly frequent and intense. Such problems are further exacerbated by the increasing scarcity of water, which poses a threat to pivotal sectors such as agriculture and hydropower. Concurrently, the transitional risks associated with decarbonization are generating economic pressures, including rising energy costs for businesses, the risk of mass layoffs if companies are unable to meet new green requirements and a widening skills gap as the workforce is forced to adapt to a green and digital economy.

These risks have been shown to affect certain sectors and social groups in a disproportionate manner, thereby exacerbating existing inequalities. Agriculture is a particularly vulnerable sector due to its reliance on climate-sensitive resources, while the winter tourism sector is facing a decline in reliable snowfall. The energy sector is vulnerable due to its reliance on hydropower and small and medium-sized enterprises remain highly exposed to economic shocks. Among social groups, those engaged in the informal economy are particularly vulnerable due to the absence of social protection mechanisms. Rural populations, on the other hand, are confronted with livelihood losses that are associated with environmental degradation. Furthermore, the youth demographic is particularly vulnerable as young people frequent lack the requisite skills for the emerging job market.

Georgia's [NDC 3.0](#) sets targets for a 47 per cent reduction below 1990 levels by 2030, with an extended target of 50 per cent by 2035. The overarching objectives of these initiatives centre on reducing emissions and adapting to a low-carbon economy. Concurrently, there is an increasing call to incorporate the principles of a just transition into the energy transition. The inclusion of substantive gender equality, social inclusion and transparency is a key component of this demand. In response to the challenges posed by the transition, policymakers have emphasized the importance of job retention measures, social protection, upskilling and retraining programmes and the promotion of stronger social dialogue. These measures are intended to ensure a fair and inclusive transition, thereby creating a more prosperous and equitable society.

Role of workers' organizations

The Georgian Trade Unions Confederation (GTUC) has developed a formal just transition policy, integrated climate issues into its 2026–2029 Action Programme and established clear recommendations for NDC 3.0. GTUC has been instrumental in reinforcing its involvement through social dialogue, regional cooperation and targeted interventions in climate-sensitive labour disputes.

Practice in action

- **Adopted policy positions** through Governing Board Resolutions of July 2025 with recommendations for GTUC and its members on climate change and just transition. These recommendations were incorporated into the organization's four-year **Action Programme (2026-2029)**. The GTUC recommendations concentrate on the national level and comprise proposals for Government, including the following: the reinforcement of institutional and legislative bases for a just transition strategy; the implementation of a SURE 2.0-like programme⁷ (reduced working hours/state wage subsidies) to protect jobs during the economic transition; the incorporation of upskilling and retraining components in policies to address the skills gap in the green and digital economy; and the inclusion in tripartite dialogues on the NDC process.
- **Delivered training sessions in mining regions** experiencing economic restructuring, including Tkibuli (coal mining) and Chiatura (manganese mining).
- **Advocated for a national strategy to be developed for mono-industrial regions** with a view to preventing socioeconomic collapse. In Tkibuli, the predominant employment sector is coal mining, which provides direct employment to the entire population. The eventual cessation of coal use, mandated by international commitments (e.g., EU regulations), has prompted trade unions to advocate for an immediate alternative development plan for the region, with a view to preventing socioeconomic collapse. In Chiatura, where approximately 3,700 individuals are employed in manganese mining, transition risks have emerged from recent business decisions. The employer suspended underground operations and planned mass layoffs, citing financial losses, while seemingly aiming to shift to cheaper but more environmentally harmful open-pit mining. Trade unions expressed opposition to this initiative, perceiving it as both a potential environmental hazard and an endeavour to circumvent established collective agreement obligations. The issue was escalated to the Tripartite Social Partnership Commission, resulting in a favourable outcome for workers. Nevertheless, the issue remains unresolved and necessitates increased government involvement. The case demonstrates the significance of social dialogue and union action in facilitating a just transition.

⁷ SURE 2.0 is a European programme to support industrial transformation, prevent redundancies and support a moratorium on forced dismissals.

Impact at a glance

- ▶ Prevented environmentally harmful operational shifts through union intervention.
- ▶ Strengthened national recognition of just transition as a labour-market priority.
- ▶ Enhanced protection for workers in mining regions undergoing economic restructuring.
- ▶ Triggered broader policy debate about regional resilience and diversification strategies.

Why it worked

- ▶ Timely engagement during labour-environmental crises increased policy influence.
- ▶ Evidence-based proposals aligned with economic realities in affected regions.
- ▶ Meetings with representatives from United Nations Development Programme (UNDP) ensured visibility of trade union recommendations for NDC 3.0.
- ▶ Effective use of tripartite institutions ensured institutional legitimacy.
- ▶ Local-level interventions were implemented which provided credible examples to support national advocacy.

Sustainability

The Georgian Trade Unions Confederation (GTUC) address climate change issues through several departments in collaboration (namely the Analytical, OSH and Legal Departments) and the four-year Action Programme (2026-2029), which incorporates components on climate change and just transition, thereby ensuring the sustainability of its work.



India

Context and challenges

Climate change and environmental degradation are already having a significant impact on India's labour market, with considerable consequences for workers' income, health and job security. Rising temperatures and an increase in the frequency of heatwaves have been demonstrated to reduce labour productivity and increase the risk of heat-related illness, particularly in sectors such as agriculture, construction, transport and manufacturing. The occurrence of extreme weather events, such as floods, cyclones and erratic rainfall, has been observed to result in detrimental impacts on workplaces and residential properties. This has led to sudden job losses, wage disruptions and distress migration. Water scarcity and pollution further strain livelihoods by disrupting agriculture, industry and urban services, while climate impacts on fisheries, forestry and tourism are destabilizing already vulnerable sectors. These pressures are further compounded by disruptions to supply chains and the risk of unplanned industrial transitions, which can result in layoffs and an increase in informal employment.

The impacts manifest in two distinct forms: direct, through occupational hazards and infrastructure damage and indirect, through rising precarity, migration and inequality. It is estimated that workers in the informal economy, who constitute approximately 90 per cent of India's workforce, along with women, youth, migrants and marginalized communities such as Dalit and Adivasi groups, are disproportionately affected. National climate policies, including India's Nationally Determined Contributions and the National Action Plan on Climate Change, emphasize low-carbon growth and adaptation. As stated in [NDC 3.0](#), the social aspects of the energy transition encompass the just transition, employment, skills enhancement and training across multiple sectors and resilience. However, the focus on workers' immediate needs, such as social protection, occupational safety and health and inclusive participation in transition processes remains limited. The scale of the challenge is evidenced in the Lancet Countdown (2023)⁸ report, estimating that 191 billion labour hours were lost due to heat in 2022. This underscores the urgent need for a just, worker-centred transition.

⁸ [2023 Report - Lancet Countdown](#).

Role of workers' organizations

The Indian National Trade Union Congress (INTUC) is active in a number of different advocacy spaces. These include, but are not limited to, workshops, campaigns and international networks. Within these spaces, the INTUC can mobilize workers and influence discourse. Despite the absence of a formal, comprehensive climate policy or dedicated department, the organization has issued guidelines, statements and sectoral approaches (notably in 2019, 2021 and 2023) addressing worker protection, social security and inclusion in climate transitions, with affiliates implementing context-specific actions. Its flexible, decentralized structure, which is reliant on focal points, affiliates and ad hoc groups, facilitates grass roots engagement while concomitantly constraining national-level influence. Participation in international and informal networks, meanwhile, serves to amplify the voices of workers in climate discussions despite constrained formal involvement.

INTUC perceives India's NDC 3.0 to be robust in terms of emissions reduction and clean energy ambition, yet it is regarded as deficient in relation to worker protections and measures to facilitate a just transition. INTUC argues that the current framework is inadequate in incorporating climate responsibilities into existing labour codes. It identifies several notable deficiencies, including failure to explicitly address heat stress within the context of workplace safety laws, failure to utilize social security systems to provide climate-related benefits – particularly among migrant workers – and failure to establish formal mechanisms such as Climate–Labour Councils to address and resolve disputes arising from the transition.

It also emphasizes the absence of coherent funding and monitoring systems to enforce protections at the workplace level, particularly in the informal economy and the gig economy.

INTUC has expressed a desire to establish a National Climate–Labour Reference Framework, to be developed through a multi-stakeholder process led by Government, trade unions, employers and sectoral leaders. The objective of this framework is to ensure that India's climate action is not only environmentally sustainable but also socially just, worker-centred and democratically governed.

Practice in action

- ▶ **Raised awareness and organized training sessions and workshops** for union leaders and affiliates on heat stress, pollution and unsafe working conditions and advocated for a just transition.
- ▶ **Carried out local awareness activities, worker mobilization and training** on climate risks, occupational safety and environmental hazards. This work is implemented by INTUC affiliates and state committees, with activities unfolding at the sectoral and workplace levels.

- **Promoted worker participation and social dialogue** in climate policymaking processes linked to NDCs.
- **Participated in discussions on just transition and climate justice** organized by the International Labour Organization (ILO) and the International Trade Union Confederation (ITUC).
- **Focused on recognition of workers as rights-holders**, as opposed to merely beneficiaries of green growth. The following key areas were important: the promotion of labour rights and freedom of association; the incorporation of workers in the informal economy, migrants and women; the improvement of occupational safety and health (OSH), with particular attention to heat stress, pollution and workplace hazards; the development of skills and retraining in climate-affected sectors; and the reinforcement of social protection systems.
- **Submitted trade union demands for NDC 3.0** to the Minister of Environment, Forest and Climate Change in February 2025, signed jointly by ten central trade unions in India.

Impact at a glance

- Produced outcomes in the areas of process, narrative and agenda-setting, as opposed to making direct textual changes in the NDCs.
- Incorporated labour and just transition into the discourse on climate change, a practice which has historically been marginalized or overlooked.
- Laid the foundation for the subsequent incorporation of workers in future NDC cycles.

Why it worked

- In view of the fact that tripartite mechanisms were found to be either weak or non-existent at the national level, INTUC advocated for their views and recommendations through international platforms and informal advocacy channels.
- Notwithstanding the paucity of government consultation and cooperation, INTUC established alliances with ITUC, ILO, civil society and researchers. This collaboration has resulted in the establishment of long-term partnerships, which can be utilized to advance broader social justice, labour rights and climate initiatives.
- INTUC successfully utilized support from external partnerships.

Sustainability

The involvement of INTUC in climate- and NDC-related processes has clear potential to evolve into a strong positive practice, particularly in India, where workers' voices remain largely absent from formal climate policymaking. Even though engagement to date has been limited and largely indirect, it has revealed important foundations that can be strengthened, institutionalized and scaled.

INTUC's affiliation with the International Trade Union Confederation (ITUC) and its engagement with the International Labour Organization (ILO) frameworks offer access to technical guidance, comparative international experience and political legitimacy. These channels provide an important entry point for strengthening national-level engagement, developing coherent labour positions on climate policy and demanding structured consultation in future NDC cycles.

However, it is imperative to acknowledge the presence of significant gaps that must be addressed for this engagement to reach its full potential and mature. These include the absence of clear internal coordination mechanisms or focal points on climate change and just transition; the lack of a serious and functioning tripartite mechanism on climate policy; weak evidence-based union positions linking NDC targets with worker protection, skills development and social security; limited systematic consultation with affiliates and affected workers; and insufficient formal engagement with climate institutions, particularly the Ministry of Environment, Forest and Climate Change and state-level climate bodies.

This case study offers significant lessons for other trade unions operating within similarly constrained environments. It is important to note that engagement with the climate can commence even in the absence of formal access to policymaking processes. The establishment of processes and the establishment of agendas are of equal importance for achieving immediate policy successes. The legitimization climate change discourse is enhanced by framing it as a matter of concern for the workplace and livelihood. It is imperative that workers in the informal economy are placed at the centre of climate action, rather than being an afterthought.

It is evident that, with consistent investment, a methodical social dialogue and a worker-centred approach, INTUC's involvement has the potential to evolve into a reliable and replicable model of trade union engagement in climate and NDC processes.



Kazakhstan

Context and challenges

The Republic of Kazakhstan faces a complex set of climate-related challenges, shaped by its distinctively continental climate and its economic dependence on carbon-intensive industries. The country is exposed to a number of significant physical risks, including floods, droughts, heat stress and water scarcity. These hazards pose a direct threat to key sectors such as agriculture and infrastructure, thereby undermining productivity and increasing vulnerability in both rural and urban areas. Concurrently, Kazakhstan is grappling with social risks associated with the transition towards a low-carbon economy, particularly in regions with a substantial reliance on fossil fuels.

The coal industry is particularly vulnerable, with a high concentration of employment in single-industry towns such as Karaganda and Pavlodar, numbering over 30,000 jobs. The decline of coal has the potential to have far-reaching socioeconomic consequences, including the threat of job losses, increased social vulnerability and potentially even internal migration. Agriculture is another sector that is particularly vulnerable due to its dependence on water resources. It is an established fact that droughts and water shortages have a disproportionately adverse effect on rural populations, especially women, who represent a significant proportion of the agricultural workforce and are particularly vulnerable to loss. Concurrently, the emergence of green sectors gives rise to novel occupational health and safety concerns, including exposure to hazardous chemicals, gases and biological risks. This underscores the necessity for the refinement of labour protections.

Kazakhstan has set ambitious climate goals, including achieving carbon neutrality by 2060 and reducing emissions by 17 per cent below 1990 levels by 2035 (unconditional) and up to 25 per cent with international support ([NDC 3.0](#)). The country's NDC 3.0 places stronger emphasis on socioeconomic considerations than the previous one, including ensuring a fair transition for regions reliant on coal, as well as on sustainable management of water and land resources, climate-smart agricultural practices and the safeguarding of vulnerable populations.

Role of workers' organizations

The Federation of Trade Unions of the Republic of Kazakhstan (FPRK) did not play a full part in the development of NDC 3.0. Nevertheless, it developed a national Trade Union Just Transition Strategy, advocated for worker inclusion in NDC 3.0 and strengthened OSH, retraining and employment protections using collective bargaining through the General Agreement. The overarching objective of FPRK is to shape the NDC into a socially robust framework that guarantees decent work under changing climate conditions, while embedding social dialogue at every stage of climate planning. FPRK collaborates with the ILO and participates in international climate dialogues.

Practice in action

- ▶ **Developed the FPRK Action Strategy** to provide a framework for national advocacy. This strategy was formally submitted for inclusion in the NDC 3.0 process, with the aim of ensuring that the voices of workers are represented in the process of formulating climate policy. FPRK submitted an official appeal to Government, proposing the inclusion of just transition measures within the NDCs. The organization also actively promoted its position statements through international platforms and meetings.
- ▶ **Required targeted access to green skills programmes for women** to facilitating their integration into new technical sectors and required **protection of workers in the informal economy**, where women represent a significant proportion of the workforce and are employed in climate-vulnerable industries such as agriculture and waste processing.
- ▶ **Promoted targeted retraining programmes for coal workers.** The initiative encompassed multiple policy domains, including workers' rights (including the right to organize), social dialogue mechanisms, green skills development, social protection for displaced workers, strengthened occupational safety and health standards and industrial policies supporting alternative technologies such as coal chemistry.
- ▶ **Secured provisions in collective bargaining (2024–2026 General Agreement and sectoral agreements)**, including employer-funded training initiatives, enhanced by additional protections and benefits for workers who are exposed to heat stress. For instance, in the railway sectoral agreement, as well as in collective agreements and their annexes in the coal industry, provisions have been established for additional payments for work under extreme temperatures. A recent development in the field of education has been the introduction of a provision within the sectoral agreement, the purpose of which is to reduce working hours during periods of extreme temperatures.
- ▶ **Conducted information and awareness-raising programmes** in the media regarding the impact of climate change and the importance of a just transition.
- ▶ Confronted with constrained institutional frameworks and inadequate government collaboration, FPRK **concentrated on establishing pragmatic precedents through collective agreements and leveraging international frameworks** (e.g., International Labour Standards) to impact national regulation and propel legislative transformation.

Impact at a glance

- ▶ National and sectoral frameworks now embed the principles of just transition, thereby enhancing the capacity of trade unions to safeguard the interests of workers during the green transition.

- Mandatory retraining and guaranteed access to skills development have been secured for workers affected by job displacements.
- Income-protection measures introduced, including compensation and reduced working hours in response to extreme temperatures.
- Climate adaptation provisions (e.g., payments for work under extreme heat) are now integrated into collective and sectoral agreements, setting an important precedent.
- Government policy improvements reflect stronger consideration of social risks and retraining needs within climate strategies.

Why it worked

- Proactive leadership by trade unions: FPRK proceeded independently to establish its own agenda rather than awaiting formal incorporation into climate policy processes.
- Effective use of existing mechanisms: Leveraging the General Agreement enabled the integration of just transition measures, despite the existence of gaps in the NDC framework.
- Strong social dialogue structures: Established tripartite and collective bargaining channels provided practical entry points for the advancement of worker protections.
- Clear strategic positioning: Trade unions framed just transition as a core labour issue, ensuring it gained visibility and traction in negotiations.

Sustainability

It is anticipated that the outcomes will be sustainable on account of their incorporation within legally binding documentation, namely the General Agreement for 2024–2026 and the FPRK Strategy, which is projected to extend through to 2030. This approach is intended to ensure the continuity of monitoring and the fulfilment of commitments, regardless of changes in government.

Recent developments have underscored the need for FPRK to update its Action Strategy. These developments include amendments to national legislation and key events related to the climate and environmental agenda, such as the Regional Ecological Summit held in Astana in April 2026. The Summit helped shape a shared vision for the sustainable development of Central Asia and highlighted that, for Kazakhstan and the region as a whole, the climate agenda is now inextricably linked to social protection and labour standards. In addition, Kazakhstan has adopted conceptual programmes in the field of occupational safety and health that address new threats and challenges related to climatic, biological and psychosocial factors.



Nigeria

Context and challenges

Climate change is no longer a remote environmental concern; rather it has become a present and pressing workplace reality, particularly in Nigeria, where a substantial proportion of emissions is attributable to work-related activities. It is imperative to acknowledge that work is a contributor to climate change. However, it is also imperative to acknowledge that workers are direct victims of climate-related hazards. Across various sectors, the impacts are becoming increasingly apparent through heat stress, exposure to toxic gas clouds, acid rain, flooding, prolonged drought and the degradation of essential infrastructure necessary for work. The aforementioned conditions have the potential to engender a decline in productivity, while also posing a threat to lives and livelihoods.

Key climate risks include growing resource pressures and extreme weather events that disrupt economic activities. Agricultural workers, for instance, are subject to elevated risks of livelihood loss due to recurrent flooding and protracted drought periods. As the planet warms, the risk to human health is increasing. Heat stress is now a significant occupational hazard and toxic emissions are contributing to respiratory and other long-term illnesses. Furthermore, climate-induced events, including gas leaks and environmental degradation, are contributing to social dislocation and community instability.

The distribution of these impacts is uneven. The most affected groups include workers, women and young people. It is particularly evident that women experience disproportionate effects due to their roles in caregiving and informal work, which often expose them to higher vulnerability and fewer protections.

Nigeria's [NDC 3.0](#) delineate national priorities across 10 sectors, including energy, agriculture, transport and health. While these policies signal commitment to climate action, ensuring that they effectively address workers' rights, safety and inclusion remains a critical challenge for a just transition.

Role of workers' organizations

The Nigeria Labour Congress (NLC) played a pivotal and systematic role in the NDC 3.0 process. The NLC's Climate Change and Just Transition Programme has been instrumental in positioning workers as indispensable social partners in climate governance.

The Nigeria Labour Congress (NLC) has developed a comprehensive suite of climate policy documents, encompassing position papers, sector briefs, a Just Transition Charter and an Action Plan. The establishment of a national network of focal points, in conjunction with the extensive alliance-building with media, civil society, government agencies and employers, is indicative of the organization's strategic approach.

Practice in action

- **Developed and consolidated a comprehensive suite of worker-centred climate policy instruments** between mid-2024 and 2025. This suite included an NDC 3.0 Policy Paper, seven priority sector policy briefs, a Just Transition Charter of Demands and a Climate Change and Just Transition Action Plan.
- **Launched and disseminated the aforementioned policy tools** at a National Stakeholders' Meeting in August 2025, ensuring broad visibility, ownership and multi-stakeholder engagement.
- **Established a national network of climate change focal persons across affiliate unions** to connect national policy processes with union leadership and workers at shop-floor level, strengthening grass roots implementation.
- **Built and formalized a broad-based alliance** with development partners, employers' organizations, media and civil society actors, launched following targeted capacity-building for media and leaders of Civil Society Organizations (CSOs) in September 2025.
- **Embedded a network of media practitioners into the climate and just transition programme** to amplify advocacy on climate, social and economic justice, including appointing the NLC National Focal Person as adviser to the media network.
- **Coordinated joint advocacy and knowledge-sharing initiatives with media partners**, including a programme review meeting and advocacy visit in October 2025 as part of the mobilization efforts preceding COP30.
- **Submitted evidence-based policy recommendations on NDC 3.0** to the National Council on Climate Change (NCCC) and contributed the Workers' Charter of Demands to the development of Nigeria's Just Transition Guideline and Action Plan (JT-GAP).
- **Addressed policy perspective gaps** by advocating for recognition of climate change as a workplace issue, promoting a tripartite approach that involves workers, employers and government.
- **Facilitated sustained social dialogue through tripartite advocacy meetings and consultations** with NCCC, the Federal Ministry of Labour and the Nigeria Employers' Consultative Association (NECA) at key policy milestones, both pre- and post-COP.

Impact at a glance

- ▶ Secured, for the first time, formal recognition of workers and trade unions in Nigeria's NDC 3.0 submitted to the UNFCCC on 22 September 2025, marked a significant shift towards inclusive climate governance.
- ▶ Achieved mainstreaming of key labour priorities within the NDC 3.0, including decent work principles, green skills development, the establishment of a just transition implementation framework with trade union participation and targeted support for affected workers and communities.
- ▶ Strengthened the policy framework by clearly defining the role of trade unions as critical actors in advancing a socially inclusive and economically viable just transition.
- ▶ Transformed the NDC development process into a more participatory and inclusive model, resulting in stronger ownership of both the process and outcomes among social partners.
- ▶ Significant evidence of national inclusion in NDC and other Climate Change Policy Framework is the Steering Committee membership of the Nigeria Labour Congress and its affiliates in Nigeria's Beyond Oil and Gas Alliance (BOGA).
- ▶ Increased engagement and buy-in from workers and trade unions, fostering greater commitment to implementing climate actions and achieving NDC targets.
- ▶ Contributed to expected labour-market improvements, including enhanced green skills capacity, expanded access to social protection and better alignment between climate policies and employment outcomes.
- ▶ Demonstrated early quantitative impact through:
 - increased number of workers benefiting from green skills training and capacity-building initiatives;
 - expanded access to social protection mechanisms for workers affected by climate change;
 - measurable improvements in decent work conditions across climate-sensitive sectors.
- ▶ Positioned the labour movement strategically as a pivotal stakeholder in the implementation of climate policy, thereby significantly enhancing the prospects for sustained productivity, resilience and inclusive economic growth.

Why it worked

- ▶ Robust commitment and leadership buy-in, including the appointment of high-level climate champions, ensured sustained momentum, strategic direction and alignment across the trade union movement.

- Co-ownership and inclusive participation across trade unions and stakeholders have been demonstrated to foster trust, legitimacy and shared accountability for results.
- Effective institutional arrangements, such as the Climate Change Network, in conjunction with the coordination of focal persons, has been demonstrated to enhance internal coherence, grass roots engagement and implementation capacity.
- Strategic stakeholder mapping, relationship building and sustained social dialogue (including tripartite engagements) resulted in the creation of policy space and the enhancement of influence on national processes.
- Robust partnerships and alliances with media outlets, civil society organizations and the development community amplified advocacy, expanded reach and provided technical and resource support.
- Evidence-based advocacy, grounded in research, improved credibility and ensured informed, results-oriented interventions.
- Continuous capacity building strengthened resilience, adaptability and the effectiveness of actors across all levels.
- Knowledge sharing, learning and collaboration across networks and partners helped refine approaches, reduce gaps and consolidate progress.

Sustainability

The NLC Climate Change Programme has established robust monitoring, evaluation and reporting mechanisms within its Action Plan. These mechanisms are designed to track progress and ensure accountability. Capacity-building efforts are currently ongoing to equip focal persons dispersed throughout the network with the requisite skills to effectively utilize the aforementioned tools. It is anticipated that the network will undergo consolidation and expansion, encompassing a greater number of unions and vulnerable groups. Additionally, there will be an enhancement in visibility at subnational and local levels. Participation in the Initiative for Climate Action Transparency (ICAT) serves to further strengthen the programme's ability to monitor outcomes and promote long-term sustainability. Furthermore, the NLC has cultivated a variety of partnerships and sponsorship streams to support its activities. Its achievements and milestones have been extensively documented, with over five major documentaries produced to enhance visibility and impact.

The NLC is planning to undertake the implementation of the NDC 3.0 through the execution of specialized campaigns. These campaigns will address issues such as shop-floor organizing for climate justice, with a particular focus on heat stress and OSH, green skills and decent work national audit and the Green Products Affordability Bill, which is currently being developed with the active involvement of members of the National Assembly.



Oman

Context and challenges

Considering climate change being a global phenomenon with accelerating impacts on societies and the labour market, the Sultanate of Oman is taking steps to mitigate its effects. These include adopting a target of achieving net-zero emissions by 2050 and developing a national strategy for mitigation and adaptation to climate change across various development sectors. The country is also witnessing a growing shift towards developing new energy sources such as green hydrogen and renewable energy, including solar and wind.

Rising temperatures represent a major challenge associated with climate change in Oman, particularly for workers in outdoor environments during the summer months. In this context, a regulation is enforced that restricts work at construction sites and other high-heat outdoor locations between 12:30 p.m. and 3:30 p.m. during the months of June, July and August. This measure is grounded in Article 16 (Clause 3) of the Occupational Safety and Health Regulations, with the objective of mitigating risks associated with heat stress.

Notwithstanding the shift towards clean energy sources, a further challenge may emerge in the form of a potential decline in demand for labour in the oil and gas sector in the future. This necessitates the exploration of alternative opportunities and the development of new skills, thereby ensuring a just transition for workers. Furthermore, certain pivotal industries within Oman may encounter challenges in the marketing of their products, a consequence of international restrictions mandating the utilization of clean energy by exporting nations. This could have consequences for companies in the iron, aluminium, fertilizer and certain oil-related industries.

The scarcity of certain water resources, in conjunction with the decline in fish stocks, has the potential to engender challenges for specific traditional occupations and the associated industries⁹.

Role of workers' organizations

The General Federation of Oman Workers (GFWO) was not involved in the preparation of the most recent NDC. However, it participates in national social dialogue structures, such as the joint working group for achieving the Sustainable Development Goals and has engaged in capacity-building

⁹ Sources: The National Strategy for Adaptation and Mitigation of Climate Change (PDF); Oman News Agency (ONA).

activities related to climate change and sustainable development. It is designed to provide support to workers facing restructuring due to climate-related economic changes and to promote stronger involvement in future NDC processes.

Although the role of GFW in the preparation of the NDCs has so far been indirect in nature, it nevertheless plays a supportive role in this framework through its participation in national social dialogue structures, including the joint working group for achieving the Sustainable Development Goals, in addition to its involvement in capacity-building activities related to climate change.

The Federation also continues, in coordination with the relevant institutions in the Sultanate of Oman, to support workers affected by climate-related economic transformations, while working to enhance its level of engagement in the future preparation of the NDCs, in a manner that supports just transition pathways and strengthens partnership in the development of more inclusive climate policies.

Practice in action

- **Participated in several training activities** aimed at strengthening the capacities of the organization. This was done to enable the organization to contribute to reporting and social dialogue related to climate change.

These activities also contributed to building foundational capacities that can support the Federation's future participation in discussions related to climate policies and the preparation processes of the NDCs. Furthermore, they helped enhance GFW's ability to identify and discuss the potential risks that workers may face because of economic restructuring and climate-related transformations.

Impact at a glance

- Raised awareness of labour-market implications of net-zero policies.
- Strengthened preparedness for future participation in NDC development.
- Enhanced union capacity to address the risks of mass termination that are associated with climate policies.
- Improved collaboration with ministries, research institutions and civil society.
- Enhancing the participation of the General Federation of Oman Workers of the Sultanate of Oman in the preparation of the NDCs is a key step towards the integration of a gender perspective into national climate plans. The involvement of the Federation is instrumental in ensuring that the rights of both female and male workers are reflected in transition policies towards a green economy. It also facilitates the planning of gender-responsive measures, including support for groups most vulnerable to the negative impacts of the energy transition and the empowerment of women to benefit equitably from sustainable employment opportunities.

Why it worked

- ▶ As Oman's case demonstrates, the exclusion of entities from NDC processes is a significant finding in its own right. It emphasizes the necessity of incorporating worker participation into institutional frameworks to guarantee that forthcoming climate strategies ensure a just and equitable transition.
- ▶ Built foundational capacity for the purpose of facilitating deeper future engagement in national climate policy.
- ▶ The case of the Sultanate of Oman is significant because it illustrates the diverse ways in which workers' organizations can contribute to climate policy, including through established social dialogue mechanisms. Although the GFW did not participate directly in drafting the NDCs, it worked to get several proposals related to the importance of adopting policies and measures aimed at protecting workers from the impacts of economic transformations and climate change onto the agenda of social dialogue committees. It also sought to promote the inclusion of these issues in relevant national discussions. This approach, together with the GFW's participation in capacity-building activities, contributed to supporting efforts to incorporate a labour dimension into climate policies. It also enhanced opportunities for developing a more comprehensive participation in future NDC preparation processes, in a manner that supports just transition pathways.

Sustainability

To date, no direct challenges related to workers have been recorded within the framework of national climate-related plans. However, it is anticipated that certain future challenges will emerge in conjunction with the transition in energy sources and the shift towards a green economy. This may necessitate the reskilling and upskilling of specific groups of workers for more sustainable occupations.

The discussion and addressing of these aspects could fall within the remit of social dialogue committees, as they provide an institutional framework that brings together the three social partners. The primary function of these committees is to coordinate efforts and develop appropriate policies to improve responses to labour-market changes and to ensure a just and sustainable transition for workers in the affected sectors.



Panama

Context and challenges

In the context of Panama, responsibility for implementing the country's environmental policies lies with the Ministry of Environment. Several sectors in which national policy aims to mitigate vulnerabilities have been identified. These sectors include energy, forests, marine-coastal systems, agriculture, livestock and sustainable aquaculture, circular economy, public health, resilient human settlements, sustainable infrastructure, biodiversity and integrated watershed management. Consequently, climate risks are predominantly evident in the agriculture and tourism sectors, attributable to weather-related phenomena.

The principal climate risks include flooding caused by excessive rainfall, deforestation in watershed areas and poor solid waste management. Furthermore, prolonged dry seasons and elevated temperatures can result in drought, while an increase in pests and diseases has the potential to affect agricultural crops and livestock production.

According to data from the Comptroller General's Office, the informality rate in Panama stands at approximately 49 per cent, encompassing workers in the agriculture and tourism sectors. Consequently, the most significant impacts will be experienced by those populations considered to be highly vulnerable, including youth, women, indigenous peoples and people of African descent.

The national policy framework addressing climate change and just transition is often characterized by a superficial approach, resulting in a conspicuous absence of coherence between approved documents and actual environmental actions or practices. Workers' concerns regarding these issues are largely ignored in national policy and trade unions did not have any institutional participation as key stakeholders in NDC 2.0 and the recent [NDC 3.0](#) cycle.

Role of workers' organizations

In Panama, workers' organizations, most notably **Convergencia Sindical (SC)** and its affiliated sectoral unions are beginning to assume an important, albeit limited, role in climate governance and the development of NDCs. Even though the country faces considerable climate-related challenges, including flooding, drought, deforestation and mounting pressures on agriculture and tourism, trade unions have been marginalized in formal participation in the NDC processes, encompassing NDC 2.0 and NDC 3.0.

Notwithstanding this institutional exclusion, trade unions have established themselves as pivotal actors in advancing a just transition. They represent workers employed in highly vulnerable sectors, especially agriculture, tourism and in the informal economy, which accounts for almost half of the labour market. These groups are disproportionately affected by climate change, including women, youth, indigenous peoples and people of African descent.

Practice in action

- ▶ **Participated in capacity-building initiatives** pertaining to the just transition and NDCs, including in ILO training (2024) and the **organization of two national workshops** on the just transition and trade union advocacy, with the objective of enhancing policy engagement capacities (March and June 2025).
- ▶ **Implemented a rural youth empowerment programme** focused on environmental protection in the Cerro Monte Verde water reserve (2024).
- ▶ **Organized awareness-raising campaigns** with the aim of highlighting the occupational safety and health risks associated with climate change, including activities around the International Workers' Memorial Day on 28 April.
- ▶ **Organized community-based environmental education initiatives** in rural schools, using storytelling and art to promote water resource conservation.
- ▶ **Developed strategic alliances** with non-governmental organizations (NGOs), indigenous groups and community organizations to strengthen advocacy and outreach.
- ▶ **Engaged in public campaigns and environmental actions**, including the protection of water reserves and participation in international climate-related forums and trade union platforms.
- ▶ **Communicated trade union strategies** through social media campaigns, public events and youth-led initiatives.

Impact at a glance

- ▶ Young trade unionists trained and equipped with knowledge on NDCs and just transition.
- ▶ Enhanced technical expertise possessed by trade unions regarding NDC-related issues.
- ▶ Partnerships with organizations that are active in the fields of climate change mitigation and adaptation has been established and consolidated.
- ▶ Recognition of young people as actors in climate processes, with NDC 3.0 acknowledging the role of "organized youth" as stakeholders.
- ▶ Enhanced involvement of marginalized groups, such as rural workers, those engaged in the informal economy and indigenous communities, in climate-related initiatives.
- ▶ Enhanced awareness of climate-related occupational risks among workers achieved through the implementation of targeted campaigns and training programmes.
- ▶ Strengthened union presence in national and regional climate dialogue spaces, including climate weeks and pre-COP events.
- ▶ Promoted environmental protection initiatives with tangible local impact, particularly in the domain of water resource conservation.

Why it worked

- Several factors explain the effectiveness of this trade union engagement, despite the presence of structural barriers. Firstly, the existence of an internal policy framework on sustainable development enabled Convergencia Sindical to act proactively, despite the absence of formal inclusion in NDC processes.
- Secondly, the strong youth involvement has been a driving force. The role of youth committees in this regard has been instrumental in promoting awareness, participating in international forums and facilitating the connection between local initiatives and global climate agendas. The engagement of these actors has also served to enhance the relevance of trade union action in the context of climate debates.
- Thirdly, the role of alliances has been found to be of pivotal significance. Collaborations with NGOs, community organizations, indigenous groups and international partners such as the ILO have enabled unions to expand their influence and access to resources. This multi-stakeholder approach has compensated for limited government cooperation and weak social dialogue mechanisms.
- Fourthly, the emphasis on pragmatic, community-based initiatives, including environmental education, rural projects and occupational safety campaigns, has embedded climate action in the day-to-day realities of workers. This has enhanced legitimacy and engagement at the grass roots level.
- Finally, innovation in communication, including the use of storytelling, cultural activities and social media, has resulted in a broadening of outreach and greater accessibility of climate issues to diverse audiences.

Sustainability

Trade unions in Panama have established a foundation for sustained engagement through strengthened technical capacity, internal structures and ongoing training, particularly for young leaders.

Initiatives, such as the conservation of the Cerro Monte Verde water reserve, illustrate the efficacy of community-based action in terms of its maintenance and replicability.

The maintenance of ongoing collaborations with civil society and international organizations has been identified as a key factor in supporting long-term advocacy and the mobilization of resources. Although formal inclusion in NDC processes remains limited, improved capacities and growing recognition of youth create opportunities for stronger future participation.



Philippines

Context and challenges

In November 2025, the Philippines faced a state of national calamity after two successive super typhoons, Kalmaegi and Fung-Wong, struck within 48 hours. This occurred just a month after a devastating 6.9-magnitude earthquake had hit Cebu in the Visayas. The typhoons made multiple landfalls, resulting in record-breaking rainfall, destructive winds and storm surges. The result was severe flooding, widespread destruction of homes, livelihoods and infrastructure and significant loss of life, clear evidence of escalating climate change impacts.

Disasters resulting from climate change have been shown to have a detrimental effect on workers, through displacement, injury, or death, as well as loss of income and increased mental health challenges such as anxiety and depression. Rising temperatures further compound risks, leading to heat exhaustion, heatstroke and dehydration, particularly among outdoor workers and those in poorly ventilated environments. These conditions have been shown to have a detrimental effect on labour productivity and to heighten the risk of job loss and insecure employment. In many cases, this has resulted in workers being compelled to seek alternative livelihoods elsewhere.

The labour market has also been subject to significant disruption. Industries that are dependent on stable weather patterns are susceptible to disruptions to infrastructure, assets and supply chains. The decline in productivity engenders a state of business uncertainty, which can result in closures or relocation, necessitating new investments and competencies that the workforce may not inherently possess.

The impacts are not distributed equally across the various groups. Those engaged in outdoor work are often subject to greater income losses, while women, particularly in informal, low-paid employment, face heightened vulnerability and increased unpaid care responsibilities. It is evident that seasonal workers and the self-employed are particularly exposed to income instability and rising poverty risks.

Role of workers' organizations

The Associated Labour Unions (ALU) and the Trade Union Congress of the Philippines (TUCP) have been involved in the government process of developing the country's just transition framework. The Department of Environment and Natural Resources (DENR), with support from the Asian Development Bank (ADB), is leading this effort, while the Department of Labour and Employment (DOLE) is serving as co-chair of the Just Transition

Technical Working Group (TWG). The proposed framework is consistent with NDCs and the National Adaptation Plan (NAP). In the period following its launch in late 2024, three regional consultations were held in 2025, specifically Clark for Luzon, Cebu for Visayas and Davao for Mindanao. Representatives from ALU's education team were involved in all three activities. The focal point of the consultations pertained to the localized impacts of decarbonization, the energy transition and adaptation efforts. A central tenet of these consultations was to ensure that the aforementioned transitions do not exacerbate poverty and inequality.

Practice in action

- **Contributed to the development of the young people's position paper for the 2024 Conference of the Parties to the UNFCCC (COP29)** through its youth leaders, who are part of the ILO's Youth for Just Transition (Y4JT) network.
- **Submitted ALU's position paper to the Department of Environment and Natural Resources (DENR)** in response to the call for workers' inputs to the framework, to be launched during the ASEAN 2026 Summit. ALU and TUCP are both involved in several groups that are working to secure a place in the process and to ensure that workers' contributions are recognized.
- **In 2024, Y4JT was responsible for the organization of the local Conference of Youth in the Philippines** and presented the position paper to the government representatives of the Philippines during COP29 in Azerbaijan.
- **Engaged with several NDC pillars**
 - Mitigation: Engagement in energy, transport, mining and manufacturing transitions.
 - Adaptation: Advocacy for livelihood protection and community resilience through social dialogue initiatives of the National Anti-Poverty Commission's (NAPC) Formal Labour and Migrant Workers Sector Council (where ALU and TUCP sits as one of its members).
 - Means of Implementation: Skills training and reskilling provisions through collective bargaining agreements (CBAs) and green jobs HRD alignment.
 - Social Dialogue: Institutional participation in TWG consultations and policy lobbying.
 - Decent Work: Collective bargaining integration, worker protection in digital and green transitions.

TUCP passed a House Resolution (No. 1173), which signifies the commitment of the House of Representatives to the promulgation of a Just Transition Framework to ensure that no worker is left behind.

- **Integrated just transition principles into collective bargaining agreements (CBAs) and union education systems.**

Impact at a glance

- ▶ Institutionalized trade union participation in national climate governance processes, including the Just Transition (JT) Framework and NDCs.
- ▶ Achieved multilevel workers' outreach from the grass roots to national policymaking platforms.
- ▶ Strengthened use of social dialogue as a core mechanism in climate and NDC implementation.
- ▶ Reinforced commitment to a “no worker left behind” approach in decarbonization and transition policies.

Why it worked

- ▶ Scalable approach: Just transition provisions that were embedded in collective bargaining agreements and training materials can be readily replicated across various sectors and regions.
- ▶ Robust partnerships: Collaboration with government entities (DENR, DOLE), the ILO and the ADB, enabled influence in formal policy processes.
- ▶ Relevance to workers' needs: Direct link to members' priorities (livelihoods, protection, skills) ensured legitimacy and engagement.
- ▶ Capacity building: Participation enhanced unions' institutional capacity to engage in climate governance.
- ▶ Effective representation: Structured participation (e.g., TWG, consultations, NAPC platforms) ensured workers' voices shaped outcomes.

Sustainability

The initiative demonstrates considerable sustainability prospects by integrating just transition principles into existing systems, such as CBAs, union education and national policy frameworks, rather than implementing stand-alone activities. It is vital to emphasize the importance of sustained involvement in government-led processes, including the finalization and implementation planning of the just transition framework, as well as ongoing capacity-building initiatives. These measures ensure that the outcomes achieved will endure beyond the NDC cycle. The institutionalization of social dialogue and the establishment of formal roles for trade unions serve to further facilitate long-term monitoring, adaptation and ownership of results.



Somalia

Context and challenges

Climate change and environmental degradation are directly and significantly reducing employment opportunities and incomes in Somalia. It is an established fact that climate-related disasters, such as droughts, floods and rising temperatures, have a detrimental effect on agricultural output, livestock, fisheries and small businesses. The inevitable result of this is a decline in employment, reduced productivity and unstable earnings for workers. The repercussions of these shocks manifest indirectly through the escalation of food prices, the displacement of populations to urban areas and the intensification of competition for limited employment opportunities, consequently leading to an increase in individuals engaged in informal and insecure work, offering minimal or no protection.

Key climate risks include recurrent droughts, erratic rainfall, flash floods, water scarcity, insecurity, land degradation and deforestation. The pursuit of unsustainable practices, such as charcoal production, has been identified as a key factor contributing to the exacerbation of environmental damage and the erosion of natural resource-based livelihoods. Furthermore, extreme weather events have been demonstrated to engender elevated levels of occupational health and safety risks for those engaged in outdoor work, while concomitantly disrupting markets, transport systems and local supply chains.

The sectors most affected by this phenomenon include agriculture, pastoralism, fisheries, small-scale trade, transport and other activities that dominate the informal economy. Those engaged in work within the informal economy are acutely vulnerable due to the absence of formal employment contracts and adequate social protection measures. The evidence suggests that women are concentrated in low-paid, informal work and face added care burdens during crises. It has been demonstrated that young people are more likely to experience elevated levels of unemployment when climate-related shocks result in reduction in available opportunities. It is also notable that rural workers and internally displaced persons are among the most vulnerable groups.

In the contemporary context, national priorities have evolved to incorporate a nexus between climate action and labour concerns. As outlined in Article 55 of the Environmental Management and Protection Act, the establishment of a Just Transition Policy is mandated, with this policy being based on social dialogue and in accordance with international standards. The National Transformation Plan (NTP) 2025-2029 establishes the realization of a just transition as a national priority. In alignment with this, Somalia's [NDC 3.0](#) promotes the creation of green jobs, the development of skills, the establishment of livelihoods that are climate-resilient, social dialogue and stronger social protection with dedicated budget allocation of USD 200 million for a just transition, aiming to protect workers while supporting a fair transition to a sustainable economy.

Role of workers' organizations

The Federation of Somali Trade Unions (FESTU) identified just transition as a core priority, establishing a connection between climate action, workers' rights, decent work and social protection. It has developed policy positions and advocacy strategies that are aligned with international guidance and is actively engaged in national policy discussions with government, Parliament and social partners.

FESTU has reinforced its internal structures to address climate issues, including appointing focal points and planning the establishment of a dedicated unit on climate change and just transition. In addition, efforts have been made to enhance the capacity of trade union leaders regarding their involvement in both domestic and international climate forums.

The organization plays a direct role in policy processes, including contributing a just transition stand-alone article in the Environmental Management and Protection Act. Furthermore, the organization engages with both the Federal Government and both houses of the Federal Parliament in the spirit of social dialogue through the support of Mondiaal FNV¹⁰. It has been observed to meaningfully participate in tripartite and tripartite-plus dialogue, collaborating with partners such as the ILO, the International Trade Union Confederation (ITUC) and Mondiaal FNV. FESTU successfully engaged in lobbying activities that resulted in the designation of just transition as a national priority with the NTP, the key national development agenda. In addition, FESTU was commissioned by the Government of Somalia to lead the development of the just transition component of NDC 3.0.

Practice in action

- ▶ **Ensured that workers were recognized as key stakeholders** in climate governance and advocated for systematic consultation of workers and employers in the design and implementation of NDC measures.
- ▶ **Promoted the inclusion of just transition principles** in NDC 3.0 and national frameworks (law and NTP).
- ▶ **Aligned climate policies with employment, labour standards and social protection.**
- ▶ **Provided technical inputs**, policy recommendations and evidence linking climate action to jobs and skills development.
- ▶ **Conducted awareness campaigns, trainings and sectoral consultations** encompassing 12 economic sectors to strengthen understanding of climate impacts and inform policy positions.
- ▶ **Engaged ministries and policymakers** at national and state levels to promote green jobs, reskilling and worker protection.

¹⁰ [About Mondiaal FNV - FNV.](#)

- **Tackled challenges** such as limited capacity, weak coordination and low awareness by leveraging ILO and trade union partnerships and using concrete worker-based evidence to inform policy debates.
- **Mainstreamed** labour rights, occupational safety and health and social protection into climate frameworks.

Impact at a glance

- The status of FESTU and its affiliated unions has transitioned from observers to recognized stakeholders within the ambit of national climate governance. The involvement of trade union representatives in consultations pertaining to the development of NDC 3.0, NTP and legal frameworks has been facilitated through social dialogue. This involvement has been instrumental in the strengthening of participatory processes and the institutionalization of workers' voices in climate policy discussions.
- A measurable process change was evidenced by the formal integration of Just Transition language and labour considerations into national climate and development frameworks. Article 55 of the Environmental Management and Protection Act establishes the legal foundation for a National Just Transition Policy, thereby underscoring the labour dimension of NDC implementation.
- Trade union advocacy helped ensure that climate measures are framed not only as environmental targets but also as opportunities for green job creation, reskilling and protection of workers in climate-sensitive sectors such as agriculture, pastoralism and the informal economy.
- Social dialogue mechanisms were reinforced, with more regular engagement between ministries responsible for environment, labour and planning and workers' representatives. This improves policy coherence and increases the likelihood that NDC measures are realistic and socially acceptable.
- Broader effects for workers include better recognition of employment impacts in climate policy, increased prospects for green jobs in renewable energy, sustainable agriculture and waste management and stronger emphasis on social protection and skills programmes for workers affected by climate and environmental shocks. Over time, this supports a more resilient labour market, reduced vulnerability and greater stability for Somali workers and their families.

Why it worked

- ▶ Grounded in Somalia's labour-market realities, linking climate change to jobs, income, displacement and security - making it relevant beyond environment issues.
- ▶ Strong social dialogue, engaging government, parliament and employers through tripartite consultations, building trust and positioning unions as solution-oriented partners.
- ▶ Combined grass roots mobilization with high-level policy engagement, ensuring both worker legitimacy and credibility in national processes.
- ▶ Partnerships with the ILO and trade union networks provided expertise, comparative experience and tools for evidence-based advocacy.
- ▶ Integrated climate with labour rights, decent work, skills, social protection and OSH, in alignment with national priorities on resilience and recovery.
- ▶ The legal and policy anchoring (e.g., Article 55, national frameworks) ensured durability beyond individual initiatives.
- ▶ Strengthened workers' organizations by increasing their capacity, institutional role and influence in climate and development policy.

Sustainability

The sustainability of the approach has been demonstrated by the following: first, its firm foundation in national law; secondly, its solid anchoring in institutional structures; thirdly, its alignment with national development priorities; and fourthly, its integration into long-term policy frameworks. The incorporation of the Just Transition concept within Article 55 of the Environmental Management and Protection Act, along with its integration into Somalia's NDC 3.0 and National Transformation Plan, establishes a robust legal and policy foundation for ongoing actions that extend beyond the scope of individual projects.

The concept of sustainability is further reinforced by the strengthening of trade union capacity and its institutionalization within FESTU. This institutionalization includes the training of leadership, the designation of focal points and the formulation of plans for a dedicated unit on climate and just transition. These investments facilitate sustained engagement, monitoring and advocacy over time.

Finally, the approach is founded on social dialogue and extensive partnerships with Government, employers and international organizations, thereby ensuring sustained stakeholder engagement and coordination. The approach demonstrates the potential for a coherent framework to support long-term implementation and adaptability by aligning climate, labour and development policies.

Ten recommendations for trade union involvement in NDCs

These recommendations synthesize the strongest and most recurrent lessons from the 10 countries.

1. Develop a trade union just transition strategy early

Trade unions should proactively prepare their own climate and just transition road maps to ensure preparedness and influence, even when not formally invited. This was evident in Kazakhstan and Nigeria and in Somalia, where trade unions played a leading role in shaping the Just Transition component of NDC 3.0.

2. Use established social dialogue platforms

Tripartite bodies, General Agreements and sectoral bargaining should be used to mainstream NDC-related labour protections. Kazakhstan and Georgia demonstrate this clearly, while Somalia and the Philippines show how structured dialogue platforms and technical working groups can institutionalize worker participation in climate governance.

3. Build evidence-based policy positions

Conduct research, skills assessments and policy analysis to support union proposals with credible data. Nigeria provides a strong example, while Somalia and Panama show how evidence and community-level inputs can strengthen advocacy, even where formal access is limited.

4. Prioritize reskilling and income-protection measures

Trade unions should demand retraining programmes, green skills pathways and income safeguards for vulnerable workers. This is critical in Kazakhstan and Georgia and equally relevant in India and the Philippines, where workers face productivity loss, job displacement and increasing climate-related risks.

5. Construct broad alliances beyond the labour movement

Partnerships with civil society, academia, youth groups, media and international organizations increase influence and legitimacy. Azerbaijan and Nigeria demonstrate strong alliance-building, while Panama and India highlight how such partnerships can compensate for weak institutional inclusion.

6. Engage international organizations for technical backing

ILO frameworks, ITUC support and global platforms provide leverage for national advocacy. This is evident in Azerbaijan and Kazakhstan and also in India and Somalia, where international engagement helped strengthen trade union capacity and visibility.

7. Anticipate transition risks in vulnerable sectors and regions

Trade unions must advocate early for alternative development plans in sectors such as coal, agriculture, tourism and fisheries. Georgia and Kazakhstan highlight risks in fossil-fuel regions, while Panama, Somalia and the Philippines show similar vulnerabilities in agriculture, informal economies and climate-exposed sectors.

8. Strengthen internal trade union structures for climate action

Establish focal points, dedicated units and training systems to ensure sustained engagement. Nigeria provides a strong model, while Somalia and India demonstrate the importance of building internal coordination mechanisms to scale up influence.

9. Advocate for worker representation in NDC governance

Trade unions should push for formal roles in NDC committees, just transition frameworks and climate planning bodies. The Philippines and Somalia demonstrate how institutional participation strengthens outcomes, while Panama and Oman highlight the need to address gaps where such representation is still absent.

10. Ensure inclusion of women, youth, workers in the informal economy and vulnerable groups

Inclusive representation strengthens legitimacy and ensures climate policies protect all workers. Nigeria and Oman highlight gender and inclusion dimensions, while India, Panama and Somalia emphasize the importance of addressing informality, youth vulnerability and marginalized communities.

Follow-up and future engagement

Follow-up and future engagement on NDC implementation should focus on translating commitments into concrete, measurable outcomes that deliver both climate-related and social benefits. Trade unions have a critical role to play in ensuring that implementation processes remain inclusive, transparent and grounded in the realities of the labour market.

A key priority is the institutionalization of social dialogue within NDC implementation frameworks. Trade unions should be formally represented in national coordination bodies, just transition mechanisms and sectoral implementation platforms to ensure that workers' perspectives inform decision-making at all stages. This includes active engagement in the design of policies related to green jobs, skills development, occupational safety and health and social protection. The ILO's mapping of second- and third-generation NDCs shows a notable increase in references to social dialogue and tripartism, rising from 19 per cent to 43 per cent. However, only 11 per cent of NDCs 3.0 explicitly mention workers' organizations, indicating that significant gaps remain in engaging trade unions and that further efforts are needed to address this.

To encourage international cooperation and strengthen social dialogue among governments, workers' and employers' organizations to accelerate a just transition, a [Call to Action: fostering social dialogue for a just transition to a resilient low-carbon economy](#) was signed at the 2024 Hamburg Sustainability Conference. It is a powerful appeal to step up joint action for a sustainable future, fostering innovative solutions and promoting social dialogue. The Call is open to endorsement by governments and other relevant public institutions, regional bodies, international and national employers' and workers' organizations, international organizations and NGOs.

Monitoring and accountability mechanisms must also be strengthened. Trade unions can contribute to worker-led monitoring of NDC implementation, helping to track impacts on employment, working conditions and vulnerable groups. This should be supported by improved data collection, including labour-market indicators linked to climate actions.

Capacity-building remains essential to enable effective engagement. Continued training and knowledge-sharing at national, regional and international levels will help trade unions develop evidence-based positions and respond to evolving climate policies.

Finally, engagement in global climate processes and workstreams to address specific aspects of climate change, including future Conferences of the Parties (COPs) and [the Just Transition Work Programme \(JTWP\)](#), is crucial. These platforms provide opportunities to influence international agendas, share experiences and reinforce the importance of a just transition.

Sustained social dialogue, worker-led monitoring and continuous capacity-building are essential. As these case studies show, when workers are at the table, climate action becomes more ambitious, more equitable and more effective.

Trade unions are among the largest democratic movements in the world; we should count them in. It is essential for democracy, critical for a just transition and vital for the climate.

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