

王 谋 Wang Mou

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2022年12月,《联合国气候变化框架公约》第27届缔约方大会1号决议50-53段,授权建立"公正转型工作计划"

COP27, 1CMA/4, paragraph 50-53, agreed to establish a "just transition work programme"

2021年11月,《联合国气候变化框架公约》第26届缔约方大会1号决议第20段提出,"呼吁各缔约方加快开发、部署和推广技术,并采取政策,向低排放能源体系过渡""与此同时,向最贫穷和最脆弱的地区和人群提供支持,识别这些地区和人群实现公正转型所需要的支持"。

In November 2021, paragraph 36 of 1CMA.3 Calls upon Parties to accelerate the transition towards low-emission energy systems, including by rapidly scaling up the deployment of clean power generation and energy efficiency measures, including accelerating efforts towards the phasedown of unabated coal power and phase-out of inefficient fossil fuel subsidies, while providing targeted support to the poorest and most vulnerable in line with national circumstances and recognizing the need for support towards a just transition

八、实施-公正转型的途径

- 1. 确认 可持续和公正的气候危机解决方案必须建立在所有利益相关方有意义和有效的社会对话和参与的基础上; 并且 注意到全球向低排放转型为可持续经济发展和消除贫困提供了机遇和挑战;
- 2. 强调 公正和公平转型应包括能源、社会经济、劳动力和其他方面的转型,推进这些领域的转型,需要以各国确定的优先发展事项为基础包括各国社会保护政策,以减轻转型发展可能带来的潜在影响,并且突出强调社会团结和社会保护有关的政策工具在减轻转型措施影响方面的重要作用;
- 3. 决定基于《巴黎协定》第二条第2款,制定关于<u>公正转型工作方案</u>,以讨论实现《巴黎协定》第二条第1款所述目标的路径; 要求SBI和SBSTA就此提出决定草案,供缔约方在《巴黎协定》第五次缔约方会议审议和通过,该工作方案的实施应基于和补充《公约》和《巴黎协定》下的相关工作,包括紧急提高减缓力度并扩大实施的减缓工作方案;
- 4. 决定从《巴黎协定》第五次缔约方会议开始,**每年举行一** 次公正转型高级别部长级圆桌会议; 圆桌会议也是公正转型工作方案所包含的工作内容。

- 50. Affirms that sustainable and just solutions to the climate crisis must be founded on meaningful and effective social dialogue and participation of all stakeholders and *notes* that the global transition to low emissions provides opportunities and challenges for sustainable economic development and poverty eradication;
- 51. *Emphasizes* that just and equitable transition encompasses pathways that include energy, socioeconomic, workforce and other dimensions, all of which must be based on nationally defined development priorities and include social protection so as to mitigate potential impacts associated with the transition, and *highlights* the important role of the instruments related to social solidarity and protection in mitigating the impacts of applied measures;
- 52. Decides to establish a work programme on just transition for discussion of pathways to achieving the goals of the Paris Agreement outlined in Article 2, paragraph 1, in the context of Article 2, paragraph 2, and requests the Subsidiary Body for Implementation and the Subsidiary Body for Scientific and Technological Advice to recommend a draft decision on this matter for consideration and adoption by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its fifth session, with the work programme to be implemented in a manner that builds on and complements the relevant workstreams under the Convention and the Paris Agreement, including the work programme for urgently scaling up mitigation ambition and implementation;
- 53. *Decides* to convene, as part of the work programme on just transition, an annual high-level ministerial round table on just transition, beginning at its fifth session;

公正转型问题的提出 Development of JT under UNFCCC

"公正转型"一词出现于20世纪70年代末,当时美国石油、化学和核能工人工会为那些工作机会受到环境监管威胁的工人寻求支持

The term "JT" appeared in the late 1970s, when the United States Petroleum, Chemical and Nuclear Workers' Union sought support for workers whose jobs were threatened by environmental regulations 在随后的《坎昆协议》 (2010)、《巴黎协定》 (2015)中,公正转型 问题也均有所体现 The term "JT" reflected In the Cancun Agreement (2010) and Paris Agreement (2015)

2015

转型 机制 得以3 At C arran syste institu discu unde frame UNFC

2019年马德里缔约 方大会上, 气候公 约框架下对于公正 转型问题系统化、 机制化讨论的安排 得以延续 At COP25 in, the arrangements for systematic and institutionalized discussions on JT under the framework of the UNFCCC were continued

2019

2022

-

1970s

《联合国气候变化框架公约》京都会议上,公正转型概念被首次引入国际气候治理进程

1997

At the Kyoto Conference of the United Nations Framework Convention on Climate Change, the concept of Just transition was introduced into the global climate regime for the first time

2018年,卡托维兹气候变化大会通过了《团结和公正转型西里西亚宣言》& 成立卡托维兹专家委员会

In 2018, the Katowitz Climate Change Conference release the Silesia Declaration on Solidarity and JT & establish KCI 公约下授权建立"公 正转型工作计划" Mandate the establishment of a "just transition work programme"

公正转型的定义

- 由于对公正转型的覆盖领域、内涵、涉及对象的理解尚有不同,**目前公正转型并没有一个比较统一的界定**。
- 从覆盖领域来看,最开始公正转型"主要针对那些工作机会受到石油、化学和核工业环境监管威胁的工人"。
- 从内涵来看,公正转型既要关注由于气候环境变化导致的直接就业损失,如气候变化导致景区关键景观破坏和基础设施损毁,景区无法继续经营造成的就业岗位减少;更要关注气候政策实施所导致的部分传统产业萎缩和全产业链就业机会减少,以及转型期由于部分资源、能源价格上涨,增加的脆弱人群的生活负担。
- 从涉及对象来看,有的研究认为公正转型特指人的转型、劳动力市场的转型,也有观点认为公正转型还包括区域经济或者是城市经济的整体转型,是一个更加宏观的概念,不仅包括就业转型也包括经济发展方式的转型。

no unified definition of the Just transformation at present.

Boundary: the initial just transformation "is mainly aimed at workers whose job opportunities are threatened by environmental regulation in the oil, chemical and nuclear industries".

Focus: including the direct loss (economu, employment etc.) caused by climate change, and also the shrinkage of some traditional industries and the reduction of employment opportunities in the whole industrial chain caused by the implementation of climate policy, as well as the increased living burden of vulnerable people due to the rise of some resources and energy prices during the transition period.

Object: some refers specifically to the transition of people and the labor market, while others view JT also includes the transformation of the regional economy or the urban economy, which is a more macro concept, including not only the transformation of employment but also the transformation of economic development mode.

公正转型的定义 Definition of Just Transition

"公正转型"定义为:由于人为引起的 气候与环境变化以及相应的治理进程 导致的行业性萎缩、工作机会损失乃 至地区经济发展困境,需要通过综合 的经济与社会发展措施,包括转型规 划、社会保障、投资、教育培训等, 帮助面临发展困境的人群和地区实现 有尊严的、高质量的转型,在气候与 环境治理进程中以最低的社会福利损 失实现人和地区的可持续发展。

王谋, 《人民论坛》2022年第8期

Human-induced climate and environmental changes and the corresponding governance process might result in industrial shrinkages, job losses and economic difficulties in some regions. "Just transition" is about helping people and regions facing such challenges make a decent and quality transition, through the use of comprehensive economic and social development measures, including transition planning, social security, investment, education and training ect, so as to help population and regions achieve sustainable development in the process of climate and environmental governance at the minimum loss of social welfare

WANG Mou(2022)

公正转型问题的重要性 Importance of JT



第一, 体现人文关怀, 关注弱势群体

Reflect humanistic care and pay attention to vulnerable groups

第二,为政策实施减少阻力,有利于提高政策执行效率

Pave the way for mitigation policy implementation and improve the efficiency of policy implementation

第三,促进人和社会可持续发展

Promoting sustainable human and social development

欧洲绿色协议中的公正转型



■ 2019年12月11日, 欧盟委员会发布了新的发展战略文件《欧洲绿色协议》

On December 11, 2019, the European Commission issued a new development strategy document, the European Green Deal

■ 协议特别指出,欧盟未来的转型发展必须建立在公正和包容的基础上,要以人为本,关注那些面临经济转型发展挑战最大的地区、行业和工人,这些人群和地区对新政实施的信心和信任至关重要,可能影响新政实施的质量和效率。新政在各关键领域提出了相应的政策措施,涵盖了能源、工业、建筑、交通、农业、生态系统、污染物治理等领域

The transition and development of the EU must be based on fairness and inclusiveness. It should be people-oriented and pay attention to the regions, industries and workers that face the greatest challenges of economic transformation and development. The confidence and trust of these groups and regions in the implementation of the New Deal is crucial, which may affect the quality and efficiency of the implementation of the Green Deal

■ 两大保障机制,即"资金支持"和"公正转型",并且强调需要加强 国家、地区、城市、公民社会和行业与欧盟机构和咨询机构密 切合作,共同推进以"一个都不落下"为宗旨的公正转型政策的实 施。

公正转型平台 (JTP)



2020年6月29日欧盟委员会正式建立了"公正转型平台(JTP)",该平台是《欧洲绿色新政》下建立的工作机制,旨在为化石燃料密集生产和使用地区的公共、私营部门和个人提供技术咨询。公正转型平台的一个核心工作是帮助欧盟国家制定到2030年的各自的公正转型计划,这些计划将直面淘汰化石燃料以及高碳排放产品和技术相关进程可能带来的社会经济影响,分析转型发展、技能培训和环境恢复的政策和资金需求,并为公正转型的各项议程和活动制定明确的时间表。

2020 Just Transition Platform to help EU countries formulate their own just transformation plans by 2030

公正转型机制 (JTM)



• 公正转型机制 (JTM) 是确保向气候中性经济过渡的一个关键工具,目标是以公平的方式进行,不让任何人掉队。它提供有针对性的支持,帮助在2021-2027年期间受影响最严重的地区筹集约550亿欧元经费支持,以减轻绿色转型发展的社会经济影响。该机制由三个支柱组成:公正转型基金、"投资欧盟 (InvestEU)"下的公正转型计划以及与欧洲投资银行(EIB)的贷款机制,预计JTM将筹集集至少1000亿欧元用于欧盟地区的公正转型。这些资金将重点关注受气候变化影响最大的地区,支持的类型将包括对中小企业提供支持、清洁技术研发、可再生能源发展、能效技术的研发和应用以及工人再就业技能培训等。

JTM



A new Just Transition Fund

of €19.2 billion in current prices, is expected to mobilise around EUR €25.4 billion in investments.



InvestEU "Just Transition" scheme

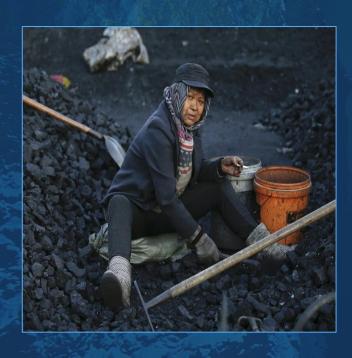
will provide a budgetary guarantee under the InvestEU programme across the four policy windows and an InvestEU Advisory Hub that will act as a central entry point for advisory support requests. It is expected to mobilise €10-15 billion in mostly private sector investments.



A new Public Sector Loan Facility

will combine €1.5 billion of grants financed from the EU budget with €10 billion of loans from the European Investment Bank, to mobilise €18.5 billion of public investment.

我国如何看待公正转型



- 我国面临紧迫的公正转型问题
- 在第26届缔约方会议《格拉斯哥协议》中,各缔约方已就减少煤炭使用达成共识。相较之前的文件中减少"化石燃料"使用的提法,减少"煤炭"及相应设施的使用已经被明确写入气候公约的决定文件中,更加明确地开启了全球减煤、去煤的进程

COP26 started the process of global coal reduction and removal, coal still occupy more than 50% of China's primary energy consumption

从国内应对气候变化进程来看,习近平总书记在2020年第75届联合国大会上,提出中国将于2030年前实现碳达峰、2060年前实现碳中和的"双碳"目标。要实现该承诺,中国必须持续推动能源结构和产业结构的调整,加快煤电退出,这将会对部分就业群体和对化石能源产业依赖度高的地区带来一定冲击

To achieve the dual-carbon goal, China must continue to promote the adjustment of energy structure and industrial structure, and accelerate the withdrawal of coal, which will have a certain impact on some employment and regions with high dependence on fossil energy industry

从煤炭行业发展和就业的数据来看,煤炭在我国一次能源消费中的占比逐年下降,由2012年的68.5%,下降到2020年的56.8%,从就业数据来看,我国煤炭行业从业人数已经由2013年最高值530万从业人员,下降到2020年268万,基本下降了一半。可见煤炭行业转型发展之快,公正转型问题之急迫

The proportion of coal in China's primary energy consumption has declined year by year, from 68.5% in 2012 to 56.8% in 2020. From the employment data, the number of employees in China's coal industry has dropped by half from the highest of 5.3 million in 2013 to 2.68 million in 2020. It can be seen that the transformation and development of the coal industry is fast, and the problem of fair transformation is urgent

公正能源转型 Just Energy Transition

主要内容	南非 South Africa	印度尼西亚 Indonisia	越南 Vitnam		
签订时间	2021.11.2	2022.11.15	2022.12.14		
资金规模 Scale	85亿美元	200亿美元	155亿美元		
建立经济体 Partners	国际合作伙伴集团: 欧盟、德国、法国、英国、美国 International Partner Group:EU, Germany, France, UK, USA	国际合作伙伴集团:日本、美国、加拿大、丹麦、欧盟、法国、德国、意大利、挪威和英国 International partner groups: Japan, the United States, Canada, Denmark, the European Union, France, Germany, Italy, Norway and the United Kingdom			
资金来源 见表2		50%将由国际伙伴集团(IPG)成员动员的公共资金,至少50%的私人资金将由格拉斯哥净零金融联盟(GFANZ)(包括七个全球金融机构,美国银行、花旗银行、德意志银行、汇丰银行、麦格理银行、MUFG和渣打银行)工作组推动 50% of the public funds to be mobilized by members of the International Partnership Group (IPG), and at least 50% of the private funds will be promoted by the working group of Glasgow Net Zero Financial Alliance (GFANZ) (including seven global financial institutions, Bank of America, Citibank, Deutsche Bank, HSBC, Macquarie Bank, MUFG and Standard Chartered Bank)			
Sources		公共资金的三分之一由多边发展银行和气候投资基金出资,其中气候投资基金已经出资5亿美元 One third of public funds are funded by multilateral development banks and climate investment funds, of which US \$500 million has been invested by climate investment funds			

¹¹ https://www.mayerbrown.com/en/perspectives-events/publications/2022/11/indonesia-jetp-accelerating-indonesias-decarbonisation-timeline?utm_source=mondaq&utm_medium=syndication&utm_term=Energy-and-Natural-Resources&utm_content=articleoriginal&utm_campaign=article

南非JETP资金来源(百万美元)

US\$ millions	Grants / TA	Concessional Loans	Commercial Loans	Guarantees	Total (source)
CIF/ACT (\$500m to leverage an additional \$2.1bn)	50	2 555	0	0	2 605
European Union – EIB	35	1 000	0	0	1 035
France	2.5	1 000	0	0	1 002.5
Germany	198	770	0	0	968
United Kingdom	24	0	500	1 300	1 824
United States ¹⁴¹	20.15	0	1 000	0	1 020.15
Total (instrument)	329.7	5 325	1 500	1 300	8 455

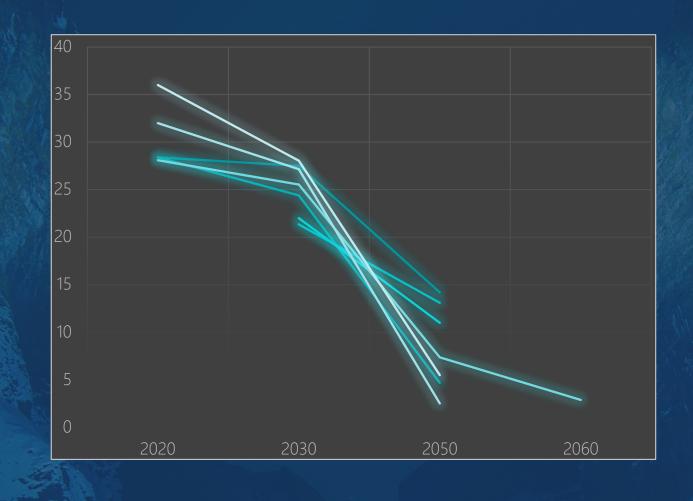
资料来源: South Africa's Just Energy Transition Investment Plan

South Africa's president Cyril Ramaphosa has repeatedly said his government would only accept a deal that offered good terms. Most of the money should come as grants, he said shortly after Cop26, and any loans should be at concessional rates.

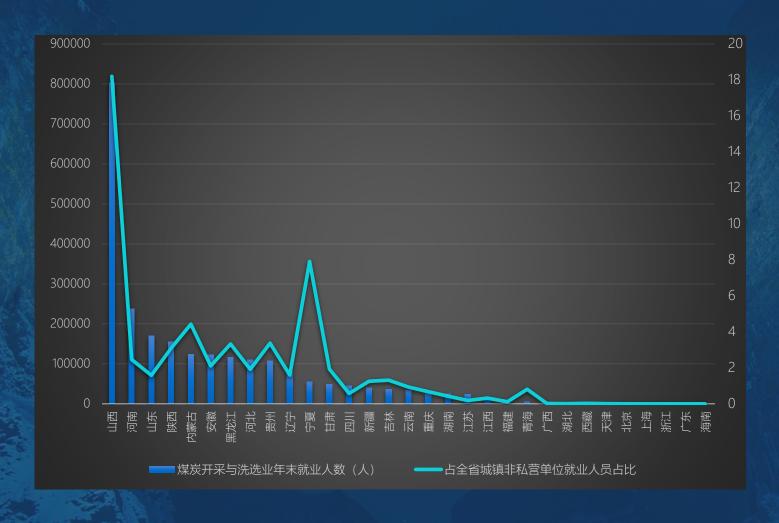
表2 南非85亿美元在2023-2027年的分配

IPG US\$8.5 billion allocation, 2023–2027	Electricity	NEV	GH₂
Infrastructure	6.9	0.2	0.5
Planning and implementation capacity	0.7		0.2
Skills development	0.012		
Economic diversification & innovation	0.022		
Social investment and inclusion	0.016		

注: NEV是new energy vehicle部门,GH₂是green hydrogen部门,单位是十亿美元



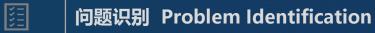
Decline trend of coal consumption in China



全国各省(直辖市)煤炭开采和洗选业就业情况 Impacts various in regions and provinces

中国劳动统计年鉴-2020

Just Transition Toolkit Key Elements



制定目标 Goal Setting

☑ 经济政策 Economic Policy

行业、产业政策 Industrial Policy

空间规划 Spatial Planning

劳动力支持 Labor Support

环境修复和保护 Environmental Remediation & Protection

女性与弱势群体 Women & Vulnerable Group

社会治理 Social Governance

猜 男 指 正!

wangmou@vip.163.com