

# **CLIMATE CHANGE AND JUST TRANSITION POLICY**



## FOREWORD

We stand at a critical juncture in history. The scientific consensus is clear: climate change poses an existential threat to our planet, our economy, and our society. The time for decisive action is now.

EATUC is proud to present this comprehensive Climate Change and Just Transition Policy. This document is not merely a compliance exercise; it is our roadmap to a sustainable, resilient, and equitable future.

Our transition to a net-zero, climate-resilient economy will bring profound changes. While this path offers immense opportunities for innovation, new markets, and green job creation, we also recognize the potential challenges and disruptions it may cause for certain sectors, workers, and communities.

This is where the principle of a **Just Transition** becomes our guiding star. We are firmly committed to ensuring that our climate action leaves no one behind. A just transition means managing this shift in a way that protects livelihoods, fosters social inclusion, and promotes decent work for all.

Our commitment to a Just Transition means:

- **Prioritizing Workers:** We will actively engage in social dialogue with employers and governments to plan for changes in the workforce.
- **Investing in Skills:** Promoting necessary education, training, and reskilling programs to equip workers with the skills needed for the green economy.

By integrating climate ambition with social justice, we can build a future that is not only environmentally sustainable but also prosperous and fair for everyone.

This Policy marks the beginning of an essential journey. I urge all workers to embrace this Policy and work together to realize our shared vision.



Hery H. Mkunda

EATUC Chairman,

## Acknowledgement

The successful development and finalization of the EATUC Climate Change and Just Transition Policy is the result of a comprehensive, collaborative, and multi-stakeholder effort.

We wish to express our deepest gratitude to all who contributed their expertise, time, and insights to this critical initiative.

We gratefully acknowledge the contributions of:

- **Members of EATUC Committee of Experts:** Our internal team of dedicated experts from EATUC Affiliates, whose diligent research, drafting, and review process formed the backbone of this Policy.
- **Climate Change Focal Persons/Coordinators:** For providing crucial data analysis and technical guidance.
- **Cooperating Partners (FNV, DTDA):** For their financial support and technical assistance, which made the resources required for this Policy development possible.
- **EATUC Summit Members:** For their unwavering support and commitment to integrating climate considerations into our core decision-making processes.

This policy reflects a shared commitment to building resilience, reducing our climate impact, and contributing to a sustainable, low-carbon future.

## **ACRONYMS/ABBREVIATIONS**

<b>EATUC</b>	East African Trade Union Confederation
<b>EAC</b>	East African Community
<b>COSYBU</b>	Trade Union Federation of Burundi
<b>CESTRAR</b>	Trade Union Federation of Rwanda
<b>COTU-K</b>	Central Organization of Trade Unions -Kenya
<b>NOTU</b>	National Organization of Trade Unions -Uganda
<b>TUCTA</b>	Trade Union Congress of Tanzania
<b>ZATUC</b>	Zanzibar Trade Union Congress
<b>ILO</b>	International Labour Organization
<b>UN.</b>	United Nations
<b>COP</b>	Conference of Parties
<b>AU</b>	African Union
<b>NDC</b>	Nationally Determined Contribution
<b>SDG</b>	Sustainable Development Goals
<b>UNFCCC</b>	United Nations Framework Convention on Climate Change
<b>TVET</b>	Technical Vocational Education and Training
<b>CSOs</b>	Civil Society Organizations

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## Preface / Executive Summary

The East African region is increasingly confronting the escalating threats posed by climate change, manifesting in the form of prolonged droughts, rising temperatures, erratic rainfall, floods, and other extreme weather events. These changes not only undermine environmental stability but also significantly disrupt the region's socio-economic fabric particularly affecting livelihoods, public health, food systems, and employment in climate-sensitive sectors such as agriculture, manufacturing, and services. The urgency of addressing these impacts within a framework that upholds justice and inclusivity cannot be overstated.

This policy, formulated by the East African Trade Union Confederation (EATUC) and its affiliates, seeks to advance a transformative agenda anchored in the principles of a just transition. A just transition entails moving towards a climate-resilient and low-carbon economy in a socially inclusive manner, protects workers' rights, and ensures that no one is left behind. Central to this vision is the imperative that workers must not disproportionately bear the costs of climate action. Rather, they should be empowered as agents of change and direct participants in decision-making processes at all levels.

By articulating a comprehensive framework for climate governance that centers trade union engagement, the policy aspires to position EATUC and its affiliates as key stakeholders in shaping a sustainable and equitable future. This document presents a roadmap for mainstreaming climate change within the labour movement while ensuring that social dialogue, decent work, and inclusive development remain at the heart of regional responses to the climate crisis.

# CHAPTER ONE

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## INTRODUCTION

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### 1.1 Background

The East African Trade Union Confederation (EATUC) is the regional umbrella organization of the labour movement within the East African Community (EAC), established on 8<sup>th</sup> September 1988 by COTU-Kenya, NOTU-Uganda and JUWATA- Tanzania as East Africa Coordinating Council with rotational Secretariat. Currently, EATUC is composed of the National Organization of Trade Unions -Uganda (NOTU), Central Organization of Trade Unions (COTU-Kenya), Trade Union Congress of Tanzania (TUCTA), Zanzibar Trade Union Congress (ZATUC), Trade Union Federation of Rwanda (CESTRAR), and Trade Union Federation of Burundi (COSYBU), collectively representing over 4.5 million workers across the region. As an officially recognized observer in the EAC, EATUC plays a critical role in regional policy dialogues and decision-making processes.

EATUC's mission is to advocate for the rights and welfare of workers within the EAC's socio-economic development and integration agendas. It promotes social justice by ensuring that economic growth is inclusive and equitable. The Confederation has been instrumental in promoting tripartite dialogue among workers, employers, and governments, advocating for the ratification and implementation of international labour standards, and harmonizing labour policies and laws across partner states.

EATUC prioritizes advancing the Decent Work Agenda, promoting the free movement of labour and other production factors, and integrating youth and women into the region's development processes. Serving as a unified platform for national trade unions, EATUC amplifies labour's voice on key regional concerns ranging from employment, social protection, and economic inclusion to sustainable development and environmental protection.

### 1.2 Climate Realities in East Africa

Climate change presents an immediate and profound threat to East Africa's socio-economic stability. The region is already grappling with severe and increasingly frequent climate hazards, including prolonged droughts, erratic rainfall, devastating floods, rising temperatures, and other extreme weather events. These changes are eroding environmental resilience, undermining food and water security, and disrupting economic sectors vital to livelihoods and public welfare.

Agriculture, East Africa's largest employer, has been severely impacted by recurring droughts and unpredictable weather patterns, reducing crop yields and incomes. Rural workers and pastoralists face diminished pastures, livestock losses, and greater food insecurity. Transport workers struggle with infrastructure disruptions caused by floods and landslides, which compromise regional trade

and mobility. The energy sector, highly dependent on hydropower, faces reliability challenges from declining water levels during droughts, even as workers are tasked with transitioning toward renewable energy solutions. Similarly, the tourism industry especially in Kenya, Tanzania, and Rwanda is exposed to the effects of coral bleaching, altered wildlife migration, and extreme weather, threatening jobs in hospitality and conservation.

Extractive industries, such as mining, also contend with heightened risks, including flooded mines and heat stress for workers. Across these sectors, climate change is exacerbating job insecurity, occupational hazards, and productivity losses, with the greatest burdens falling on vulnerable rural and peri-urban populations where safety nets are weakest.

Thus, climate change in East Africa is not solely an environmental concern; it is a fundamental labour, economic, and development issue. The livelihoods of millions of workers and the future of decent work in the region are at stake.

### **1.3 Why a Just Transition Policy?**

In the context of escalating climate impacts and a global shift towards a green economy, East Africa urgently requires a Just Transition framework one that ensures climate action is equitable, inclusive, and labour-centered. Recognized in the 2015 Paris Agreement and other international instruments, the Just Transition principle calls for climate policies that protect workers' rights and livelihoods while advancing environmental sustainability.

A Just Transition means adopting climate solutions that do not leave workers and communities behind. Instead, they must empower them as active participants in designing and implementing climate responses. This includes creating decent green jobs, providing social protection, offering retraining opportunities for workers displaced by shifts in carbon-intensive industries, and ensuring workers have a seat at the table in climate policy-making.

EATUC is uniquely positioned to drive this agenda at the regional level. Its influence within the EAC and its mandate to protect workers' interests make it an essential actor in shaping climate-resilient and socially just policies. Through this Climate Change and Just Transition policy initiative, EATUC seeks to ensure that East African governments and employers integrate labour concerns into climate strategies. The policy aims to:

- Safeguard livelihoods and promote green, decent work opportunities across sectors;
- Strengthen social dialogue and worker participation in climate governance;
- Advocate for inclusive transition measures, particularly for women, youth, and persons with disabilities;
- Align regional climate action with economic and social justice priorities.

Ultimately, EATUC's leadership on this issue is about future-proofing East Africa's workforce. By championing a Just Transition, EATUC is contributing to a sustainable, resilient, and inclusive regional economy that upholds the dignity and rights of working people in the face of inevitable environmental change.

## CHAPTER TWO

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### THE REGIONAL CLIMATE CHANGE CONTEXT

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#### 2.1 Trade Union Challenges and Opportunities

While trade unions in East Africa are increasingly aware of the climate challenge, significant barriers to effective engagement persist. These include limited institutional capacity, inadequate technical knowledge of climate change dynamics, insufficient representation in climate policy spaces, and a general lack of integration between labour and environmental agendas.

However, there are also emerging opportunities. The growing international focus on just transition, exemplified by initiatives led by the ILO, ITUC, and UN agencies, has opened new avenues for union advocacy and funding. There is a rising demand for green skills, environmental education, and socially responsible investment, all of which present entry points for trade unions to assert their relevance.

By building alliances with like-minded institutions, such as research institutions and development partners, trade unions can enhance their influence in shaping climate-resilient labour policies. Through proactive engagement, they can help steer national and regional strategies toward outcomes that advance both environmental sustainability and decent work.

East Africa is already experiencing significant climate shifts. The region has warmed faster than the global average over the past 60 years, with temperatures rising about  $+0.3^{\circ}\text{C}$  per decade since 1991. This warming has fueled more frequent and intense extreme events. Prolonged droughts have gripped the Greater Horn of Africa in recent years, a historic four-year drought from 2020 to 2023 caused widespread harvest failures, livestock deaths, and water shortages. In Kenya alone, 1.4 million livestock died in late 2021 due to drought, devastating pastoralist livelihoods. By mid-2023, up to 23.4 million people in the Horn faced acute food insecurity and 5+ million children were malnourished as crops failed and water sources dried up. Drought-driven hunger has been compounded by conflict and economic shocks, forcing mass displacement across Somalia, Ethiopia, Kenya, and Uganda. Paradoxically, when rains do return, they are often torrential the late 2023 shift to a strong El Niño brought extreme rainfall and flooding. By November 2023, over 3.1 million East Africans had been affected by heavy floods, with hundreds of fatalities and entire villages washed away. In May 2024, unusually heavy rains (exacerbated by El Niño) led to floods and landslides displacing nearly 1 million people across Kenya, Tanzania, Burundi, and Somalia. Such erratic rainfall patterns prolonged dry spells followed by intense storms are consistent with observed climate trends. Notably, the region's traditional bimodal rain seasons are shifting: the March-May "long rains" have trended drier from the 1980s until about 2010, while the October-December "short rains" have become wetter. This volatility increases the risk of both droughts and flash floods, straining water supplies, agriculture, and hydropower generation.

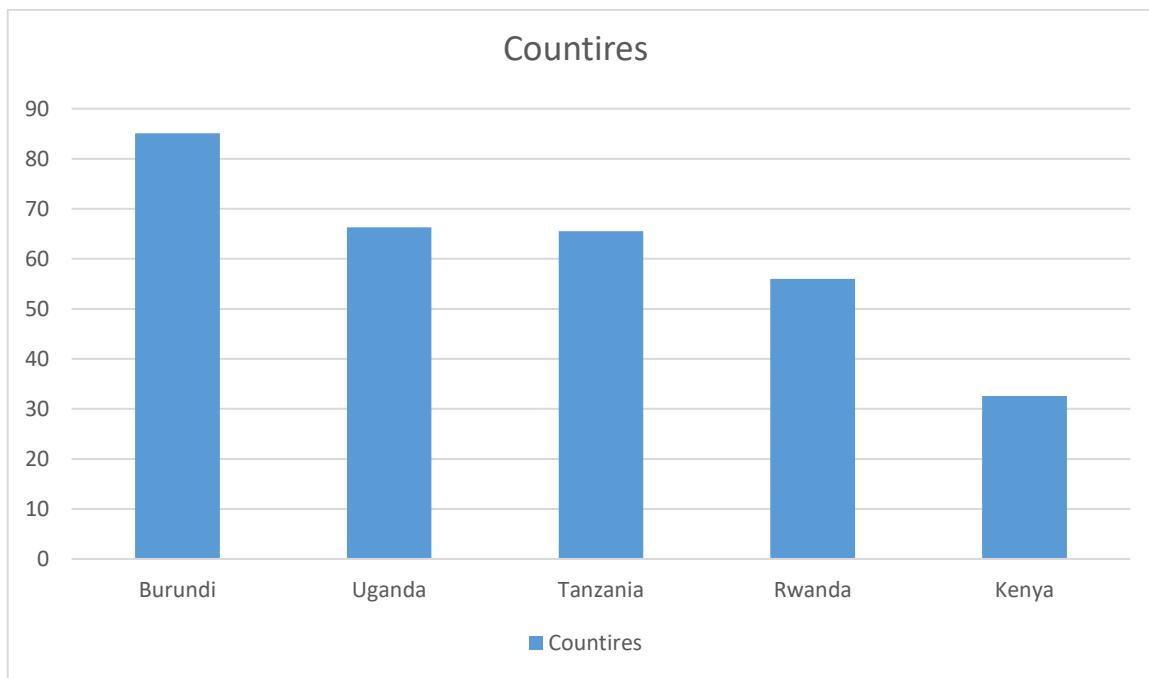
The impacts on livelihoods, health, and infrastructure are severe. Agriculture, which remains the backbone of East African economies has been hit hardest. Repeated droughts have withered crops

and pasture, causing successive poor harvests and income losses for farmers. Millions of rural household's face food insecurity and higher food prices, and many resort to distress measures like skipping meals or migrating in search of work. Livestock herders in arid areas (northern Kenya, southern Ethiopia, etc.) have seen their herds decimated; at least 2.6 million livestock died in Kenya's drought by early 2023. These losses undermine nutrition and livelihoods for pastoral communities. At the same time, flooding and waterlogging during unseasonable downpours have destroyed homes, roads, and bridges. For example, late 2023 floods in South Sudan and Uganda inundated entire towns, and in East Africa's highlands heavy rains trigger landslides that wipe out farms and infrastructure. The region's aging road networks are frequently cut off by floods, disrupting trade and commuting. Power infrastructure is also vulnerable: droughts have left hydropower dams at low levels (reducing electricity generation), whereas storms have damaged transmission lines. Public health crises mount as well, droughts contribute to malnutrition and deteriorating sanitation, while floods drive outbreaks of cholera, malaria, and other diseases. Health agencies report surges in cholera and measles cases in flooded communities, and in drought-hit areas, child malnutrition paired with disease has proven deadly. The World Health Organization warns that millions of young children are at risk of acute malnutrition in the Horn of Africa, and disease outbreaks (cholera, Rift Valley fever, etc.) have been directly linked to climate extremes in the region. In short, climate change is undermining decades of development progress exacerbating hunger, displacement, and conflict over resources. By 2030, an estimated 118 million extremely poor Africans will be exposed to high heatwaves, drought, and floods if adaptive measures fail, which would deepen poverty and inequality in East Africa.

Crucially, these climate impacts are also a labour and economic issue. Workers across many sectors find themselves on the frontlines of climate change. Agriculture and fishing, which employ the largest share of East Africans, are extremely climate-sensitive. Droughts and erratic rains have cut agricultural productivity; for instance, Tanzania's staple crop yields are projected to decline 8-13% by 2050 due to higher heat stress, drying, and flood damage. This directly threatens incomes for farmers and farm workers (who comprise over half the workforce in most EAC countries). Pastoralists have been hard-hit as well as noted, herd losses in the millions have occurred, pushing pastoral families into destitution. Beyond farming, other sectors face climate-related disruptions: in the transport sector, truck and bus drivers and railway workers contend with washed-out roads and tracks during floods, impacting mobility and trade. In energy, hydropower plant workers experience instability as reservoir levels fluctuate, and the energy sector is now under pressure to transition from fossil fuels to renewables, affecting jobs in power utilities. Tourism, a major employer in Kenya, Tanzania, Rwanda and Zanzibar, is vulnerable as well – changing weather patterns and ecosystem impacts (e.g., coral bleaching on the Indian Ocean coast, altered wildlife migration in savannas) can reduce tourist arrivals. Fewer tourists mean fewer jobs in hotels, tour operations, and parks. Extreme heat is emerging as an occupational hazard too; outdoor workers (construction crews, miners, farmers) face rising risks of heat stroke and lower productivity on extremely hot days. Indeed, Africa experienced record heat waves in 2023, and East African cities saw temperatures well above historical averages, straining workers without adequate cooling. If unabated, climate change could erase millions of jobs and push many working families into poverty. One analysis finds East Africa's GDP is already 5% lower due to climate extremes, and countries are diverting up to 9% of their budgets to respond to disasters. This economic toll underscores that climate change is not just an environmental threat but a socio-economic crisis for East Africa.

Importantly, the social distribution of these impacts is uneven and here lies the urgency of a *just transition*. The people most affected by climate shocks are often the least protected: rural smallholder farmers, informal settlement dwellers, women, youth, and other vulnerable groups. For example, women farmers have fewer assets to buffer against drought and are often last to eat in times of scarcity. Children and pregnant women suffer worst from malnutrition and disease outbreaks during crises. Many of the region's workers lack formal social protection or insurance; when floods destroy a marketplace or drought kills livestock, those informal traders or herders may get no compensation. Recognizing this, East African unions note that workers must be at the center of climate response, not bearing unfair costs. A *just transition* approach insists that as economies adapt to climate change and shift to low-carbon development, the process must create new decent jobs, extend social safety nets, and involve affected communities in planning. Given East Africa's youthful population and high poverty levels, climate action and job creation must go hand-in-hand.

**Figure1: Employment Vulnerability: Share of Workforce in Agriculture**



*Figure: Employment vulnerability in East Africa share of workforce employed in agriculture (a climate-sensitive sector). Most East African countries have 50 - 80% of workers in agriculture, e.g. 85% in Burundi, 65% in Tanzania and Uganda, 56% in Rwanda, 33% in Kenya. Such heavy reliance on rain-fed farming means climatic shocks directly threaten incomes and jobs for the majority.*

The above chart highlights the region's vulnerability: agriculture still employs the majority of workers in East Africa (except Kenya). This means climate disasters are deeply intertwined with employment. In Burundi, for instance, over 85% of the labour force works in farming so a drought

is essentially an employment crisis for most families. Even in Tanzania and Uganda, roughly two-thirds of workers depend on agriculture. High agricultural employment reflects lack of diversification and pervasive rural poverty, but it also presents an opportunity climate-resilient farming and agro-processing could create safer, decent rural jobs if properly supported. Across East Africa, there is growing recognition that development pathways must be climate-resilient and job-rich. For example, initiatives in climate-smart agriculture (drought-tolerant crops, irrigation, agroforestry) are being scaled up to protect livelihoods. In Kenya's arid counties, programs to support pastoralists with fodder banks and livestock insurance have been introduced. In Ethiopia and Rwanda, public works programs (like terracing hillsides or building water catchments) provide employment while bolstering climate resilience. Such efforts embody the just transition principle of "leaving no one behind." Nonetheless, much more needs to be done. The situational reality is stark: East Africa's climate is changing rapidly – with higher temperatures, more erratic rainfall, and more frequent extremes – and this is already impacting millions of workers, farmers, and communities. The challenge is to adapt and transition to a sustainable economy in a way that secures livelihoods, protects the vulnerable, and creates new opportunities for decent work. The following sections examine how international developments and national policies are responding to this challenge.

## 2.2 International Context

Global policy and governance frameworks on climate change and just transition have evolved significantly in the past few years (2023-2025), setting the stage for action in East Africa. International climate negotiations under the UNFCCC reached important milestones at COP28 (2023) and COP29 (2024). At COP28 hosted by the UAE in late 2023 governments conducted the first Global Stock take of the Paris Agreement and agreed on ambitious signals to accelerate climate action. Notably, the COP28 outcome called for the beginning of the end of the fossil fuel era, with parties for the first time endorsing a "transition away from all fossil fuels in energy systems, in a just, orderly and equitable way". In effect, COP28 secured a global agreement to triple renewable energy capacity by 2030 and double the rate of energy efficiency improvements, while phasing down unabated coal, oil, and gas. This was a breakthrough in acknowledging that the shift to clean energy must be accelerated and must be fair. The language of "just and equitable transition" was woven into the decisions, recognizing that different countries have varying capacities and that workers and communities dependent on fossil fuels should be supported in the transition. For East African countries which have minimal fossil fuel industries (apart from emerging oil in Uganda) and huge renewable potential this global direction bolsters their case for investment in wind, solar, geothermal, and other clean energy, alongside support for affected workers (for example, re-skilling workers in charcoal trading towards sustainable forestry jobs). COP28 also saw operationalization of the Loss and Damage Fund (agreed in principle at COP27) to help vulnerable countries cope with climate-inflicted losses, and a strong emphasis on adaptation finance. These outcomes align with East Africa's needs by pushing for more resources to cope with droughts and floods, and by legitimizing calls for a just energy transition that benefits African economies.

At COP29 in November 2024 (hosted in Baku, Azerbaijan), the focus shifted to implementation, especially climate finance and carbon markets. COP29 concluded with a landmark agreement to triple climate finance flows to developing countries to USD \$300 billion per year by 2035, up from

the longstanding \$100bn goal. This New Collective Quantified Goal on climate finance is intended to provide the investment needed for adaptation and clean technology in regions like East Africa, though it remains contingent on donor nations delivering on their pledges. Additionally, COP29 finalized the rules for international carbon markets under Article 6 of the Paris Agreement, which could allow African countries to attract climate investments through carbon credit projects. Importantly, these rules include safeguards for environmental integrity and indigenous rights, reflecting a justice aspect at the international level. COP29's decisions also reinforced that climate plans (NDCs) must cover all sectors and greenhouse gases by 2025, effectively nudging countries to integrate areas like industrial processes and waste – which can create new green jobs (e.g. in waste management or clean manufacturing) if supported. While COP29 made progress, UN Climate Chief Simon Stiell cautioned that “no country got everything they wanted” and much work remains on issues like adaptation and support for just transitions. Still, the direction is clear: the global community is coalescing around more ambitious climate action that explicitly references fairness and equity. This international context provides momentum and guidance for East African governments and stakeholders. For instance, the commitment to “early warning for all” a UN initiative highlighted in 2023 and supported at COP29 resonates strongly in East Africa, where improving climate forecasts and disaster preparedness (for farmers, herders, coastal communities, etc.) can save lives.

Beyond the UN climate talks, there have been parallel global developments on the just transition and sustainable development agenda. In June 2023, the International Labour Conference (ILC) representing governments, employers, and unions worldwide, adopted an important Resolution and Conclusions on Just Transition. This effectively updated and reaffirmed the ILO's 2015 guidelines on just transition, calling on all countries to integrate just transition principles into their national climate plans and to ensure decent work in the green economy. The ILC conclusions laid out key priorities such as job creation in renewable energy and adaptation, social protection for affected workers, skills training for the jobs of the future, and social dialogue in climate policy. They also emphasized gender equality and community participation in transition processes. This global labour perspective complements the UNFCCC's work. Notably, the 2022 COP27 in Sharm-el-Sheikh had established a Work Programme on Just Transition under the UNFCCC, and in 2024 the first dialogues under this Work Programme took place. These dialogues involving governments and observers seek to share experiences and formulate strategies so that climate actions maximize decent job opportunities and minimize hardships for workers. The ILO has been feeding into this with its expertise. All of this means that by 2025, the concept of a “just transition” is firmly on the international agenda, with practical guidelines and some funding (e.g. the Climate Investment Funds' Just Transition programs) becoming available.

Importantly, the just transition discourse is linked with the broader Sustainable Development Goals (SDGs) and other global agreements. The 2030 Agenda for Sustainable Development, at its midpoint (2015-2030), faces challenges due to climate change. Achieving SDG 13 (Climate Action) is seen as a prerequisite for many other goals, and conversely, a just transition can advance SDG 8 (Decent Work and Economic Growth), SDG 1 (No Poverty), SDG 7 (Affordable Clean Energy), and SDG 10 (Reduced Inequalities). For example, investments in renewable energy can create jobs (SDG 8) while reducing emissions (SDG 13) and extending electricity access (SDG 7). The UN Secretary-General has repeatedly called for climate action that supports social justice urging a “Global Green New Deal” and reforms to the international financial system so that

developing countries can pursue low-carbon growth without exacerbating poverty. In September 2023, the UN SDG Summit highlighted the need for a just transition as part of rescuing the SDGs, noting that a green transition will only be sustainable if it is fair and inclusive. Trade unions globally (including the International Trade Union Confederation, ITUC) have advocated using the SDGs as a framework to advance just transition, pointing out that eradicating poverty and reducing inequality (SDGs 1 and 10) go hand in hand with climate resilience [ituc-ap.org](http://ituc-ap.org). This holistic approach is highly relevant to East Africa, where climate action must also deliver jobs, health, and equity to be politically and socially viable.

On the global governance front, multilateral development banks and initiatives are ramping up support. The Paris Agreement rulebook is now essentially complete (post-COP29), and attention is turning to implementation through mechanisms like Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs). Programs such as the NDC Partnership, UNDP's Climate Promise, and the Green Climate Fund are supporting East African countries in updating their climate commitments and financing projects. For instance, through UNDP's Climate Promise, countries like Rwanda and Uganda have received technical assistance to enhance the ambition of their NDCs, including aspects of just transition (like estimating job creation potential of NDC actions). The African Union (AU) has also taken a stance. In September 2023, Kenya hosted the inaugural Africa Climate Summit where African leaders adopted the Nairobi Declaration on Climate Change. This declaration urged global powers to deliver climate finance and called for multilateral development bank reforms (e.g. debt relief and green investment) to enable Africa's low-carbon development. The Nairobi Declaration advocates leveraging Africa's renewable energy potential and critical minerals for a "just energy transition" that benefits the continent, though civil society noted it lacked detailed commitments on how to ensure the transition is people-centred. Still, the very fact that African states presented a united position on climate action is significant. It reflects a shift from seeing climate change solely as a burden to also viewing it as an opportunity for sustainable growth provided there is support for adaptation and for managing the socioeconomic transition. In summary, the international context in 2023–2025 is marked by heightened ambition and clearer frameworks for climate action with justice at their core. This creates both pressure and opportunity for East African countries to strengthen their own climate policies and just transition plans, as discussed next.

## 2.3 Regional and National Context

East Africa's response to climate change is evolving at both the regional (East African Community) level and within each of the six EATUC member countries (Kenya, Uganda, Tanzania, Zanzibar, Rwanda, and Burundi). All these countries are parties to the Paris Agreement and have submitted Nationally Determined Contributions outlining their emissions targets and adaptation priorities. They have also developed various climate change policies, laws, or strategies domestically. Here we detail the current state of play in each country regarding climate policy, just transition efforts, and institutional arrangements, as well as notable data on green jobs and adaptation investments. While progress differs by country, a common thread is the increasing integration of climate objectives into national development planning and a nascent but growing focus on ensuring the transition is just and inclusive.

### Kenya

Kenya has been a regional leader in climate policy and low-carbon development. It was among the first African nations to enact a comprehensive climate change law, the Climate Change Act of 2016, which established a high-level National Climate Change Council chaired by the President to coordinate action across government. Kenya updated this Act in 2023 to strengthen the institutional framework and accountability for climate funds. The country's updated NDC (2020) commits to a 32% reduction in greenhouse gas emissions by 2030 relative to business-as-usual. This target is ambitious and conditional on international support; it aligns with Kenya's development goal to reach middle-income status while limiting emissions growth. In practice, Kenya's emissions are relatively low (around 0.1% of global emissions) and stem mainly from land use (forestry, agriculture) and energy. On the mitigation side, Kenya aims to leverage its remarkable renewable energy endowment. Over 90% of Kenya's electricity already comes from renewable sources, chiefly geothermal, hydro, wind, and solar. The government has set a goal of 100% clean electricity by 2030, which would help avoid emissions while creating jobs in power plant construction, operations, and maintenance. Notably, Kenya's massive geothermal projects in the Rift Valley (e.g. Olkaria) have provided thousands of jobs and built local expertise. Expansion of wind farms (like Lake Turkana Wind, Africa's largest wind farm) and utility-scale solar farms is likeminded organization, often with local content requirements that spur employment. The Kenyan energy transition thus far is often held up as a positive example. It has improved energy access (now about 75% electrification) and could generate an estimated 50,000+ jobs by 2030 in renewable energy and energy efficiency sectors (according to government projections).

Beyond energy, Kenya is pursuing economy-wide climate actions. In agriculture (which employs one in three Kenyans), the Climate-Smart Agriculture Strategy (2017-2026) guides efforts to increase irrigation, adopt drought-tolerant crops, and promote agroforestry. This is critical after recent episodes of drought in Kenya's arid/semi-arid lands that led to extensive livestock losses and food insecurity. Adaptation projects such as rehabilitating water pans, deploying drought early warning systems, and training farmers in climate-smart techniques are underway with support from the Green Climate Fund and others. These projects also emphasize job creation: for example, tree-planting campaigns (with a target to grow 15 billion trees by 2032) not only sequester carbon but employ youth and women in tree nurseries and forest management. On the policy timeline, Kenya launched its National Climate Change Action Plan (NCCAP) 2018-2022, and a successor NCCAP

2023–2027 has been developed to operationalize the NDC. These plans include measures for clean energy, resilient infrastructure, sustainable waste management (with an aim to establish a circular economy), and green transport (electric mobility options in Nairobi, etc.). Significantly, Kenya has started to discuss just transition in the context of its development pathway. While Kenya doesn't have a large fossil fuel workforce (plans for a coal plant were halted, and oil exploration in Turkana is in early stages), there are still transition issues – for instance, communities relying on charcoal and firewood will need alternatives as clean cooking is scaled up. The government and Central Organization of Trade Unions (COTU (K) have engaged with the ILO on a Green Jobs Assessment (conducted in late 2010s) which identified sectors like renewable energy, forestry, public transport, and recycling as key to a green, job-rich future. Kenya's Decent Work Country Programme now includes a component on green jobs and just transition, aiming to re-skill workers and ensure inclusion of youth and women in new green industries. Institutionally, Kenya benefits from a fairly active civil society and private sector on climate issues (the Kenya Climate Innovation Center, for instance, supports green start-ups). The National Treasury has even explored innovative financing (like green bonds) to fund climate actions. In summary, Kenya has strong climate policies and is making strides in renewable energy and adaptation; the concept of a just transition is emerging through policies on green jobs and social inclusion, though further work (such as social protection for drought-hit communities) is needed to fully realize it.

## **Uganda**

Uganda has increasingly robust climate change policy frameworks, though implementation is at an earlier stage. In 2021, Uganda enacted the National Climate Change Act, providing a legal basis for climate action and establishing a Climate Change Department under the Ministry of Water and Environment to coordinate national responses. Uganda's updated NDC (2022) targets a roughly 24.7% reduction in emissions by 2030 compared to BAU, with 22% as a conditional target and about 2.7% unconditional reflecting that significant cuts depend on external finance and technology transfer. Uganda's emissions primarily come from land-use change (deforestation, wetland drainage) and agriculture, with a smaller share from energy and transport. The country is highly vulnerable to climate impacts: increasing temperatures and more variable rainfall have led to frequent droughts in the cattle corridor (Karamoja) and devastating floods in mountain areas (the Rwenzoris and Elgon). In 2022, for example, flash floods in eastern Uganda killed dozens and displaced thousands. Accordingly, Uganda's climate efforts prioritize adaptation especially in agriculture, water, and infrastructure. The government's National Adaptation Plan (NAP) process has identified priority actions like drought-resistant crops, improved water storage, flood defenses, and climate-resilient infrastructure standards. Some initiatives, like the Farm Income Enhancement and Forestry Conservation Programme, provide irrigation and agroforestry support to farmers, marrying adaptation with livelihood improvement.

On the mitigation side, Uganda is pursuing a gradual transition to cleaner energy. Currently, over 90% of Ugandans rely on charcoal and firewood for cooking, and only about 42% of the population has electricity access (much lower in rural areas). The government's energy policy emphasizes expanding hydroelectric power (large dams like Karuma and Isimba have recently come online) and scaling up solar mini-grids for remote communities. Uganda also has substantial untapped solar potential and some geothermal prospects. The country's Power Development Plan aims for a renewable-energy dominated grid, and Uganda has been pilot-testing communal solar irrigation

schemes that both mitigate emissions (by avoiding diesel pumps) and create jobs in installation and maintenance. In transport, Uganda is investing in public transit (notably a Standard Gauge Railway project with Kenya, and bus transit in Kampala) which could cut urban emissions and provide employment.

When it comes to the just transition concept, Uganda's situation is unique because it is on the cusp of developing fossil fuels – significant oil reserves were discovered in the Albertine Graben, and the country (with Tanzania) is constructing the East African Crude Oil Pipeline (EACOP) to enable oil exports. This has raised debates about stranded assets and the compatibility of oil investment with climate goals. Ugandan authorities argue that oil revenues (expected in the late 2020s) are needed for development and can be partly directed to green investments. However, local and international civil society groups have called for caution, highlighting the risks of environmental damage and urging a focus on renewable energy instead for sustainable job creation. This context means Uganda's "just transition" discussion must balance near-term economic interests with long-term sustainability. So far, the government has not adopted a formal just transition strategy, but elements exist in policy. For example, the Uganda Green Growth Development Strategy (UGGDS) 2017–2030 lays out a pathway for sustainable industrialization, including targets for green jobs. Under this strategy, sectors like sustainable tourism, green cities, and clean energy are expected to drive employment. The ILO, through its Green Jobs Programme, has supported Uganda in assessing employment impacts of climate actions. One finding was that transitioning to sustainable forestry management and agroforestry could create thousands of rural jobs while preserving ecosystems.

Institutionally, Uganda has set up a multi-stakeholder National Climate Change Advisory Committee, and climate change is mainstreamed in its third National Development Plan. District and city governments are also being empowered to implement climate actions at the local level, which is crucial for engaging communities. For instance, Kampala Capital City Authority has initiated tree planting and solid waste composting (reducing landfill emissions and providing informal jobs in waste collection). International support is flowing: Uganda is part of the NDC Partnership, receiving support for its NDC implementation plan, and it has accessed funds from the Adaptation Fund and Green Climate Fund for resilience-building projects (e.g., improving the climate resilience of communities in Uganda's southwestern wetlands). While Uganda's per capita emissions remain extremely low, the country recognizes that it must pursue a climate-resilient growth model.

Challenges include limited funding, the need for technology for climate-smart agriculture, and providing alternatives for communities (like charcoal sellers or subsistence farmers) who might be negatively affected by climate policies. The coming years, especially as oil extraction commences, will test Uganda's commitment to balancing development with climate responsibility. The hope is that the proceeds of any fossil fuel development are invested in education, diversification, and green infrastructure, effectively ensuring a future beyond oil. Ugandan trade union labour centers (NOTU and COFTU) have started to engage on these issues, advocating for social protections and skills training so that workers can shift from declining industries (or climate-impacted sectors) into new opportunities. Overall, Uganda has foundational climate policies and is making progress, but a clearer just transition roadmap particularly one that addresses the eventual decline of biomass energy use and the prudent management of oil resources is still needed.

## Tanzania Mainland

Mainland Tanzania has developed a comprehensive policy framework on climate change, though integrating the concept of just transition is still in its infancy. Tanzania's updated NDC (submitted July 2021) commits to a 30-35% reduction in GHG emissions by 2030 below the BAU scenario, conditional on receiving adequate support. This target is considerably higher than the 10-20% reduction pledged in its initial NDC, indicating greater ambition to curb emissions from key sectors like energy, forestry, and waste. To achieve this, Tanzania aims to expand renewable energy (particularly solar, wind, and geothermal), enhance energy efficiency, and undertake massive tree-planting to act as carbon sinks. The country's Electricity Supply Industry Reform Strategy calls for increasing the share of renewables and reducing reliance on costly diesel generators in off-grid areas. Currently, Tanzania's grid is a mix of natural gas, hydro, and some renewables; plans are underway for large solar farms and wind parks (e.g., a 150 MW wind farm in Singida region) which will create construction and maintenance jobs. Tanzania also implemented a Natural Gas Policy to utilize domestic gas for power and industry, while gas is a fossil fuel, it is seen as a lower-carbon bridge in the near term to support industrialization. Over the longer term, however, even gas use will need to align with net-zero trajectories, implying that Tanzania must diversify its economy and energy.

A central guiding document is the Tanzania Climate Change Strategy (2021–2026), which is integrated with the national development agenda. This strategy outlines measures for adaptation and mitigation across all sectors and was developed after earlier strategies (from 2012) showed gaps in implementation. Notably, while the strategy is robust technically, it initially sidelined the explicit inclusion of a Just Transition agenda. According to a recent labour market profile analysis, neither Mainland policymakers nor Zanzibar's (semi-autonomous region) fully incorporated just transition principles in their climate strategies. This means issues like protecting workers in high-emission industries, or ensuring equitable benefits from green investments, were not front and center. However, awareness is growing.

In terms of sectoral actions and green jobs, Tanzania has considerable opportunities. The government has highlighted the “Blue Economy” (sustainable use of ocean resources) and nature-based solutions as key areas. For example, restoring coastal mangroves and protecting coral reefs not only buffer against storm surges (adaptation) but also support fisheries and tourism jobs. Likewise, Tanzania's vast forests (like in the Eastern Arc Mountains and Miombo woodlands) are being targeted for reforestation and REDD+ programs to reduce deforestation. These programs engage local communities in tree planting, forest monitoring, and sustainable agriculture, effectively generating livelihoods while conserving carbon stocks. One flagship initiative is the “Trees for Jobs” campaign under the Youth Employment Program, which has enlisted thousands of youths in planting tree seedlings across degraded lands. Additionally, sustainable agriculture is a focus: since roughly 65% of Tanzanians work in agriculture, improving climate resilience in farming is paramount. Techniques such as conservation agriculture (minimal tillage, crop rotation) and drought-resistant seed varieties are being promoted. The government and development partners have invested in smallholder irrigation schemes to reduce dependence on erratic rains. These efforts, while aimed at protecting crop yields, also have a just transition dimension they help farming communities adapt without losing their incomes, and even create new jobs (for example, in the manufacturing of irrigation equipment or in providing agricultural extension services).

On the institutional side, Tanzania's climate governance involves multiple bodies: The Division of Environment in the Vice President's Office leads climate policy coordination, and a National Climate Change Steering Committee convenes ministries and other stakeholders. The country is working on an overarching Long-Term Low Emission Development Strategy (LTS) to 2050. It is also one of the few African countries developing a domestic Emissions Trading Scheme framework, intending to capitalize on carbon markets. If successful, this could attract climate finance (say, a company paying to plant forests in Tanzania as offsets), though proper oversight will be needed to ensure benefits reach local communities.

In terms of labour and social measures, as of 2025, Tanzania does not yet have dedicated just transition funds or worker support programs tied to climate policy (unlike some coal-dependent countries that set aside funds for worker retraining). However, elements exist within broader programs. The government's Five-Year Development Plan includes goals for "green growth" and recognizes that sectors like manufacturing need to adopt cleaner technologies, implying future workforce training needs. NaTVET (National Technical Vocational Education Training Authority) has begun incorporating renewable energy and energy-efficiency modules into its training curricula, preparing young people for jobs such as solar PV technicians or efficient cookstove builders. Social protection systems, like the Tanzania Social Action Fund (TASAF), are being adapted to respond to climate shocks; for instance, TASAF has executed cash-for-work programs that simultaneously build climate-resilient infrastructure (dams, roads) in drought-prone communities, thereby giving vulnerable households income during hard times. These are practical steps toward a just transition, even if not labelled as such.

It's also noteworthy that in September 2025, the African Trade Union Climate Summit (organized by ITUC-Africa) issued a declaration with ten demands for just transition – Tanzanian unions have echoed these demands nationally. They call for decent work in climate policies, social protection for climate-affected workers, inclusion of workers in planning, and investments in green jobs. TUCTA is using this platform to urge the government to, for example, ensure labour rights in new mining of transition minerals (like nickel, which Tanzania has in large supply for batteries) and to support any workers who might be displaced by climate-related impacts (like fishing communities affected by marine conservation rules). Overall, Mainland Tanzania is building a climate-resilient and low-carbon pathway, evidenced by its policies and increasing renewable energy projects. The concept of a just transition is beginning to be integrated, with the understanding that without it, climate change could exacerbate unemployment and inequality. The next steps would likely include developing a dedicated Just Transition plan or framework (in line with ILO guidance) and mobilizing funds, possibly via a Climate Change Trust Fund that can be used to cushion and empower workers and communities through the transition.

## Zanzibar

Zanzibar a semi-autonomous island region of Tanzania, faces unique climate challenges and has its own strategies to address them. Although Zanzibar's emissions are tiny, the archipelago (comprising Unguja and Pemba islands) is highly vulnerable to sea level rise, coastal erosion, and extreme weather. In recent years, Zanzibar has seen increasing tidal flooding in low-lying areas (such as Zanzibar Town's peri-urban neighborhoods) and more unpredictable rain patterns affecting its agriculture (clove plantations, seaweed farms, etc.). Recognizing these threats, the Revolutionary Government of Zanzibar formulated the Zanzibar Climate Change Strategy (2014-2020), a guiding framework for climate action specific to the islands. This strategy envisions creating a "climate resilient and sustainable Zanzibar by 2030" and lays out priority actions: protecting coastal zones (through mangrove restoration and seawalls), promoting climate-smart agriculture and food security, improving water harvesting, and diversifying energy sources. It also acknowledged the need for institutional coordination via Zanzibar's Department of Environment (DoE). As that strategy period has elapsed, Zanzibar is in the process of updating its climate change strategy to align with current realities and link with the mainland's efforts (while maintaining autonomy in implementation). Additionally, climate action is integrated into the Zanzibar Development Plan (ZADEP) 2021-2026, which highlights the "Blue Economy" as a pillar for growth – essentially ensuring sustainable use of marine and coastal resources, from tourism to fisheries, in the face of climate change.

In terms of Just transition and green jobs, Zanzibar's context is a bit different from mainland Tanzania. The economy relies heavily on tourism (beaches, historical sites) and fisheries, with agriculture (spices, seaweed) also important but employing a smaller fraction of the population than on the mainland. As climate change threatens coral reefs and beaches (which draw tourists) and disrupts fishing and farming, there is an acute awareness that livelihoods must adapt. The concept of a just transition in Zanzibar revolves around helping communities shift to climate-resilient livelihoods and ensuring the benefits of the budding blue/green economy are widely shared. For instance, seaweed farming (dominated by women in coastal villages) has been impacted by warmer ocean temperatures and changing sea conditions. The government, with likeminded organizations support, is exploring more resilient seaweed varieties and alternative marine products (like sponge farming or aquaculture of fish) to provide continuity of income effectively transitioning communities to new livelihoods as old ones become untenable. Training programs are being run to equip youth with skills in eco-tourism, marine conservation (as rangers or guides), and solar installation, tapping into new job opportunities that also serve climate objectives (like installing solar panels at tourist lodges or rainwater harvesting systems).

Institutionally, Zanzibar's capacity for climate action has been bolstered by development partners. There is a Zanzibar Climate Change Steering Committee that works alongside the mainland's committee, and the DoE coordinates projects ranging from coastal management to renewable energy promotion on the islands. Importantly, in 2023, the ILO supported a Rapid Situational Analysis on Just Transition in Zanzibar. The findings of this assessment pointed to high-potential entry points: one is the tourism sector, where greening operations (energy efficiency in hotels, sustainable waste management, etc.) could create green jobs and reduce emissions. Another is the energy sector Zanzibar currently relies on an undersea electricity cable from the mainland (mostly natural gas-generated power), but it has plans for more solar and possibly wind installations on the

islands. Developing local renewable energy not only enhances resilience but could foster local enterprises (solar technicians, maintenance crews). The analysis also noted that few policies explicitly reference “just transition,” so it recommended mainstreaming that concept in the upcoming Zanzibar Climate Change Strategy and other frameworks, ensuring that, for example, fisherfolk are consulted in marine policies and that there are funds to help communities recover from climate disasters.

At the policy level, Zanzibar has embraced the Blue Economy Policy (2020), which dovetails with climate adaptation. For example, mangrove restoration protects against storm surges and provides breeding grounds for fish, boosting fisheries. The government has been relocating some highly vulnerable households away from erosion-prone shorelines a delicate process that requires compensation and alternate livelihood support, which is clearly a just transition issue. They are also pursuing sustainable tourism certifications for hotels to encourage practices that lower carbon footprints and involve local labour. Furthermore, Zanzibar aims to become a regional center for green fintech and innovation, as stated in its 2050 Vision, which could create white-collar jobs in developing climate solutions and attract investment.

A key challenge for Zanzibar is financing its climate and transition initiatives. Being small and with limited revenue base, Zanzibar depends on financing through the Union Government of Tanzania as well as international donors. In 2022, Zanzibar secured a World Bank climate resilience loan that is helping to upgrade infrastructure (roads, drainage) to withstand heavy rains projects that employ local workers and build long-term resilience. There is an opportunity to establish a dedicated Zanzibar Climate Fund that could pool resources from tourism taxes or international grants to invest in community-level adaptation and green business development. As of now, such a mechanism is in discussion but not finalized.

From a labour perspective, ZATUC (Zanzibar Trade Union Congress) has begun advocacy for workers to be part of the climate conversation. Many Zanzibari workers are in the informal sector (fishing, small farming, crafts) or in tourism. ZATUC is looking to ensure that any green tourism standards include fair labour conditions and that any transition (for example, if certain fisheries are closed seasonally to protect stocks) comes with social dialogue and support. The 2023 ITUC-Africa declaration on just transition, which Zanzibari unions contributed to, calls for “community engagement” and “worker participation” in climate policies very relevant as Zanzibar moves to implement its climate and blue economy plans.

In summary, Zanzibar, while small, is proactively planning for climate change and attempting to steer its economy towards sustainability. Its climate strategy (2014-2020) set the foundation, and the upcoming update is expected to be even more forward-looking, incorporating just transition elements. The region’s focus on the blue economy and tourism as engines of growth means a just transition in Zanzibar will involve making those industries resilient and inclusive ensuring that fishermen, farmers, and informal workers can find new opportunities in a greener coastal economy. Success will depend on strong community involvement, adequate funding, and alignment with mainland Tanzania’s policies (since some issues like electricity and major financing still come through the Union government). Zanzibar’s experience can provide a model for other small island economies in pursuing a climate-resilient development that leaves no one behind.

## Rwanda

Rwanda is widely regarded as a pioneer in climate and environmental governance in Africa, and it has explicitly linked its climate action to green job creation and inclusive growth. Rwanda's updated NDC (2020) commits to an ambitious 38% reduction in emissions by 2030 compared to business-as-usual, consisting of a 16% unconditional cut and an additional 22% conditional on international support. This is one of the highest targets in East Africa, reflecting Rwanda's strategy to leapfrog to a green economy. Though Rwanda's total emissions are very low, its government views climate action as an opportunity to modernize the economy, improve quality of life, and attract green investment. Back in 2011, Rwanda released its National Strategy for Climate Change and Low Carbon Development (known as the Green Growth and Climate Resilience Strategy, GGCRS) one of the first comprehensive long-term climate plans in the developing world. This strategy, now being updated to extend to 2050, charts out sector-by-sector pathways for climate resilience and low-carbon development, from sustainable agriculture to green urbanization.

A cornerstone of Rwanda's approach is strong institutional setup and integration with development planning. The country established the Rwanda Environment Management Authority (REMA) and the Rwanda Green Fund (FONERWA), which have been instrumental in driving projects. FONERWA, in particular, is a dedicated climate finance mechanism that has mobilized both domestic and international resources to fund climate resilience and green growth initiatives. Through FONERWA (operational since 2013), Rwanda has invested in over 45 projects ranging from installing solar mini-grids in rural communities to sustainable land management in erosion-prone areas of the Gishwati watershed. These projects have yielded tangible socio-economic benefits for example, FONERWA reports that its funded initiatives have created over 150,000 green jobs and supported more than 100,000 people out of poverty (through increased incomes or improved services). One flagship project is the restoration of the Gikondo industrial zone into a green park, which employed local labour for remediation and will attract eco-friendly businesses. Another is the mainstreaming of climate-compatible mining practices (Rwanda is a major tin, tantalum, tungsten producer) which improves efficiency and safety for miners.

Rwanda's focus on adaptation is critical given its hilly terrain and dense population: heavy rains can trigger deadly landslides, and shifting rainfall threatens its largely rain-fed agriculture. The government's Sector Strategic Plans incorporate climate adaptation measures – e.g., the agriculture plan promotes terracing, irrigation, and climate information services for farmers. Rwanda has also achieved nearly 70% national electrification, increasingly through off-grid solar for remote areas, which builds resilience and creates maintenance jobs. Notably, Rwanda was the first African country to host a National Climate and Environment Investment Plan, aligning donor support with national priorities. It also regularly publishes a Green Jobs assessment. A 2019 Green Jobs study in Rwanda found that expanding renewable energy, resource-efficient agriculture, and green construction could create tens of thousands of additional jobs by 2030, many for youth. This evidence has informed Rwanda's national employment strategies.

When it comes to the just transition, Rwanda's relatively small industrial base means fewer legacy high-carbon industries to phase out, but it is proactively ensuring that new green sectors are inclusive. For instance, Rwanda's promotion of electric vehicles (EVs) the government introduced incentives for electric motorbikes and buses to reduce urban air pollution and emissions is paired

with efforts to train mechanics in EV maintenance (preventing job losses in auto repair and actually upgrading skills). In 2024, the country launched the Nyaboro likeminded organizations Hydropower Project which will not only boost clean energy but also employed local communities in its construction and provided resettlement and livelihood support as part of the project's social management plan – reflecting just transition principles. Rwanda has also been innovative in social protection; its Vision 2050 explicitly mentions social safety nets to buffer citizens against shocks, including climate shocks. The Vision prioritizes “jobs of the future” and digital green economy, signaling the intent to prepare its workforce for transitions.

One prominent initiative linking climate action and jobs is the National Ecosystem-based Adaptation Programme for Rwanda's Eastern Province, which aims to rehabilitate wetlands and watersheds to protect against drought. The program employs communities in restoring ecosystems (as paid workers) and then supports them to develop sustainable agriculture and ecotourism, thus creating enduring livelihoods. This approach exemplifies just transition by turning an adaptation intervention into a job generator and source of community income. Rwanda is also investing in green urbanization its model green city pilot in Kigali (under development) promises construction and service jobs while demonstrating low-carbon housing and infrastructure. Ensuring affordability and access for poorer residents in such green developments is a social equity focus.

In terms of governance, Rwanda's high-level political commitment has been key. President Kagame champions climate action in international fora, and Rwanda often punches above its weight by launching initiatives like the Centre for Fourth Industrial Revolution (C4IR) on AI for climate and co-chairing the Global Climate Adaptation Commission. Domestically, environmental protection has long been mainstream Rwanda banned plastic bags in 2008 (creating jobs in alternative packaging), and more recently, in 2022, it hosted the Africa Green Growth Forum to share experiences on green economy. The Rwandan labour movement (CESTRAR, the main trade union center) works closely with government on workforce development; while explicit just transition language is not yet prominent in labour agreements, there is an understanding that as Rwanda pursues climate goals, it will emphasize “green skills” training and try to create enough jobs in new sectors to absorb any workers displaced from, say, inefficient subsistence farming.

Looking ahead, Rwanda's challenge will be maintaining this momentum. As a rapidly growing economy, its energy demand is rising – it plans some use of natural gas (from Lake Kivu) for electricity, which it argues is needed for baseload power but will have to be managed within its emissions cap. Industrialization (e.g., cement, steel production for construction) could increase emissions and needs clean technology. The government is likely to leverage carbon markets (it's developing a domestic MRV system for carbon credits) to finance cleaner tech. With its track record, Rwanda is well-positioned to demonstrate how an African country can pursue an aggressive climate agenda while creating green jobs and ensuring social development. Its experience provides learning for neighbors on integrating climate with economic planning and proactively tackling the equity dimensions of climate policy.

## Burundi

Burundi faces some of the toughest climate and development challenges among the EATUC countries, with very limited resources for adaptation. As a low-income country emerging from years of instability, it experiences added stress from climate change on an already fragile situation. Burundi's climate relies heavily on rain-fed agriculture, and a high density of subsistence farmers characterizes its landscape. Changes in precipitation patterns, including more erratic rainfall and longer dry seasons, have led to lower crop yields and periodic food shortages. Floods and landslides have also become more frequent in Burundi's hilly landscape; for example, torrential rains in 2020 caused landslides that killed dozens and displaced thousands in the northwest province of Cibitoke. In recognition of these threats, Burundi has developed policies such as the National Adaptation Plan of Action (NAPA) and a Climate Change Response Strategy. Under the Paris Agreement, Burundi updated its NDC in 2021, aiming for about a 23% reduction in emissions by 2030 below BAU (with a 3% unconditional cut and the rest conditional on support). While this percentage seems high, in absolute terms, Burundi's emissions are minimal; the mitigation efforts focus largely on curbing deforestation and promoting renewable energy to meet growing energy needs. For instance, Burundi aims to restore forests and increase the share of renewable energy (through small hydro and solar) to reduce reliance on wood fuel.

A notable goal in Burundi's climate pledge is the agriculture sector reform, specifically, the replacement of 100% of mineral (chemical) fertilizers with organic fertilizers by 2030. This is an ambitious target that Burundi sees as both mitigation (reducing emissions from fertilizer production/use) and adaptation (improving soil health and water retention). Achieving it could have significant labour implications: it requires training farmers in composting, scaling up production of organic inputs (like manure, compost, bio-fertilizers), and possibly establishing local enterprises to supply organic fertilizer. If managed well, this could create green rural jobs and reduce dependency on imported chemicals, aligning with just transition by benefiting small farmers' incomes and resilience. However, it will also require care to ensure crop yields are maintained during the transition to organics, so as not to exacerbate food insecurity.

When it comes to energy, only around 11% of Burundi's population has electricity access, one of the lowest rates globally. Most people depend on charcoal and firewood. The government's climate plans include boosting hydroelectric capacity (Burundi has considerable small and medium hydro potential) and spreading solar home systems. A project supported by the EU and World Bank is bringing solar mini-grids to rural trading centers, which provides clean power and has trained local technicians, a small but meaningful step toward green jobs. Just transition efforts in Burundi are at an early stage and largely overlap with development efforts: providing alternatives to wood fuel (improved cookstoves, biogas digesters) for households helps preserve forests and reduces women's labour in gathering fuel; these initiatives often involve community cooperatives that produce and sell cookstoves or manage tree nurseries, thus creating employment. Additionally, organizations are working with ex-combatants and unemployed youth to engage them in ecosystem restoration (e.g., watershed management in the source areas of the Nile River in Burundi's south), giving vulnerable groups livelihoods in conservation a clear win-win for climate and social stability.

However, Burundi's capacity, financial, technical and institutional to implement climate actions and ensure a just transition is very limited. The country depends heavily on international support. The Global Environment Facility (GEF) and Green Climate Fund (GCF) have funded projects on climate-smart agriculture and flood management. One GCF project, for instance, is helping farmers adopt agroforestry and drought-tolerant crops in the Muyinga and Ruyigi provinces, accompanied by setting up savings and credit groups (so farmers have financial resilience). This kind of project implicitly supports just transition by improving incomes and cushioning communities against climate shocks. Burundi has also joined regional initiatives like the EAC's Climate Change Master Plan and programs for managing transboundary water resources (e.g., in the Lake Tanganyika basin) which can provide knowledge and spillover employment (such as in regional climate data centers or early warning systems).

On the policy and institutional front, Burundi established a National Climate Change Coordination Committee and has focal points in each key ministry. There is effort to integrate climate considerations into the National Development Plan 2018-2027, with focus on sustainable agriculture, energy, and disaster risk reduction. The country also has a Social Protection Policy (approved in 2011, updated recently) that, while not climate-specific, provides a framework for assisting the poor and could be leveraged for climate shocks (through cash transfers or public works after disasters). A challenge is that Burundi's formal workforce is very small (most people are self-employed in farming), so traditional labour measures like job retraining programs or unemployment insurance have limited reach. Instead, community-based adaptation and livelihood programs are the main tool.

Burundian trade unions (organized under COSYBU) have started to engage on climate issues in solidarity with the wider African labour movement. They emphasize that any climate projects must involve local workers and respect labour rights. For example, if reforestation is undertaken, it should hire local labour at fair wages; if new infrastructure (like hydro dams) is built for climate adaptation, workers should have safe conditions and reasonable pay. With unemployment and underemployment high, unions also argue that climate finance coming into Burundi should prioritize labor-intensive green projects. So far, explicit "Just transition" language is not prevalent in Burundi's national discourse, but the principles of equity, participation, and protection for the vulnerable are deeply relevant. A just transition in Burundi might mean, concretely: securing land rights for small farmers as agriculture is modernized, compensating communities that give up land for reforestation or hydro projects, making sure training is provided when new techniques are introduced, and that the benefits of climate finance reach the grassroots.

In summary, Burundi is at a nascent stage regarding both climate action and just transition. It has strong agricultural adaptation goals and some renewable energy ambitions on paper, and it will rely on international partnerships to implement these. Ensuring a just transition will involve aligning climate projects with poverty reduction – which in Burundi are essentially two sides of the same coin. Every adaptation measure needs to also create jobs or improve livelihoods to gain traction. The next steps could include developing a more detailed climate action plan that lists specific projects and their social co-benefits, and setting up a mechanism (perhaps within its climate fund architecture) to channel a portion of climate finance to community-level resilience building. Given Burundi's situation, even modest initiatives like training 100 youths to be solar technicians or expanding a micro insurance program for crop failure can have outsized impacts on

both climate resilience and social justice. The road is long, but Burundi's commitment to organic fertilization and reforestation, if achieved with community buy-in, could stand as an example of a just transition in the agricultural sector, turning a climate challenge into an opportunity for sustainable development.

## 2.4 East African Regional Efforts

At the regional level, the East African Community (EAC) has been working to harmonize and strengthen climate change responses among member states (which include all six EATUC countries). In 2011 the EAC adopted a Climate Change Policy which reviewed and updated in 2025, the revised EAC Climate Change Policy includes a Climate Change Master Plan and Strategy to guide adaptation and mitigation efforts across its member states. A key focus is enhancing climate resilience, particularly for vulnerable populations and food security, while aligning with international agreements like the UNFCCC. Recent initiatives under this framework support reviewing regional instruments, enhancing climate capacity, and promoting climate-smart agriculture and green energy.

In 2022, the EAC Council of Ministers endorsed a Regional Climate Change Finance Access and Mobilization Strategy which when operationalized will establish an EAC Climate Change Fund and a framework for regional cooperation on climate adaptation, mitigation, technology transfer, and financing. This is important for issues that cross borders, such as managing shared ecosystems (like the Lake Victoria basin or the Mara-Serengeti ecosystem) and coordinating disaster response (for instance, developing an integrated early warning system for the Horn of Africa droughts and floods). A unified regional approach can also amplify East Africa's voice in international climate negotiations; indeed, the EAC Secretariat often submits joint positions at COPs. In terms of just transition, the EAC has begun incorporating social dimensions into its strategies. The EAC's Vision 2050 includes sustainable development goals that echo just transition aims, like "improved natural resource management with equitable benefit sharing." There are also EAC programs to promote green manufacturing and sustainable tourism across the region, which involve retraining workers and sharing best practices, thus facilitating a just transition on a regional scale.

The East African Trade Union Confederation (EATUC) itself, representing six Federations from five EAC countries, has become an active advocate for just transition. EATUC, in collaboration with ITUC-Africa, has been lobbying the EAC and national governments to ensure that workers have a seat at the table in climate policy dialogues. In September 2023, as noted, African trade unions (including East Africans) issued a 10-point demand on just transition. These demands are being used at regional forums to push for concrete actions such as: establishing a Regional Just Transition Task Force that brings together governments, employers, and unions; creating a pipeline of green projects (renewable energy, reforestation, public transit) that can generate decent jobs; and setting up a regional training program for skills needed in the green economy (like solar technicians, energy auditors, sustainable agriculture extension officers).

East Africa's regional context also includes engagement with the African Union's Agenda 2063, which emphasizes inclusive growth and sustainable development. The AU's Climate Change and Resilient Development Strategy (2022) provides guidance that the EAC is localizing. Moreover, East African countries collectively are part of the Africa Adaptation Initiative and the African Renewable Energy Initiative, which aim to mobilize resources for adaptation and deploy 300 GW of renewables by 2030, respectively. Through these, East African nations can share knowledge and leverage larger pools of financing. For example, a regional geothermal center of excellence in Kenya trains technicians from Rwanda and Tanzania, given their interest in developing geothermal energy – a practical example of regional cooperation building capacity for just transition by enabling skilled jobs in clean energy across countries.

Finally, it's worth noting data for comparative context: East Africa's greenhouse gas emissions per capita are among the lowest globally (often less than 0.5 tonnes CO<sub>2</sub> per person, compared to the global average of 7 tonnes). Yet the region is bearing disproportionate impacts of climate change. This reality underscores East African leaders' frequent calls for climate justice meaning greater international support and consideration of equity. The Nairobi Declaration (2023) by African leaders encapsulated this by urging new global financing mechanisms (like carbon taxes on shipping/aviation or restructuring debt) to fund Africa's climate action. Such advocacy is part of the international context but driven by regional solidarity. If successful, it could bring more resources for East Africa's just transition, for instance, funds to retrain workers from degrading farm livelihoods to resilient ventures, or to provide insurance for pastoralists against drought losses.

In conclusion, across Kenya, Uganda, Tanzania Mainland, Zanzibar, Rwanda, and Burundi, we see a spectrum of climate and just transition efforts. All countries have climate policies and targets in line with the Paris Agreement, and they are increasingly embedding climate action into national development plans. Progress on just transition is uneven: Rwanda and Kenya are relatively advanced in linking climate action to economic opportunities for their people, while Tanzania and Uganda are formulating how to balance new fossil fuel developments with green aspirations, and Burundi is focusing on adaptation for its largely agrarian society. Zanzibar adds an island perspective with its blue economy emphasis. The encouraging sign is that social dialogue and awareness around just transition are growing. Moving forward, the implementation of these plans with adequate financing, capacity building, and inclusive governance will determine how successful East Africa is in navigating the climate challenge while creating decent jobs and sustainable livelihoods. The data and trends from 2023-2025 indicate that the region has begun this journey in earnest, with several promising initiatives, but also highlight the need for continued support and ambition to achieve a truly just transition for all East African workers and communities.

## CHAPTER THREE

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### STRATEGIC FRAMEWORK

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#### 3.1 Vision and Mission Statements

##### **Vision**

A regionally integrated labour movement that champions a low-carbon, climate-resilient East African economy while safeguarding decent work, climate justice, and sustainable development across all member countries.

##### **Mission**

To promote climate resilience and low-carbon development in East Africa by protecting workers' rights, creating green jobs, and ensuring that the transition to sustainability is fair, inclusive, and centered on social justice.

#### 3.2 Rationale

The EATUC Climate Change and Just Transition Policy aims to provide clear policy guidance for developing appropriate frameworks at national, regional, and sectoral levels that advance a low-carbon development pathway in East Africa while protecting workers' rights and livelihoods. In harmony with existing development plans, and the EAC's climate change policies, this policy will help ensure each East African country pursues climate adaptation and mitigation strategies in a way that supports sustainable development and decent work.

At the same time, East African workers face extreme vulnerability to climate impacts. Intensifying droughts, floods, and heat waves are already destroying jobs and livelihoods in the region's dominant sectors. Agriculture still employs over 45% of East Africa's workforce, so climate-related crop failures and livestock losses directly threaten incomes and food security. Yet the social protection systems needed to buffer these shocks are gravely inadequate – Africa has the world's lowest social protection coverage at only ~17% of its population, compared to a 47% global average. This means most East African workers lack any safety net if climate change erodes their livelihoods. Just transition is therefore not a luxury but a necessity: without deliberate policies, climate change could deepen poverty, inequality, and insecurity for millions of workers. There is an urgent need to strengthen social protection, create new green jobs, and equip workers with new skills, so that climate action does not exacerbate unemployment or precarity. Trade unions have a critical role in achieving this balance advocating for measures that protect vulnerable workers (such as cash transfers, retraining programs, or public works jobs after disasters) and ensuring that the costs and benefits of the green transition are shared equitably.

Finally, a just transition framework is essential for mobilizing support for climate action. Workers and communities are more likely to embrace new policies (for example, renewable energy projects or environmental regulations) if they see concrete gains like quality jobs, healthier working conditions, or community resilience investments. This policy provides EATUC and its affiliates a roadmap to engage governments and employers in social dialogue around climate change. By putting labour at the centre of climate solutions, East Africa can pursue climate goals in a way that also advances the Decent Work Agenda (employment, social dialogue, social protection, and rights at work). In short, the rationale for this policy is clear: East Africa must address climate change in a manner that advances social justice. We cannot allow climate mitigation and adaptation efforts to proceed without considering their impacts on working people. Instead, we must harness climate action as an opportunity to create decent jobs, reduce inequality, and modernize our economies sustainably, an opportunity that EATUC, through this policy, is committed to seizing.

### **3.3 Guiding Principles**

This policy is guided by the following core principles, which reflect EATUC's commitment to just transition and inclusive climate action:

**a) Low-Carbon Development with Decent Work**

All climate change interventions in East Africa should promote a low-carbon development pathway that also generates decent jobs. The four pillars of Decent Work: employment creation, social dialogue, social protection, and rights at work, are indispensable building blocks of sustainable development and must be at the center of climate policies. Every effort to reduce emissions or enhance resilience in our region should simultaneously seek to create new jobs or improve existing ones, and to minimize and manage any disruption to workers. For example, if coal-fired power plants are to be phased out or factories upgraded for energy efficiency, there must be plans in place for job replacement or retraining of the affected workers. Likewise, climate adaptation projects (such as reforestation, irrigation, or disaster rebuilding) should hire locally and uphold fair labour standards. By integrating climate objectives with employment objectives, East Africa can achieve a transition that is environmentally sustainable and socially responsible.

**b) Just Transition Through Social Dialogue**

The move to a climate-resilient, low-emissions economy must be inclusive and consultative, involving all stakeholders' workers, employers, governments, and communities at every level. This principle affirms the ILO's guidelines that a just transition requires strong social dialogue and tripartite consultation. All climate-related policies and plans in East Africa should be developed and implemented in partnership with trade unions, ensuring that workers have a voice in decisions that affect their jobs and livelihoods. Whether at national climate change councils, sectoral forums or company-level committees, there should be formal mechanisms for unions to contribute their expertise and advocate for worker interests. Meaningful participation will lead to better outcomes for instance, ensuring health and safety standards in new green industries, or tailoring adaptation measures to local community needs. Respect for human and labour rights is non-negotiable: climate actions must not come at the expense of fundamental rights like freedom of association,

non-discrimination, or the right to a safe workplace. By embracing social dialogue, East Africa's climate response will be more democratic, equitable, and effective.

### c) Creation of Green Jobs and Technological Innovation

Climate change mitigation and adaptation should be pursued in ways that expand opportunities for green and decent jobs. In transitioning to sustainable practices (renewable energy, climate-smart agriculture, waste management, etc.), governments and businesses should invest in worker-friendly green technologies that not only reduce environmental harm but also improve productivity and job quality. For example, renewable energy projects (solar, wind, geothermal) should prioritize local job creation and training; climate-resilient farming techniques should boost rural employment; public transport improvements (like electric buses or rail) should create skilled jobs in manufacturing and operations. Green jobs are those that help reduce negative environmental impacts while providing decent wages, safe conditions, and social protections. East Africa's transition should deliberately cultivate such jobs. This includes up-skilling workers for the green economy and supporting innovation that is labour-friendly. New technologies (e.g., solar mini-grids, electric vehicles, biogas digesters) should be assessed for their impact on workers, and wherever possible, introduced alongside measures for skills development and job placement. Embracing green industrialization can be a win-win: it protects the environment and opens up new avenues of employment for the region's fast-growing workforce.

### d) Climate Justice and Equity

EATUC's policy embraces the principle of climate justice, recognizing that those least responsible for climate change must not bear an unfair share of its burdens. Communities and nations that have contributed the least to the climate crisis such as East African countries are often suffering the most from its impacts. Therefore, mitigation and adaptation efforts should be guided by fairness, both globally and locally. Internationally, EATUC will advocate the "common but differentiated responsibilities" approach: developed countries must honor their obligations to provide finance, technology, and capacity-building support to developing regions. Within East Africa, climate justice means focusing on the needs of the most vulnerable workers and communities. Efforts should be made to compensate or support those experiencing losses due to climate change (for example, farmers losing crops to drought, or coastal communities facing displacement from rising seas). Equity must also shape the distribution of benefits from climate action for instance, jobs in new green industries should be accessible to youth, women, and marginalized groups, and not only to those with advanced skills. This principle calls for solidarity at all levels: from pushing for a fair share of global climate funds to East Africa, to ensuring that within our countries, remote rural areas and informal workers get attention, not just the formal sector or urban elites. Climate justice is integral to a just transition; it asserts that environmental sustainability cannot be divorced from social justice.

### e) Sustainable and Inclusive Development

The national and regional response to climate change must be sustainable and inclusive, aligning with broader development goals such as poverty alleviation, gender equality, and reduced inequalities. All climate actions in East Africa should contribute positively to economic and social development. This means adaptation and mitigation measures must be environmentally effective and bolster social objectives: for example, a renewable energy expansion that improves electricity access for underserved communities, or adaptation projects (like mangrove restoration, water conservation) that strengthen livelihoods and ecosystem services. Climate policies should explicitly aim to protect vulnerable groups, including those in the informal economy, women, youth, persons with disabilities, and communities in climate hotspots. An inclusive approach will ensure that benefits (like new jobs, improved infrastructure, better health outcomes from reduced pollution) reach all segments of society, while any necessary trade-offs (such as phasing out certain high-emission activities) come with support for those affected. In practice, this principle translates to measures like targeted social protection schemes for workers in transition, community consultation in project planning, and equitable resource allocation across regions. By pursuing climate strategies that are inclusive by design, East African countries can achieve climate resilience in tandem with sustainable development and social inclusion.

### f) Multi-Stakeholder Collaboration

Effective climate action requires a collaborative, multi-stakeholder approach. No single entity can tackle the challenges alone partnerships are essential. This principle emphasizes that trade unions will work alongside governments, employers, civil society, academia, and international partners to drive the just transition. Consultative processes and broad coalitions should inform climate policy development and implementation. For instance, national climate change committees should include not just policymakers but also union representatives, business associations, environmental Likeminded organizations, youth activists, and community leaders. At the regional level, EATUC will collaborate with bodies like the East African Community (EAC) Secretariat, the African Union, and global organizations (ILO, ITUC, etc.) to advance shared goals. The complex, cross-cutting nature of climate change means solutions must break out of silos integrating labour issues with environmental and economic planning. A multi-stakeholder approach ensures diverse knowledge and resources are brought to the table: scientific data, worker experience, indigenous knowledge, financial support, etc. It also builds public trust and shared ownership of climate solutions. In East Africa, where coordination across borders is crucial (since climate impacts and labour markets both transcend national boundaries), this collaborative spirit is especially important. By engaging all relevant actors through social dialogue, joint committees, and partnership programs, we increase our capacity to address climate change comprehensively while upholding social justice.

These guiding principles collectively ensure that EATUC's climate change and just transition agenda is firmly rooted in human-centred development. They will guide all objectives, strategies, and actions that follow, ensuring that our policy remains true to its ultimate purpose: securing a livable planet for future generations while protecting the dignity and rights of working people today.

g) Social Protection for Climate Resilience

Comprehensive and universal social protection systems are vital to buffer workers from the shocks of climate change. This includes access to health care, unemployment benefits, pensions, and compensation for climate-induced loss and damage. Workers in vulnerable sectors (e.g., agriculture, tourism, fisheries) must be covered by risk-transfer mechanisms, early warning systems, and safety nets to enhance individual and community resilience.

h) Mainstreaming Climate Action in Trade Union Structures

All EATUC affiliates must integrate climate change and just transition principles into their actions, programs, and strategic plans. This mainstreaming ensures coherence across the region, builds internal capacity, and encourages proactive engagement in climate policy spaces. Affiliates should embed environmental clauses in CBAs, mobilize members through climate education, and prioritize green issues in leadership forums and negotiations.

i) Multi-Stakeholder Collaboration for Transformative Change

Addressing climate change requires broad partnerships. Trade unions must work with governments, employers, civil society, academia, youth groups, indigenous communities, and international partners. Regional coordination across East African countries is essential, given shared ecosystems, labour markets, and vulnerabilities. Collaboration enhances knowledge-sharing, resource mobilization, and joint problem-solving ensuring solutions are holistic, locally relevant, and widely supported.

### 3.3 Policy Objectives

#### 3.3.1 Overall Objective

To provide a framework for engagement and coordinated action that integrates climate change considerations into the labour movement's agenda across East Africa.

#### 3.3.2 Specific Objectives

In pursuit of this overall goal, EATUC and its member federations will focus on the following specific objectives (aligned with the guiding principles and regional context):

- a) **Influence Climate Policies for Decent Work:** To influence national and regional policies and laws so that climate change responses are climate-friendly and enhance decent work.
- b) **Effective Engagement of Workers on Climate Change Issues:** Foster active engagement of workers and their unions in climate change dialogues and actions to ensure broad-based support for environmental sustainability.
- c) **Ensure Climate Justice in dealing with Climate Change Impacts:** Guarantee justice and fairness in addressing the impacts of climate change on workers and communities, including dealing with loss and damage in a way that protects the most vulnerable.

- d) **Promote Inclusive Worker and Public Engagement in Sectoral Climate Strategies:** To promote effective engagement and integration of workers, their unions, and the broader society on climate change and just transition issues.
- e) **Advancing Workers' Education and Training on Climate Change:** Enhance education, awareness and skills development for all workers to adapt to climate impacts and seize emerging green economy opportunities
- f) **Evidence-Based Research and Advocacy:** Generate, curate and use robust research and data to inform union positions, strengthen negotiations and evaluate progress on climate and just transition policies.
- g) **Building Affiliate Capacity and Regional Coordination:** Strengthen the institutional capacity of EATUC and its affiliates to lead, coordinate and sustain climate change and just transition initiatives at all levels.
- h) **Information Exchange, Advocacy and Alliances:** Enhance communication, advocacy, and partnerships to broaden support for just transition and ensure that the labour movement's climate agenda is widely understood and backed by the public and other stakeholders.
- i) **Resource Mobilization for a Just Transition:** To secure, pool and transparently manage financial, technical and in-kind resources required to implement this policy and deliver tangible benefits to workers.

### **3.4 EATUC and Affiliates Response Strategy, Measures and Policy Statements**

This section outlines the policy measures to be implemented to achieve the objectives of the EATUC Climate Change and Just Transition Policy. In implementing these measures, all EATUC affiliates are expected to act within their countries to advance climate mitigation and adaptation in ways that uphold workers' rights and welfare. The strategy recognizes that while each country faces unique circumstances, a coordinated regional approach and knowledge sharing will greatly enhance effectiveness. EATUC will play a leading role in coordinating these efforts, liaising with the East African Community and international partners, and ensuring that the trade union movement speaks in unison on climate change and just transition issues.

### **3.4.1 Influencing National and Regional Climate Policies**

#### **Objective**

To influence national, regional policies and laws so that climate change responses are climate-friendly and enhance decent work.

#### **Measures**

EATUC shall:

- Advocate for formal inclusion of national centers in the region in climate change decision-making bodies.
- Lobby and advocate for effective EATUC's representation in any EAC climate change coordination mechanisms or task forces.
- Ensure that Decent Work Regional Programme and other labour frameworks address climate change.
- Encourage the integration of climate and just transition considerations into relevant social and economic protocols.
- Support National Centers in the establishment of mechanisms to cushion workers during Climate Action and Just Transition
- Champion the creation of a Just Transition Fund or social protection schemes dedicated to climate-impacted workers.
- Aligns with the regional, continental and international "Just Transition" principle that calls for decent job creation as integral to climate action.
- Call on the EAC Secretariat and Partner States to operationalize the EAC Climate Change Policy and Strategy, and to fast-track any draft EAC Climate Change Bill/Act, ensuring it includes worker protections and participation.
- Advocate for climate policies that create enabling environments for job growth and that embed labour considerations.

EATUC Affiliates shall:

- Advocate for formal inclusion of trade unions and workers representative in the national climate change decision-making bodies.
- Lobby and advocate for effective trade unions and workers representative representation in any national climate change coordination mechanisms or task forces.
- Ensure effective worker participation in national climate change and just transition discourse.
- Push their governments to mainstream climate action into employment policies and development plans.
- Ensure that Decent Work Country Programme and other labour frameworks address climate change.
- Partner with governments and development partners to design programs that provide income support, retraining, or relocation assistance in the face of climate impacts.

- Aligns with the national, regional, continental and international “Just Transition” principle that calls for decent job creation as integral to climate action.
- Actively be involved and participate in the development of country’s Nationally Determined Contribution (NDC) to address the employment and social dimensions of climate action.

### **3.4.2 Effective Engagement of Workers on Climate Change Issues**

#### **Objective**

Foster active engagement of workers and their unions in climate change dialogues and actions to ensure broad-based support for environmental sustainability.

#### **Measures**

EATUC shall:

- Encourage each affiliate to form a climate change or environment committee at national and even sectoral union levels.
- Use its regional platform to engage workers on issues that transcend borders, such as campaigns for increased climate finance or the protection of climate migrants.
- Coordinate a “Workers for Climate Justice” week of action across all six countries, where union members march or demonstrate in support of ambitious climate policies that protect jobs.

EATUC Affiliates shall:

- Sensitize workers to leverage opportunities resulting from climate action, such as carbon credit.
- Set up dedicated structures within trade unions for climate action
- Integrate climate change and just transition into existing social dialogue processes and structures.
- Promote initiatives that involve workers directly in climate solutions.
- Facilitate tree planting drives, clean-up campaigns, or climate risk mapping in communities, giving workers a chance to contribute volunteer effort or expertise.
- Encourage the formation of “green teams” or similar employee groups that work on reducing the company’s carbon footprint, at workplace level.
- Negotiate joint worker-management environmental committees that implement such green workplace initiatives.

### **3.4.3 Ensuring Justice in Dealing with Climate Change Impacts**

#### **Objective**

Guarantee justice and fairness in addressing the impacts of climate change on workers and communities, including dealing with loss and damage in a way that protects the most vulnerable.

#### **Measures**

EATUC shall:

- Push the EAC to operationalize its Disaster Risk Reduction Management Act provisions for assisting people affected by climate hazards, making sure the implementation of that law includes attention to livelihoods and jobs.
- Ensure that national climate adaptation plans and strategies incorporate just transition measures for affected workers.
- Seek to develop a regional perspective on this, sharing case studies so that best practices for just, pro-poor adaptation are replicated.
- Push for multi-stakeholder plans for any emissions-reduction policies that affect employment.
- Strive to humanize climate change response, putting justice and equity at the forefront when dealing with unavoidable impacts

EATUC Affiliates shall:

- Advocate for strong social protection and relief for workers affected by climate-induced disasters.
- Lobby and advocate governments to establish or enhance disaster response funds and insurance schemes that specifically assist working families hit by floods, droughts, storms and other climate events.
- Engage in disaster management planning – ensuring that contingency plans (evacuations, relief distribution) consider workplace safety and involve union networks to reach members quickly. Can help document worker losses and advocate for fair compensation.
- Ensure that national climate adaptation plans and strategies incorporate just transition measures for affected workers.
- Ensure that any such measures come with consultation, compensation, or alternative livelihood support.
- Ensure unions are involved in mitigation and adaptation planning committees to voice their needs and workers right.
- Protect workers in industries affected by mitigation policies (decarbonization)
- Advocate for diversification programs in regions dependent on high-carbon industries, so that entire communities aren't left jobless.
- Push their government to discuss just transition in a tripartite forum.
- Encourage innovative insurance and finance solutions to protect workers (especially in the informal economy) against climate risks.

- Advocate for national “adaptive social protection” programs, where social protection (cash transfers, public works jobs) automatically scales up during droughts or floods
- Laise with government agencies and donors to make sure local workers get priority in post-disaster reconstruction and adaptation projects/jobs and that labour standards (fair wages, safety) are upheld.

### **3.4.4 Promote Inclusive Worker and Public Engagement in Sectoral Climate Strategies**

#### **Objective**

To promote effective engagement and integration of workers, their unions, and the broader society on climate change and just transition issues.

#### **Measures**

EATUC shall:

- Champion the mainstreaming of climate-smart agriculture practices across East Africa by pressing governments and regional economic communities to adopt policies and incentives that both cut emissions and uphold labour rights.
- Push for local content and decent work clauses in all renewable energy projects, meaning developers must hire and train local workers, respect labour standards, and allow unionization.
- Support its affiliates in ensuring a just transition for transport workers.
- Press for industrial policies that promote the manufacturing of climate solutions locally.

EATUC Affiliates shall:

- Promote climate-smart agriculture and sustainable forestry that improve livelihoods.
- Support programs that introduce hardy crop varieties or water-conserving techniques, paired with government guarantees to purchase surplus yield, thus stabilizing farm employment.
- Back community forestry initiatives that create local jobs in forest management and conservation, replacing destructive logging with sustainable harvesting (e.g., honey, medicinal plants, ecotourism guiding) as alternative livelihoods.
- Ensure development of a plan to transition workers into the clean energy sector
- Negotiate job guarantees for workers who upgraded their technical skills when facing retrenchment due to industry changes, demonstrating that upskilling can secure employment in a transitioning sector.
- Advocate for public investment in off-grid and mini-grid renewable energy for rural areas, which not only increases climate resilience but also creates jobs.
- Push for “just transition agreements”: concrete plans for emission cuts through technology (like carbon capture or alternative fuels) instead of layoffs.

### **3.4.5 Advancing Workers' Education and Training on Climate Change**

#### **Objective**

Enhance education, awareness and skills development for all workers to adapt to climate impacts and seize emerging green-economy opportunities.

#### **Measures**

EATUC shall:

- Develop and periodically update a standard climate-and-just-transition training module for use by all affiliates.
- Lobby TVET authorities and universities to mainstream green-skills curricula and set regional certification standards for solar, wind, e-mobility, energy-efficiency and climate-smart agriculture.

EATUC Affiliates shall:

- Embed climate change and just transition modules into trade union education curricula.
- Negotiate employer-funded retraining clauses whenever new technologies or climate regulations alter job profiles.
- Work with governments and educational institutions to expand Technical and Vocational Education and Training (TVET) opportunities in green skills.
- Run community awareness sessions (radio, leaflets, drama) for members' families on practical adaptation and green-livelihood options.
- Track and report the number, gender and age of workers completing green-skills training to the EATUC Secretariat.
- Ensure training programs specifically reach youth, women, and other vulnerable worker groups.
- Facilitate mentorship programs where experienced workers in traditional sectors mentor younger workers entering green sectors (and vice versa).

### **3.4.6 Evidence-Based Research and Advocacy**

#### **Objective**

Generate, curate and use robust research and data to inform union positions, strengthen negotiations and evaluate progress on climate and just-transition policies.

#### **Measures**

EATUC shall:

- Establish an online East African Climate Labour Observatory to compile sector data, policy trackers and case studies.
- Partner with universities, think tanks and the ILO to undertake joint studies on job impacts, skills gaps and social protection needs.
- Publish annual "State of Just Transition in East Africa" reports and targeted policy briefs ahead of key forums (e.g., COP, EAC Summits).
- Produce policy briefs, info graphics, and reports targeted at policymakers and the public.

EATUC Affiliates shall:

- Forge partnerships between research institutions to study climate-labour issues
- Conduct baseline and follow-up surveys among members on climate impacts and adaptation practices.
- Use research evidence in bargaining, litigation and public campaigns to demand fair transition measures.
- Share datasets and case studies with the Observatory to foster cross-border learning.
- Continuously evaluate the effectiveness of policy measures.

### **3.4.7 Building Affiliate Capacity and Regional Coordination**

#### **Objective**

Strengthen the institutional capacity of EATUC and its affiliates to lead, coordinate and sustain climate-change and just-transition initiatives at all levels.

#### **Measures**

EATUC shall:

- Formalize a network of Climate Change Focal Points in every national center with quarterly coordination meetings.
- Convene regional Training-of-Trainers workshops and peer-exchange visits to multiply expertise.
- Develop multilingual tool-kits (EN/FR/SW) including model CBA clauses, project templates and funding directories.

- Facilitate resource-mobilization coaching so affiliates can access climate-finance windows.
- Set up a dedicated section in its communications (newsletter, website...) for climate change and just transition.

EATUC Affiliates shall:

- Allocate a dedicated budget line for climate work and appoint a focal point.
- Integrate just transition targets into internal strategic plans and report progress annually.
- Mainstream youth and women committees into climate programmes and mentorship schemes.
- Forge alliances with national CSOs and employer bodies to co-implement pilot projects.

### **3.4.8 Information Exchange, Advocacy, and Awareness Creation**

#### **Objective**

Enhance communication, advocacy, and partnerships to broaden support for just transition and ensure that the labour movement's climate agenda is widely understood and backed by the public and other stakeholders.

#### **Measures**

EATUC shall:

- Lead at least one annual East-Africa-wide "Climate Justice for Workers" campaign synchronized with the global climate calendar.
- Develop a media-engagement strategy, train union spokespersons and maintain an active digital presence with common hashtags.
- Convene a biennial Regional Just Transition Forum bringing unions, governments, employers and civil-society actors together.
- Seek to have climate change & labour as a standing item in the consultative meetings EAC holds with private sector and civil society.

EATUC Affiliates shall:

- Conduct national awareness campaigns (press briefings, radio talks, social-media outreach) linking local worker stories to the continental and global justice narrative.
- Build and sustain coalitions with environmental, youth, women and community organizations to amplify advocacy.
- Track and counter any “jobs-versus-environment” narratives with factual evidence from union research.

### **3.4.9 Resource Mobilization for a Just Transition**

#### **Objective**

Secure, pool and transparently manage financial, technical and in-kind resources required to implement this policy and deliver tangible benefits to workers.

#### **Measures**

EATUC shall:

- Draft a regional Just Transition Resource Mobilization Plan mapping internal, domestic and international financing sources, with clear annual targets.
- Engage the EAC, AU, AfDB, Green Climate Fund and Loss-and-Damage mechanisms to establish dedicated windows that earmark at least 10 % of approved climate-finance flows for labour-led just-transition actions.
- Coordinate multicounty grant proposals and provide fiduciary management where required.
- Package and present evidence of worker losses to strengthen funding cases under the Loss-and-Damage Fund.

EATUC Affiliates shall:

- Allocate a minimum share of internal budgets to climate and just-transition activities, leveraging these funds to attract external co-financing.
- Engage national climate-finance entities to secure grants or budget lines that support worker retraining, social protection and workplace greening.
- Collaborate with employers to establish joint Just Transition Funds at sector or enterprise level.
- Train staff in proposal writing, project management and fiduciary compliance to meet donor requirements.
- Document and report all resources mobilized and their impact through the Monitoring & Evaluation framework.

### **3.5 Cross-Cutting Issues – Gender, Youth, Persons with Disabilities (PWD), Informal Workers, and Information & Knowledge Management**

Addressing climate change and achieving a just transition in East Africa requires an inclusive approach that accounts for the different experiences and needs of women, young people, and persons with disabilities. These cross-cutting social issues are integral to every aspect of this policy, and EATUC is committed to ensuring that our climate actions promote gender equality, youth empowerment, and the inclusion of PWDs. Below, we outline specific considerations and measures to integrate these groups effectively:

#### **Measures**

EATUC shall:

- Mainstream an intersectional gender, youth, disability and informal economy lens across all policy pillars, guidelines and monitoring frameworks, ensuring every programme budget line is screened for inclusivity.
- Champion equal representation of women, young workers, informal economy workers and PWDs on all regional and national climate decision forums, union climate committees and EATUC negotiating delegations.
- Advocate region-wide targets and incentives for female, youth and informal economy employment in emerging green sectors, partnering with the development partners to finance programmes that priorities decent jobs for these groups.
- Issue regional accessibility and informality sensitive standards for union-led training centers and climate-smart infrastructure projects, embedding universal design and decent-work safeguards for informal and formal workers alike.
- Commission and publish disaggregated research (sex, age, disability, employment status, formal/informal) on climate impacts, labour market shifts and adaptation needs, feeding evidence into advocacy and project design.
- Establish and maintain a regional Information & Knowledge Management System (IKMS) that houses datasets, training resources, case studies and policy trackers, with open access for affiliates and workers' organizations.
- Facilitate inter-generational, inter-ability and inter-sector dialogue platforms that connect veteran unionists, youth climate activists, informal economy leaders and PWD representatives to co-create solutions and strengthen solidarity.

EATUC Affiliates shall:

- Create or strengthen Gender, Youth, Disability and Informal Economy focal structures within each national center, empowered to audit policies, track progress and report to EATUC annually.
- Implement quotas or parity guidelines to secure at least 40 % female and 30 % youth/PWD/informal participation in union climate committees, training cohorts and delegations.

- Proactively recruit women, young workers, informal economy workers and PWDs into green skills training, removing barriers such as childcare, transport safety, course fees and accessibility constraints.
- Adapt all training, communication and emergency response materials into accessible and low literacy formats (braille, sign language, easy read, audio, pictograms) and ensure training venues meet universal design standards.
- Negotiate collective bargaining or sector level agreements that guarantee equal pay, social protection access and safe working conditions for informal economy workers transitioning into formal green jobs.
- Work with local authorities to embed inclusive, informality aware early warning systems and evacuation plans, prioritizing vulnerable workers especially women, youth, PWDs and informal workers in post-disaster reconstruction employment.

## CHAPTER FOUR

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### IMPLEMENTATION, MONITORING, EVALUATION AND REPORTING

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#### 4.1 Implementation Framework

Translating this comprehensive policy into reality will require a clear and robust implementation framework. This section outlines how EATUC and its affiliates will operationalize the Climate Change and Just Transition Policy, defining roles, timelines, and mechanisms for coordination. The framework is built on principles of accountability, transparency, and collaboration to ensure that the policy's ambitions yield concrete outcomes.

#### 4.2 Financing Mechanisms

The EATUC shall develop a financing mechanism for the implementation of the EATUC Climate Change and Just Transition Policy as well as an implementation plan/matrix.

#### 4.3 Phasing and Milestones (implementation framework)

Implementation will be phased to ensure manageable progress:

- Phase 1 (Immediate - Year 1): Foundation Laying. In the first 6-12 months, focus on institutional setup and planning.

**Key milestones:** Dissemination of this policy to all stakeholders (unions, government, employers and likeminded institutions), establishment of union climate committees/focal points; integration of just transition into union strategic plans; initiation of baseline research (as per 7.7, to have starting metrics); beginning of awareness training for union leadership. Also in Phase 1, engage with government to get formal buy-in e.g., request to be included in national climate change council meetings immediately, citing this policy as our action plan.

- Phase 2 (Short term - Years 1-2): Pilot Actions. Implement pilot projects or activities under each major area to demonstrate feasibility. For instance, select one sector per country to pilot just transition agreements (maybe energy sector in Kenya, agriculture in Rwanda, etc.), or one locality for a community resilience project led by a union to show concept. Simultaneously, ramp up training workshops (7.6, 7.8) so that by end of Year 2, a critical mass of union representatives (at least 2-3 per affiliate) have specialized knowledge.

**Milestone:** mid-term review meeting after 2 years to share pilot results and refine strategies. Also, by end of Year 2, aim to have influenced at least one policy document in each country (for example, insertion of just transition language in a national climate bill or NDC).

- Phase 3 (Medium term - Years 3-5): Scaling Up. Successful pilots are expanded. More sectors and regions covered. Unions should be regularly participating in climate forums; some tangible wins should be visible (e.g., a number of workers retrained, budget allocated for just transition in a national plan, etc.). By Year 5, aim for each country to have some formal Just Transition agreement or policy in place, influenced by unions whether it's a section in a climate law, a standalone national just transition plan, or collective agreements covering major industries. Regionally, aim for an EAC declaration or strategy on just transition endorsed by labour. Milestone: comprehensive evaluation at end of Year 5 (feeding into World environment or labour reports and to adjust the policy as needed).
- Phase 4 (Long term - beyond 5 years): Sustain and Innovate. The policy will likely need updates by this stage to incorporate new developments (like new COP decisions, technological changes). The focus will shift to maintaining the structures built (ensuring committees remain active, etc.) and tackling any areas that lagged. Long-term success would be measured by enduring outcomes: e.g., consistently lower unemployment due to green job growth, reduced poverty in climate-affected communities because of adaptive social measures, etc. At that point, just transition considerations should be mainstreamed (continued)
- Phase 4 (Long term - beyond 5 years): Sustain and Mainstream. By this stage, the just transition approach should be deeply embedded in all relevant institutions. The focus will be on mainstreaming ensuring that climate change and labour considerations become a routine part of policy-making and planning across East Africa. Unions will work to integrate just transition language and actions into national development plans, sector strategies, and future collective agreements as standard practice. Long-term success will be measured by enduring outcomes: for example, consistently lower climate-related unemployment due to green job growth, reduced poverty and vulnerability in communities because of adaptive measures, and strong social protection systems capable of absorbing climate shocks. Essentially, a decade from now, climate-responsive and worker-friendly policies should no longer be novel they should be the norm. At that point, EATUC's role may evolve towards monitoring and safeguarding these gains (preventing regression), and continuing to innovate (e.g., addressing new challenges like climate-induced migration of workers). A comprehensive review of this policy will be conducted (possibly in partnership with an independent evaluator) at the 5-year mark and again at 10 years, leading to an updated policy document that reflects new realities and lessons learned.

Throughout all phases, communication and transparency will be maintained. EATUC will prepare annual implementation reports to be shared with stakeholders and will invite feedback. If certain objectives lag, we will acknowledge it and adjust our strategy or seek help. Likewise, successes will be celebrated and scaled.

## 4.4 Policy Coherence and Integration

This implementation framework will be executed in a way that aligns with other union policies and broader agendas. The actions herein will support and complement likeminded organizations efforts like the Decent Work Agenda, Sustainable Development Goals (especially SDG 8 on decent work and SDG 13 on climate action), and the African Union's Agenda 2063. By ensuring coherence, we avoid duplication and maximize impact. For instance, if a country has a Climate Change Action Plan and a separate National Employment Strategy, unions will advocate to connect the dots between them, effectively bringing this policy's spirit into both realms.

**Risk Management:** Implementing a multi-year policy faces risks, such as political changes, economic downturns, or climate disasters that divert attention. The framework includes risk mitigation: building broad support (so the work continues beyond any single political administration), demonstrating quick wins (to keep momentum and funding), and maintaining flexibility to re-prioritize actions if needed. By having strong monitoring (as outlined next in section 10.0) and open communication lines, we can identify risks early and course-correct.

In summary, the Implementation Framework provides the who, how, and when for this policy. It relies on EATUC's coordination, affiliates' dedication on the ground, constructive engagement with governments and employers, and support from partners. With this framework, the ambitious goals of sections 7.0 are made actionable. EATUC is confident that through collective effort and effective management, we can translate words into deeds, driving the just transition forward for the benefit of East Africa's workers, economy, and environment.

## 4.5 Monitoring and Evaluation

Continuous monitoring and evaluation (M&E) will be critical to track progress, demonstrate results, and learn from implementation of the Climate Change and Just Transition Policy. EATUC will establish a comprehensive M&E system to assess the effectiveness of the policy's measures, ensure accountability to our constituents (workers and their communities), and inform any necessary adjustments to our strategy over time. Key components of the M&E framework include:

## 4.6 Indicators of Success

We will develop a set of Key Performance Indicators (KPIs) aligned with each major objective and action area of the policy. These indicators will blend both quantitative metrics and qualitative assessments. Examples of indicators are:

- *Influencing Policy:* Number of national climate policies, laws, or strategic plans revised to include just transition provisions or formal union roles; Number of instances of union representation in national/regional climate decision-making bodies (e.g., seats on councils) achieved; References to just transition in countries' updated NDCs or climate legislation.
- *Worker Engagement:* Number of union-led climate education sessions held and workers trained; Establishment of climate committees in each affiliate (yes/no and active/inactive); Amount of union budget allocated to climate activities; Membership surveys indicating increased awareness of climate change (baseline vs. follow-up).

- *Just Transition Support*: Creation of funds or schemes for affected workers (yes/no and size of fund); Statistics on workers receiving support after climate events (e.g., x workers received compensation or training after a flood or industry phase-down); Inclusion of labour in national disaster plans (documented in plain text).
- *Sectoral Transitions*: Green job growth in key sectors (e.g., number of renewable energy jobs created per year, number of workers transitioned from high-carbon to low-carbon jobs in a given sector); Productivity or income changes in climate-smart agriculture pilots; Case studies of sector agreements (with qualitative success evaluation – e.g., “Coal mine closed with no forced layoffs, all 300 workers retrained/relocated” as a success case).
- *Education and Training*: Number of workers (disaggregated by gender and youth) who completed just transition training programs; Job placement rate of those retrained within 6-12 months; Incorporation of climate topics in collective bargaining agreements or OSH training (as a proxy for awareness mainstreaming).
- *Research and Advocacy*: Number of research publications or policy briefs produced and cited in policy dialogue; Media mentions of EATUC or affiliates regarding just transition (as a measure of influence on public discourse); Instances of collaborative advocacy campaigns conducted (and any policy changes following them).
- *Capacity Building*: Progress in each affiliate on internal capacity – e.g., “climate focal point appointed and trained” (yes/no), funding accessed for union climate projects (amount, source); Membership growth or retention in sectors where unions took strong climate action (to see if proactive stance helps union relevance).
- *Cross-cutting*: Percentage of women youth, person with disability, youth and informal workers participating in training, committees, and green jobs (aiming for parity or improved ratios); Specific initiatives targeting PWDs implemented (yes/no, and qualitative impact); Stakeholder feedback from women’s/youth/PWD groups on inclusivity of our measures.

These indicators will be finalized in an M&E plan during the initial phase of implementation. We will set baseline values (using research from 7.7 and initial surveys) for each and define target values or milestones where feasible.

## 4.7 Data Collection and Monitoring Process:

Monitoring will be an ongoing process, led by EATUC’s Just Transition Coordinator in collaboration with affiliate focal points. Concretely:

- Affiliates will submit bi-annual progress reports to EATUC Secretariat detailing activities conducted, outputs achieved, and data on indicators (with evidence). We may design a standardized reporting template to capture the KPI data and narratives. For instance, COSYBU- Burundi might report that “In Jan–June 2025, we trained 200 workers (120 male, 80 female) in sustainable agricultural practices; as a result, 50 farmers have adopted new techniques – evidenced by testimonial or farm visits” plus attach any policy influencing done.
- EATUC will maintain a central Monitoring Database where all quantitative indicator data from countries are compiled. This might be a simple spreadsheet or an online tool if

resources permit. Qualitative outcomes (like case studies or quotes from workers) will also be documented for use in evaluations and communications.

- Whenever a key event or output occurs (e.g., union secures inclusion in a climate policy), it will be logged and later evaluated for significance (did it lead to further outcomes?).
- The M&E system will also involve field visits and spot-checks: EATUC staff or M&E personnel might visit a sample of project sites or attend training sessions to validate reporting and gather feedback directly from participants.
- We will use participatory monitoring methods as well. For example, focus group discussions with workers in a community where a just transition project happened, to learn how it impacted them, or surveys among union members to gauge if they feel more empowered on climate issues compared to baseline.
- Monitoring will pay attention to our cross-cutting aims: ensuring data is disaggregated by gender, age, and disability status wherever applicable, and monitoring not just aggregate numbers but equity of participation and benefit.

## 4.8 Evaluation and Learning:

EATUC commits to a culture of continuous learning. We will have several layers of evaluation:

- Mid-term Evaluation: Around the mid-point (e.g., end of Year 3), we will conduct a mid-term evaluation. This could be an internal evaluation led by EATUC's M&E team with input from an external advisor for objectivity. The mid-term evaluation will look at outcome level progress: Are we seeing early signs of positive impact (like policy changes or community benefits)? Are our assumptions holding true? (For example, did training workers indeed help them get green jobs as we assumed?). Any corrective actions needed will be identified perhaps re-prioritizing certain objectives or intensifying efforts where lagging. The mid-term review will be documented and shared with partners.
- Final Evaluation: After about 5 years of implementation, a comprehensive external evaluation will be commissioned. This independent evaluation will measure our performance against the original objectives (sections 7.2 and targets set), determine the effectiveness, efficiency, and impact of interventions, and gather lessons. We will aim to align this with global reporting timelines for instance, feeding into the Global Stock take under the Paris Agreement (which assesses collective progress) by providing a labour perspective from East Africa. The final evaluation report will be published and disseminated widely (within the labour movement globally, to the EAC, ILO, etc.) to contribute knowledge on how just transition can be operationalized in a regional trade union context.

## 4.9 Adaptive Management

Monitoring and evaluation findings will be actively used to adapt our approach. The policy document is intended to be a living document. If, for instance, after 2 years we realize that certain objectives are ahead of schedule (say, many green jobs are being created but the quality is an issue), we might reorient to focus more on job quality measures. Or if some actions face barriers (e.g., perhaps integrating just transition in a particular country's policy is slow due to political issues), we might allocate extra resources or seek high-level intervention through ITUC or ILO to unblock it. Adaptive management means being flexible and responsive to evidence – we won't rigidly stick to a plan that isn't yielding results. This could also mean scaling up successful pilots faster than originally planned.

As part of adaptive management, EATUC will keep an eye on external changes: new climate finance opportunities, technological innovations, or shifts in global policy (like the UNFCCC's Just Transition Work Programme which is now underway). We will incorporate such developments into our implementation. For example, if COP29 or COP30 yields a new funding window for just transition, our M&E should catch that and recommend action to tap into it.

## 4.10 Reporting and Accountability:

Finally, accountability to our members and stakeholders will be ensured by transparent reporting. The Annual Progress Reports and evaluation summaries will be shared publicly (except sensitive data as appropriate). We will circulate them to government partners, publish key highlights on EATUC's website and newsletters, and present them in forums like the EAC or ILO meetings. By doing so, we invite our social partners to hold us accountable as well just as we hold governments accountable, we show that the union movement is serious about delivering on its commitments. Internally, the EATUC Committee of Expert will review progress annually and provide guidance or mandate shifts in strategy if needed and approved by EATUC Summit. Member federations will likewise discuss progress in their governing bodies, keeping the climate agenda high on their priority list (not letting it be sidelined by other pressing issues – something strong accountability helps prevent).

We will also celebrate and communicate successes to motivate continued effort. Every success be it a small community project or a big policy win – will be documented (possibly with human stories, photos) and shared. This not only validates the work of those involved but also builds broader support by showing tangible benefits. For instance, if due to union advocacy a new social protection scheme is launched in, say, Burundi for flood-affected families, we will publish that story with quotes from a worker who benefited, crediting the collaborative efforts behind it.

In conclusion, the M&E framework ensures that we track our journey meticulously. It gives us the tools to measure how far we've come in realizing the vision (section 4.0) and objectives (7.0) of this policy. By learning and adapting, we increase our chances of success. And by holding ourselves accountable, we build trust with the workers we represent and the partners we work with. The just transition is a dynamic process our M&E approach is designed to navigate this dynamism, keeping EATUC and its affiliates on course towards our ultimate goal: an East African economy that is sustainable, equitable, and full of decent work opportunities for all.

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## IMPLEMENTATION MATRIX.

Table A Annex 1

<b>Strategy 1: Influencing National and Regional Climate Policies</b>	
<b>Objective:</b> To influence national and regional policies and laws so that climate change responses are climate-friendly and enhance decent work	
	<p>Strategies:</p> <p>Establish a Regional Trade Union Climate Policy Working Group.</p> <p>Advocate for the Inclusion of Trade Unions in National and EAC Climate Governance Structures.</p> <p>Conduct Policy Reviews and Legal Gap Analyses.</p> <p>Develop and Disseminate Regional Trade Union Position Papers.</p> <p>Organize High-Level Policy Dialogues and Regional Climate and Labor Forums.</p> <p>Participate Actively in National and Regional Climate Consultation Processes.</p> <p>Support the Development and Adoption of a Regional Just Transition Framework.</p> <p>Monitor Policy Implementation and Hold Duty Bearers Accountable.</p>

OBJECTIVE(S)	OUTPUT(S)	ACTIVITY	TARGET(S)	TIMEFRAME	SOURCE OF FUNDS	RESPONSIBILITY
Align climate policies with labour and decent work goals.	Labour-inclusive policy briefs	Conduct reviews and develop policy brief	6 Briefs by 2026	2026	Cooperating Partners	EATUC/Affiliates
Influence EAC climate frameworks to include just transition.	EAC policy amendments proposed.	Engage EAC legislative bodies	regional policies revised	2025-2028		EATUC/Affiliates, EAC
Institutionalize tripartite consultations on climate issues	National dialogue platforms formed	Form tripartite taskforces	Taskforces in 5 Countries	2026 -2027		Trade unions, Employers' Associations, Labour and Environmental Ministries.
Monitor policy implementation impact on workers	Monitoring reports	Track climate laws and labour impacts	Annual reports published	2026 -2030		EATUC/Affiliates

## Strategy 2: Effective Engagement of Workers on Climate Change Issues

**Objective:** Foster active engagement of workers and their unions in climate change dialogues and actions to ensure broad-based support for environmental sustainability

	<p>Strategies:</p> <p>Capacity Building for Union Members and Leaders.</p> <p>Develop Worker-Friendly Climate Education Materials.</p> <p>Promote Worker Participation in National Climate Policy Dialogues.</p> <p>Advocate for Climate-Proof Collective Bargaining Agreements (CBAs).</p> <p>Monitor and Evaluate Union Engagement in Climate Action.</p>
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OBJECTIVE(S)	OUTPUT(S)	ACTIVITY	TARGET(S)	TIMEFRAME	SOURCE OF FUNDS	RESPONSIBILITY
Strengthen union participation in climate policy forums	Union representatives engaged.	Nominate and train reps	2 per country	2026		EATUC/Affiliates
Enhance climate knowledge in the labour movement	Climate sensitization workshops	Train Members on climate-labour nexus	3000 members trained	2026 - 2030	Cooperating Partners	EATUC /Affiliates

Build gender-responsive worker platforms	Women-led /youths dialogue forums	Form women/youth's climate committees	1 per federation	2026	Cooperating Partners	EATUC/Affiliates
Ensure worker interests are represented in NDCs	Position Papers	Submission of trade union positions to NDC	Contributions to 6 NDC.	2026 -2030		EATUC Affiliates

### Strategy 3: Justice in Climate Change Impacts

**Objective:** Guarantee justice and fairness in addressing the impacts of climate change on workers and communities, including dealing with loss and damage in a way that protects the most vulnerable.

	<p>Strategies:</p> <p>Advocate for Equitable Policy Measures.</p> <p>Ensure Inclusion of Women, Youth, and Informal Workers.</p> <p>Raise Awareness on Climate-Induced Worker Risks</p> <p>Engage in Regional and Global Loss and Damage Mechanisms.</p> <p>Build Alliances for Climate Justice</p> <p>Monitor and Document Impact</p>
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OBJECTIVE(S)	OUTPUT(S)	ACTIVITY	TARGET(S)	TIMEFRAME	SOURCE OF FUNDS	RESPONSIBILITY
Secure safety nets for climate-affected workers	Establish safety net programs	Develop and implement support programs	5 pilot programs in affected areas	2026 - 2030	Cooperating Partners	Government/Cooperating Partners/Employers/Trade Unions
Increase awareness of climate impacts on workers	Educational materials	Create resources on climate-related risks	Distribute to 6 EATUC affiliates	2026 - 2030	Cooperating Partners/ EATUC Affiliates	EATUC/Affiliates
Advocate for policies supporting vulnerable groups	Policy recommendations	Engage with policymakers on protective measures	3 key policy proposals	2026 - 2030	Cooperating Partners/ EATUC Affiliates	EATUC/Affiliates
Establish community resilience initiatives	Community support projects	Fund local resilience-building projects	10 projects initiated	2026- 2030	Cooperating Partners, Government	Government, Cooperating Partners

## Strategy 4: Promote Inclusive Worker and Public Engagement in Sectoral Climate Strategies

**Objective:** To promote effective engagement and integration of workers, their unions, and the broader society on climate change and just transition issues.

	<p>Strategies:</p> <p>Institutionalize Worker Participation in Sectoral Climate Dialogues.</p> <p>Set Up Sectoral Just Transition Hubs.</p> <p>Conduct Targeted Stakeholder Consultations.</p> <p>Launch Public Engagement and Awareness Campaigns.</p> <p>Build Strategic Partnerships.</p> <p>Train Sectoral Union Representatives.</p> <p>Develop Monitoring and Feedback Mechanisms.</p>					
OBJECTIVE(S)	OUTPUT(S)	ACTIVITY	TARGET(S)	TIMEFRAME	SOURCE OF FUND	RESPONSIBILITY
Mainstream labour voices in sectoral plans	Inclusion of labour perspectives	Conduct stakeholder consultations	5 sectoral (energy, construction, agriculture, transport, fisheries) consultations	2026 - 2030		Sectoral committees

Establish sectoral Just Transition hubs	Creation of regional hubs	Set up hubs to facilitate dialogue and action	hubs established	2026 - 2030		EATUC, EAC
Enhance public awareness of Just Transition	Public engagement campaigns	Launch campaigns to raise awareness	Six EATUC Affiliates	2025 - 2030	Cooperating Partners/ EATUC Affiliates	EATUC /Affiliates

### Strategy 5: Advancing Workers' Education and Training on Climate Change

**Objective:** Enhance education, awareness and skills development for all workers to adapt to climate impacts and seize emerging green-economy opportunities

Strategies:

- Develop Tailored Climate and Just Transition Curricula.
- Launch Large-Scale Climate Awareness Campaigns.
- Implement Accredited Green Skills Training Programs.
- Support Informal Worker Skill Recognition.
- Target Women and Youth through Inclusive Programs.
- Strengthen Collaboration with Training Institutions.
- Embed Climate Education in Union Structures.
- Monitor Learning Impact and Adapt Curriculum.

OBJECTIVE(S)	OUTPUT(S)	ACTIVITY	TARGET(S)	TIMEFRAME	SOURCE OF FUNDS	RESPONSIBILITY
Develop climate education programs	Curriculum and training materials	Design and implement training programs	Six EATUC Affiliates	2026 - 2030	EATUC Affiliates/ Cooperating Partners	EATUC/Affiliates
Promote green skills training	Certification and skill badges	Offer certifications for green skills	Six EATUC Affiliates	2026 - 2030	EATUC Affiliates/ Cooperating Partners	EATUC Affiliates
Build awareness among workers on climate impacts	Awareness posters, videos, flyers, webinars.	Launch a multilingual awareness campaign targeting formal and informal sectors	At least 4.5 million workers reached	2026 - 2030	EATUC Affiliates/ Cooperating Partners	EATUC/Affiliates
Support Recognition of Prior Learning (RPL) in green jobs.	Skill badges and portable credentials.	Establish recognition systems for existing informal green skills.	At least 200 informal workers accredited annually	2026 - 2030		Government, Employers, Academic Institutions
Engage youth and women in climate-focused training.	Gender-responsive and youth-inclusive programs.	Tailor programs to young workers and women in vulnerable sectors.	1,000 youth and 1,000 women engaged annually.	2026 - 2030	EATUC/ Affiliates Cooperating Partners	EATUC/Affiliates

Strengthen partnerships with TVETs and institutions.	MoUs and co-delivered training.	Collaborate with NITA, TVETs, NGOs to co-deliver green training.	6 national partnerships formalized	2026 - 2030		EATUC/Affiliates, TVET, NGOs
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### Strategy 6: Evidence-Based Research and Advocacy

**Objective:** Generate, curate and use robust research and data to inform union positions, strengthen negotiations and evaluate progress on climate and just-transition policies.

Strategies:

Establish a Regional Research and Knowledge Hub on Climate and Labour.

Undertake Sector-Specific Research on Climate Impacts.

Build Affiliate Capacity to Generate and Use Data.

Promote Participatory Research with Workers.

Monitor and Evaluate National and Regional Climate Policies.

Translate Research into Advocacy Tools.

Facilitate Policy Engagement Forums.

Secure Sustainable Funding for Research and Advocacy.

OBJECTIVE(S)	OUTPUT(S)	ACTIVITY	TARGET(S)	TIMEFRAME	SOURCE OF FUNDS	RESPONSIBILITY
Conduct comprehensive research on climate impacts	Research reports and policy briefs	Undertake studies on climate impacts on sectors	Six EATUC Affiliates	2026 - 2030	EATUC Affiliates/ Cooperating Partners	EATUC /Affiliates
Evaluate progress on policies	Evaluation reports	Assess effectiveness of climate policies	Six EATUC Affiliates	2026 - 2030		EATUC/Affiliates
Strengthen advocacy through evidence	Advocacy materials	Develop materials based on research findings	Six EATUC Affiliates	2026 - 2030	EATUC/ Affiliates/ Cooperating Partners	EATUC /Affiliates

#### Strategy 7: Building Affiliate Capacity and Regional Coordination

**Objective:** Strengthen the institutional capacity of EATUC and its affiliates to lead, coordinate and sustain climate-change and just-transition initiatives at all levels.

Strategies:	Develop and Implement Tailored Climate Leadership Training Programs. Standardize Communication and Coordination Mechanisms Across Affiliates. Establish a Regional Climate and Just Transition Focal Point System. Strengthen Monitoring, Evaluation, and Learning (MEL) Systems. Mobilize Resources and Partnerships.
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OBJECTIVE(S)	OUTPUT(S)	ACTIVITY	TARGET(S)	TIMEFRAME	SOURCE OF FUNDS	RESPONSIBILITY
Enhance training for affiliate leaders	Training programs	Design and deliver regional leadership training on climate change and just transition	At least 300 leaders trained	2026 – 2030	EATUC/Affiliates/Cooperating Partners	EATUC/Affiliates
	Training manuals and toolkits produced	Develop and distribute user-friendly training materials		2025		
Improve communication and coordination	Communication frameworks	Establish communication strategies among affiliates	Six EATUC Affiliates.	2026 - 2030	EATUC Affiliates	EATUC /Affiliates
	Joint coordination platforms established	Set up a digital coordination platform (e.g., climate union network portal)	1 regional coordination meeting held.			
	Periodic coordination meetings held	Organize bi-annual coordination meetings for affiliates	2 meetings annually			
Strengthen affiliate institutional frameworks	Reviewed climate action plans/develop action plans.	Support affiliates to review/update their internal strategies and action plans	6 updated affiliate strategies		EATUC/Affiliates	EATUC/Affiliates

## Strategy 8: Information Exchange, Advocacy, and Awareness Creation

**Objective:** Enhance communication, advocacy, and partnerships to broaden support for just transition and ensure that the labour movement's climate agenda is widely understood and backed by the public and other stakeholders.

Strategies:

- Establish the EATUC Climate Information and Action Hub
- Conduct Regular Regional Dialogue Forums and Exchange Missions
- Develop and Disseminate Trade Union Climate Briefs and IEC Materials
- Strengthen Regional Advocacy on Just Transition and Labor Representation
- Mobilize Affiliates for Joint Campaigns and Climate Advocacy Days
- Standardize Data Collection and Reporting on Union Climate Action
- Empower Youth and Women Trade Unionists as Climate Champions

OBJECTIVE(S)	OUTPUT(S)	ACTIVITY	TARGET(S)	TIMEFRAME	SOURCE OF FUNDS	RESPONSIBILITY
Strengthen public communication	Enhanced EATUC image and visibility on climate change issues.	Launch campaigns to promote the climate agenda	EATUC	2026 - 2030	EATUC Affiliates Cooperating Partners	EATUC /Affiliates
Develop Advocacy manual.	Advocacy training Manual.	-Technical Workshop	EATUC and its Affiliates.	2025	EATUC/ Affiliates Cooperating Partners	EATUC/Affiliates

Strengthen regional information sharing and learning on climate change and labor	EATUC Climate Information and Action Hub established and functional	<ul style="list-style-type: none"> <li>- Develop a digital platform to house resources (policies, tools, case studies)</li> <li>- Upload and update materials regularly</li> <li>- Promote the hub across EATUC affiliates and partners</li> </ul>	EATUC and its Affiliates	2026 - 2030	EATUC/ Affiliates	EATUC/Affiliates
Promote cross-country and cross-sectoral learning among affiliates	At least 1 regional dialogue forums and 2 exchange visits held annually	<ul style="list-style-type: none"> <li>- Organize bi-annual forums (virtual/in-person)</li> <li>- Coordinate South-South exchange missions</li> <li>- Document and disseminate outcomes of each dialogue</li> </ul>	EATUC Affiliates	2026 - 2030	EATUC/ Affiliates	EATUC/Affiliates
Enhance EATUC Affiliates capacity to engage in climate advocacy	5 climate policy briefs and 3 sets of IEC materials produced annually	<ul style="list-style-type: none"> <li>- Draft and validate policy briefs on key issues (NDCs, just transition)</li> <li>- Translate IEC materials into multiple languages</li> <li>- Disseminate through digital and physical channels</li> </ul>	EATUC Affiliates.	2026 - 2030	EATUC Affiliates/ Cooperating Partners	EATUC/Affiliates
Advocate for integration of just transition and labor issues in national and regional climate policies	Labor representatives included in national climate councils and EAC climate governance platforms	<ul style="list-style-type: none"> <li>- Engage EAC and national ministries through policy dialogues</li> <li>- Submit position papers to EAC Secretariat and relevant climate ministries</li> <li>- Organize high-level union-led roundtables on just transition</li> </ul>	EATUC/Affiliates.	2025 - 2030	EATUC Affiliates/ Cooperating Partners	EATUC/Affiliates

Promote gender and youth inclusion in climate and just transition actions	At least 50 youth and women trained and engaged as climate champions	<ul style="list-style-type: none"> <li>- Identify youth and women leaders in each affiliate</li> <li>- Conduct leadership and advocacy training</li> <li>- Support their participation in forums and campaigns</li> </ul>	EATUC Affiliates.	2026 - 2030	EATUC Affiliates/ Cooperating Partners	EATUC/Affiliates
Monitor and evaluate union climate actions across the region	Climate action reporting tool developed, adopted and used by all EATUC affiliates	<ul style="list-style-type: none"> <li>- Design a standard reporting template</li> <li>- Train focal points in each affiliate to collect and report data</li> <li>- Compile and publish an annual EATUC climate-labor report</li> </ul>	EATUC Affiliates.	2026 - 2030		EATUC /Affiliates
Mainstream climate change into trade union events and governance.	Climate sessions included in 100% of key EATUC and affiliate events	<ul style="list-style-type: none"> <li>- Include climate agenda items in congresses/Summit.</li> <li>- Host “Green Labor Forums” as side events</li> <li>- Provide resource persons and materials for each forum</li> </ul>	EATUC/ Affiliates.	2026 -2030		EATUC/Affiliates

## Strategy 9: Resource Mobilization for a Just Transition

**Objective:** Secure, pool and transparently manage financial, technical and in-kind resources required to implement this policy and deliver tangible benefits to workers.

	<p>Strategies:</p> <p>Identification of Opportunities for forming strategic partnership with other stakeholders championing labour rights and just transition.</p> <p>Maintain partnerships in a way that is mutually beneficial to both parties.</p>					
OBJECTIVE(S)	OUTPUT(S)	ACTIVITY	TARGET(S)	TIMEFRAME	SOURCE OF FUNDS	RESPONSIBILITY
Develop a resource mobilization strategy	Comprehensive strategy document Mobilized adequate finances to implement the policy.	Create a detailed plan for resource mobilization	Six EATUC Affiliates.	2026 - 2030		EATUC/Affiliates
Develop Comprehensive partnership mapping and Analysis.	Increased collaboration with partners	-Mobilization for external financial /technical support from development partners and solidarity partners. -Mobilize for internal financial support from EATUC.	EATUC/Affiliates	2026		EATUC/Affiliates

