



Conditions for Success

Annual Report 2024



Just Transition
Commission

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Cover image: A Shetland fisher with his catch

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Foreword

It has been a particularly busy and productive year for the Commission, as we zeroed in on the question of how the climate transition is reshaping different places across the country. We chose to visit Grangemouth, Shetland, Dumfries and Galloway and Aberdeen, each of them just transition “hot-spots” with distinctive local characteristics.

A consistent theme of our work this year has been a shift away from a sense that a just transition would be a “nice-to-have”. Instead, we have seen and heard very directly how success on this agenda is already critical to the lives and livelihoods of people up and down the country, and sure to grow in prominence in the years ahead. Workers fear they are facing a “cliff edge” at the same time as storms and floods have grown increasingly frequent and severe.

We thank each of the hundreds of people who have spoken to us, making time in busy lives to share with us their experiences and insights. A distinctive part of our approach is that we are tasked both with providing an expert advisory function and seeking to build consensus on challenging questions. If we have had any success in investigating these issues, analysing different perspectives and producing advice that reflects a balanced consensus among leaders from industry, trade unions and environmental groups, this has been the result of active and committed citizens across the country sharing their knowledge with us, be that as practitioners, producers, consumers, technical experts, parents, and people of all ages.

We have consistently found a very high level of engagement, expertise, and dedication in communities across the country for whom the justice of the transition feels ever more a live and central question. Many of those at the leading edge of innovation to put fairness at the heart of our climate transition are doing this work with little in the way of structured support. Frequently we have found critical roles fulfilled by volunteers working at a local scale. The commitment and ingenuity of such people exemplifies the leadership we now need to see from those who possess institutional power to effect change.

Our work has also benefited greatly from the efforts of talented researchers who have produced analysis and insights on just transition questions that is of great interest to the wider community of people and policymakers internationally who are seeking to develop approaches to just transition planning and delivery. We thank Dr Ewan Gibbs and Riyoko Shibe of the University of Glasgow, Tom Wills and Daniel Gear of Voar, Miriam Brett and Laurie Macfarlane of Future Economy Scotland, Dr Daria Shapovalova of the University of Aberdeen and Scott McGibbon at Ptotal for all their work with the Commission this year.

Scotland's approach to just transition has developed over a number of years through the hard work of a great many committed people. This means we are now relatively well-placed to take the next steps required to translate just transition principles into action. Some of these steps are set out in this report. In the year ahead, as just transition becomes the major theme of the global climate process towards COP 30 in Brazil, more and more people around the world will look to Scotland to understand if a just transition approach can deliver results.

As co-chairs of this Commission, we will do whatever we can to make sure Scotland has a good story to tell.



Co-chairs meeting with First Minister John Swinney at Bute House to discuss this report

Satwat Rehman
Co-Chair
Just Transition Commission

Professor Dave Reay
Co-Chair
Just Transition Commission

The background image shows a close-up, low-angle view of a cable pulling machine mounted on a ship's deck. The machine is white with various mechanical components, including rollers, pulleys, and a large black tire. A thick black cable with yellow diagonal stripes is being pulled through the machine. To the left, there is a metal staircase with yellow steps and a safety railing. The ship's white hull and a searchlight are visible in the upper right. In the background, a grassy hill with patches of snow and a body of water are visible under a clear blue sky.

Introduction and key messages

Introduction

Scotland's Just Transition Commission is a non-statutory public body that operates independently and combines the functions of expert advice and consensus-building. Members are drawn from business, industry, trade unions, environmental groups, the third sector and academia.

The Commission's role is to:

- provide independent scrutiny and advice on the development of the Scottish Government's just transition planning
- advise on the optimal approach to monitoring and evaluating just transition delivery
- engage with those most likely to be impacted by the changes already underway
- collaborate productively with other sources of relevant expertise such as the Climate Change Committee, Fair Work Convention and Fuel Poverty Advisory Panel, and
- publish an annual report to reflect on Scotland's progress.

This report provides the Commission's latest assessment of Scotland's progress towards achieving a just transition to a low carbon economy. It distils key findings from its program of information-gathering, scrutiny, research, analysis and deliberation undertaken during 2024. It gives an overview of the state-of-play in Scotland's approach to just transition planning and delivery, identifying several short-term and medium-to-long-term actions that would enhance this approach in a strategic way.

During 2024 we have seen limited movement on just transition policymaking, while the framework for Scotland's climate commitments is shifting, with emissions to be reported on and mitigated through a sequence of carbon budgets up to the net zero target in 2045. While we have seen a number of set-backs and delays to important elements of the policy process, there are nevertheless opportunities arising from a refreshed approach as well as hopes for effective co-operation between different levels of government on this agenda following the Westminster general election earlier this year.

It is a very challenging time for many people in Scotland - as the data in our Progress Assessment shows in stark terms. Success on just transition isn't a nice-to-have, or a second order consideration to be addressed once the multiple crises that are making it harder for people to meet their material needs and achieve economic security have been resolved. For a great many people, a just transition is essential to protecting their livelihoods, families and communities right now. Fundamental just transition questions are only likely to grow in prominence as we work to adapt to the changing climate and safeguard our economic resilience.

In 2024 the Commission published people-and place-based policy briefings on Grangemouth and Shetland, with two further such publications to follow in early 2025, for Dumfries & Galloway and Aberdeen. The Commission also published its briefing on Investment, which breaks down the key elements of the financing challenge sector-by-sector as well as identifying cross-cutting issues, risks and opportunities.

A distinctive part of our remit is to provide advice on the best approaches to monitoring and evaluation (M&E) for a just transition. This year we prioritised M&E as a cross-cutting theme for investigation, and the result is a research report prepared by the Tavistock Institute of Human Relations and the University of Edinburgh. The Commission instructed the team of consultants in detail over several months and engaged in a series of in-depth workshops to help develop and refine the project, drawing on members' expertise and understanding developed through the Commission's program of engagement and information-gathering. This work has enabled the Commission to put forward a clear set of recommendations that we consider practical and, if implemented, transformative for the success of just transition policymaking.

M&E on just transition has proven a tough nut to crack, a problem shared by ever greater numbers of policymakers around the world seeking to address the issue. Fairness, after all, is difficult to define conclusively and far harder to quantify in a definitive way than emissions. We hope the findings presented in the research report (Annex A) will prove a cornerstone of this Commission's legacy in helping to embed just transition across government and give just transition principles real teeth in the Scottish context. These proposals, such as the creation of a data dashboard on just transition progress and the establishment of interim just transition targets up to 2045 aligned with Scotland's carbon budgets would, if adopted, constitute a genuine world first in climate and economic policy innovation.

We therefore now have the opportunity in Scotland to showcase a successful model of just transition policymaking, as just transition moves right to the top of the global policy agenda via COP 30 in Brazil in November 2025. But significant progress will need to be made in the intervening months if Scotland's hard-won reputation as a leading voice on just transition is to remain credible as more and more countries and regions develop and apply their own approaches, not least our neighbours in Ireland and Northern Ireland who are establishing their own Just Transition Commissions.

With the next Holyrood election expected in mid-2026, consideration inevitably turns to what the long-term legacy of this parliament will be, particularly in terms of just transition. Currently there is a risk that a strong process in principle is under-resourced and not sufficiently prioritized for effective delivery, and that the credibility of the Just Transition Planning framework is undermined by jobs gaps, as well as delays and underperformance on mitigation and adaptation.

This report therefore speaks to a critical juncture. It is intended to convey the urgency of the situation, the high risks attached to continuing with a business-as-usual approach, and the need for a step-change in the priority afforded this area of policy across the whole of government. We hope the advice contained in this report proves a useful resource for policymakers, businesses, communities, workers and researchers who are working in any way to deliver a just transition.



The Commission met offshore workers and business leaders at the University of Aberdeen in October

Key messages

This is the third annual report the Commission has published, and it should be noted that each of the previous key messages and recommendations still apply. This year we add to these by setting out:

1. the strategic conditions for a successful just transition process, based on the Commission's work to date, and
2. key strategic policy steps ("game-changers") that could be meaningfully progressed within this Holyrood parliamentary term. This reflects the "two-speed" approach the Commission has consistently said is required.

Conditions for success

Achieving a just transition in Scotland requires co-ordinated action and innovation at every level of our political structure and across civil society. The following are underlying factors that have been identified as consistent themes through the Commission's structured engagement with people and places impacted by the transition over the past three years. These are the conditions that now need to be in place if Scotland's climate transition is to be achieved in the fairest way.

1. Transformational leadership

The Scottish Government has shown leadership over recent years by committing at a comparatively early stage to a structured process of planning to deliver a just transition. As we move from planning to delivery, and given the significant challenges we have seen in achieving a whole-of-government approach, the Commission is now looking for tangible indicators of serious ambition from the top of Scottish Government. Operationalising just transition must now be a key priority. We expect to see just transition principles being rigorously applied across all relevant areas of policy. This will raise substantially the level of expectation on policymakers and employers, and galvanise the action required from different levels of government, public bodies, business, industry and communities. Failure to prioritise Just Transition outcomes will mean Scotland will not deliver on its just transition or fair work aspirations.

2. Get ahead of potential jobs gaps

A hallmark of just transition success is a consistent, properly-resourced process of anticipatory planning to prevent jobs gaps where these present as a clearly foreseeable risk. Jobs gaps occur when a reduction in one form of economic activity puts people out of work without a credible and timeous route for them into employment of equivalent standing. This poses a critical delivery risk to Scotland's climate transition by encouraging workers to emigrate for opportunities or to leave the workforce entirely, weakening our skills base. A jobs gap is the starkest indicator of a disorderly and unjust transition. Using its convening power and appropriate leverage, government should require high emitting employers to support their workers through the transition as standard practice and secure concrete commitments from all relevant stakeholders in phase-down areas of economic activity, such as fossil fuel extraction, processing and usage, both in terms of at-risk places such as Grangemouth, Finnart, Shetland, the North East as well as specific roles such as gas boiler engineers and vehicle maintenance workers.

3. Put just transition at the heart of Scotland's climate and economic policy

Scotland has embedded its approach to just transition planning over the past several years, albeit with critical areas requiring to be addressed rapidly in terms of effective monitoring and evaluation and the approach to regional planning. Ireland and other countries have studied the Scottish example carefully as they have developed their own approach. We are now well placed to build up from these foundations and make a step-change from a generic and aspirational framework to one that is structured, implementable, and costed, with clear lines of accountability. In 2025 Scotland embarks on a renewed approach to climate policy structured around carbon budgets, a new Climate Change Plan, the updated Scottish National Adaptation Plan 2024-2029 and proposed nature targets. A well-developed just transition policy process must be embedded within this new structure, including by establishing clear interim just transition targets up to 2045, based on agreed priority areas and detailed activities across, for example, 5-, 10, 15- and 20-year targets, with accountability attributed across relevant areas of government, agencies or mandated for external stakeholders.

4. Maximise the positive social and economic impact of new physical infrastructure

The aspiration to achieve a just transition will be tangibly felt by people across the country to the extent that just transition principles are seen to be meaningfully applied to the rapid expansion of new infrastructure rolled out as we address the climate crisis, including for renewable energy, digital provision, adaptation, transport and a low carbon built environment. This means securing a sustainable legacy in terms of high quality jobs with fair work protections and the development of the intergenerational skills base required for construction, operations, supply chains and manufacturing. It also includes the materials required and the changes our landscapes, scenery and marine environment will undergo. To ensure local communities are fully involved and derive maximum benefits, community wealth building principles must be embedded, building on Scottish Land Commission advice. This will require policy innovation, government leadership and co-ordination. A business-as-usual, market-led approach will see Scotland retain only a small portion of the social and economic up-side on offer from our climate transition and encourage costly delays.



School pupils from the North East share their perspectives with the Commission in Tillydrone, Aberdeen

5. Power-up Scotland's social infrastructure

As identified in our [2022 report](#), Scotland's social infrastructure primarily includes the care, health, cultural and education services that underpin economic performance and sustain the entire workforce. These will be critical for delivery of the Scottish Government's Just Transition Outcomes, particularly on adaptation and resilience, and will be key to success alongside directly-affected sectors. Achieving the transformation in a just manner requires that we significantly expand the number and quality of jobs, skills and pay in the low-emitting social and cultural infrastructure sectors. Just transition plans and related economic and investment policies must be geared to develop a more robust social infrastructure, including measures for achieving the investment quantum and quality required, retraining and upskilling work, and tackling systemic inequalities.

6. Map and manage the risk of a “postcode lottery” effect

A key strategic risk in terms of distributional impacts and regional cohesion is that the costs and benefits accruing from the climate transition will be significantly more highly concentrated in some areas of the country than others. Success in addressing this challenge requires a two-step approach. Firstly, secure the environmental, social and economic “wins” through policy and regulation that supports communities in retaining the long-term value created by emerging forms of economic activity in places hosting such activity (such as forestry in Dumfries and Galloway or onshore wind in Shetland). Secondly, develop a clear set of measures, including taxation, to mitigate the risk of regional inequality. Some communities will have clearer opportunities to support community wealth building from new revenue streams, however this should not mean communities in other areas bear a disproportionate cost or are excluded from the positive economic impacts of the transition.

Game-changers

A commitment to just transition is about enabling effective climate delivery by negotiating complex social and economic changes. It is not an excuse for inaction or delay. Here we set out five key strategic steps on just transition which the Scottish Government can progress immediately as hallmarks of a strong legacy on just transition from the current Holyrood parliament.

1. Get the delivery model in place at regional level

We have seen some limited progress towards just transition plans for critical economic sectors. The second principal dimension of the Scottish Government's just transition planning framework (regional just transition plans) is yet to be developed in a way which will make good on the key principle of subsidiarity. Just transition challenges typically present at local or regional scales and require specific measures and monitoring at that level. The regional just transition plans will require a major new program of work with Scottish Government leading and coordinating efforts across 32 local authorities, public bodies, third sector, business and industry. The Scottish Climate Intelligence Service and Climate Delivery Framework are important new initiatives to build on. Key challenges to be addressed include local authorities' constraints in terms of capacity and competencies to adequately address strategic issues and negotiate effectively, and how to put just transition at the heart of a new social contract with business. The model for regional just transition planning should support the agreement and delivery of a long-term vision, based on evidence-based interventions, legislation and guidance and setting requirements as part of a core just transition offer that local authorities should have a duty to deliver on, matched by appropriate resource and competencies, and embedding a consistent practice of information-sharing and collaboration across areas and regions. We will publish detailed advice and supporting research on the approach to regional just transition planning in our Aberdeen briefing due in Q1 2025.

2. A diverse future workforce for a diversified economy

A big push is needed over the next 18 months to deliver investment and support to colleges to deliver the skilled workforce of the future, and ensure the renewal of Scotland's skills development landscape is geared towards a just transition so that education provision at all levels is aligned with the needs of the future workforce. Key growth areas are anticipated across nature-based jobs such as peatland restoration and woodland creation, renewables and the associated supply chain, retrofit, construction and civil engineering. In construction alone, forecasts suggest an additional 256,600 jobs by 2029 (CESAP). Success in workforce planning can unlock delivery in key sectors especially energy and the built environment and is critical for industry and small and medium-sized enterprise needs as well as social outcomes. The long-term security of household incomes, including for our most deprived areas, is vulnerable to negative effects related to the transition as we are seeing at Grangemouth. Action here needs to target not only young people, but adults returning to workforce and making the transition away from phase-down industries. Jobs will not simply be replaced like-for-like, from a high emission role to a so-called "green job". Our skills development must therefore be aligned with a robust strategy to diversify the economy as well as the workforce for new industries.

3. Community right to shared ownership of renewable energy developments to underpin community wealth building.

While powers to mandate community benefits and shared ownership are reserved, the Scottish Government can lead on this and develop a clear strategy for success in this area and as the area with the most extensive experience of onshore and offshore wind developments, the rest of the UK will be looking to Scotland on this as GB Energy and the National Wealth Fund take shape. To unlock the potential social and economic benefits of a major expansion of shared ownership, strategic breakthroughs are needed on (a) the capacity of local authorities and communities to take advantage of renewables developments and (b) access to finance for local authorities and communities. A recent report from Regen, "Sharing Power" provides further key insights we expect Scottish and UK governments to act on as shared ownership becomes a national priority.

4. Get a firm grip on just transition investment.

The Commission has consistently warned of a major investment gap that needs to be addressed if Scotland's just transition aspirations are to become a reality. Just transition investment can be analysed at two different levels. First, we need to ensure that all investment in the transition to a low carbon and climate resilient economy supports Scotland's goals for social justice (for example in terms of fair work provisions, reform of public procurement). Second, we need to mobilise adequate investment for specific equitable outcomes on the social side of the transition, such as the delivery of the skilled workforce we need for retrofit and other growth employment areas, as well as shared ownership of renewables projects, peatland restoration and the future agricultural support model. The Scottish Government has progressed some initiatives on financing the climate transition, but without squarely addressing in a structured fashion the justice considerations associated with anticipated changes. We are not much closer to a strong, credible offer on just transition investment now than when we first reported on this topic in 2022. The next step must be to bring these threads together and make just transition delivery tangible, specific and investible, so that government and business can analyse and measure flows of just transition investment. We know the key areas where strategic investment is needed to support a just transition, and there is a wealth of tools available, including ensuring full just transition value is realised from public money invested through the Scottish National Investment Bank and other sources. It is now for the Scottish Government to lead on this.

5. Build effective co-working across four nations

New initiatives at UK level such as GB Energy and the National Wealth Fund have the potential to unlock some of the most critical and challenging elements of the just transition agenda in Scotland. To help influence and shape these projects, maximise the just transition impact of investment programs and make progress on key reserved dependencies, the Scottish Government will require a clear and proactive strategy to develop connections, share knowledge, and help to mainstream a just transition approach across four nations.

Renewables infrastructure being installed
on the coast of Shetland

Monitoring and evaluation research



Next steps for measuring success

During 2024 the Commission has worked closely through a structured series of workshops with a small research team from the Tavistock Institute of Human Relations and the University of Edinburgh on a project with two principal aims:

- Development of a usable theory of change for a just transition in Scotland
- Review of the existing data landscape and identification of specific enhancements required.

The ultimate objective of this piece of work was to support the Commission in putting forward a detailed M&E approach that will add value (albeit imperfectly) right now across the country as well as setting out critical actions and their owners for enhancing this approach nationally, sectorally and locally, flagging action owners and expected timelines for delivery.

This section shares the Commission's recommendations based on this research. The research report, "Measuring and evaluating success in the Scottish Just Transition", is published in full as [Annex A](#). It has been approved by the Commission.

Further to this, the Commission will publish a "test-case" early in 2025, applying the proposed M&E approach to Grangemouth to identify shortcomings and refine the approach further. We will also hold an event to present the research findings to international partners and colleagues working on just transition issues.

Recommendations

Based on the research report, the Commission has agreed the following recommendations for government.

1. Establish just transition targets up to 2045

As part of embedding just transition principles meaningfully within the refreshed climate process in Scotland, clear interim just transition targets up to 2045 should now be established, based on agreed priority areas and detailed activities across, for example, 5-, 10, 15- and 20-year targets, with accountability attributed across relevant areas of government, agencies or mandated for external stakeholders.

2. Don't make the perfect the enemy of the good. Start now.

Given obvious limitations on capacity, funding and data, as well as the highly complex task of applying a coherent M&E approach to different plans (e.g. sectors, localities) there is significant risk of further delays in this area that will have a strong negative impact on the success of the just transition approach more broadly. What gets measured gets done.

3. Public reporting of monitoring for just transition performance should begin immediately, including development of an ongoing annual dashboard tracking progress

Our 2023 report identified as a critical next step that “meaningful M&E of the transition needs to begin as soon as possible.” As previously set out, a “two-speed” approach should allow for strategic delivery to be monitored and evaluated, meaningfully if not comprehensively. An example of a dashboard approach providing an overview of progress on just transition outcome measures is included in this report, based on data already available.

4. Work on the necessary enhancements to the data landscape should begin immediately

Actions should be allocated to specific owners both within Scottish Government directorates, agencies and responsible partners, supported by firm timelines for deliverables and sufficient resource.

5. Clarify roles and responsibilities

The Scottish Government appears well-placed currently to take on the role of monitoring, however the evaluation function would sit best with an independent group of appropriate expertise, such as the Commission or equivalent body.

6. The Scottish Government's Just Transition Outcomes should be revised along the lines proposed in the research report.

7. Ensure coherence

As just transition plans for sectors and regions take shape, Scottish Government has an important role to play in working to ensure policy coherence through maintaining a shared vision of just transition and supporting the routine sharing of measures and data among relevant organisations.

8. Communicate the vision

To support public understanding and safeguard the social license for the changes underway, the key aspects of the approach to just transition planning, delivery, monitoring and evaluation should be communicated more widely, particularly to those groups who are vulnerable to negative impacts from the transition.

9. Embed independent scrutiny

There is clear scope for a future Just Transition Commission or equivalent body established on a permanent basis to add value to Scotland's medium-long term just transition process, combining multistakeholder engagement and consensus-building with subject expertise and analytic capacity to deliver robust, independent monitoring, evaluation and development of the overall approach to just transition planning and delivery.

10. Share learnings

As part of its international just transition responsibilities, Scotland should proactively share key learnings and best practices on M&E internationally.

Fishing boat Brighter Hope berthed
on Shetland



Progress assessment

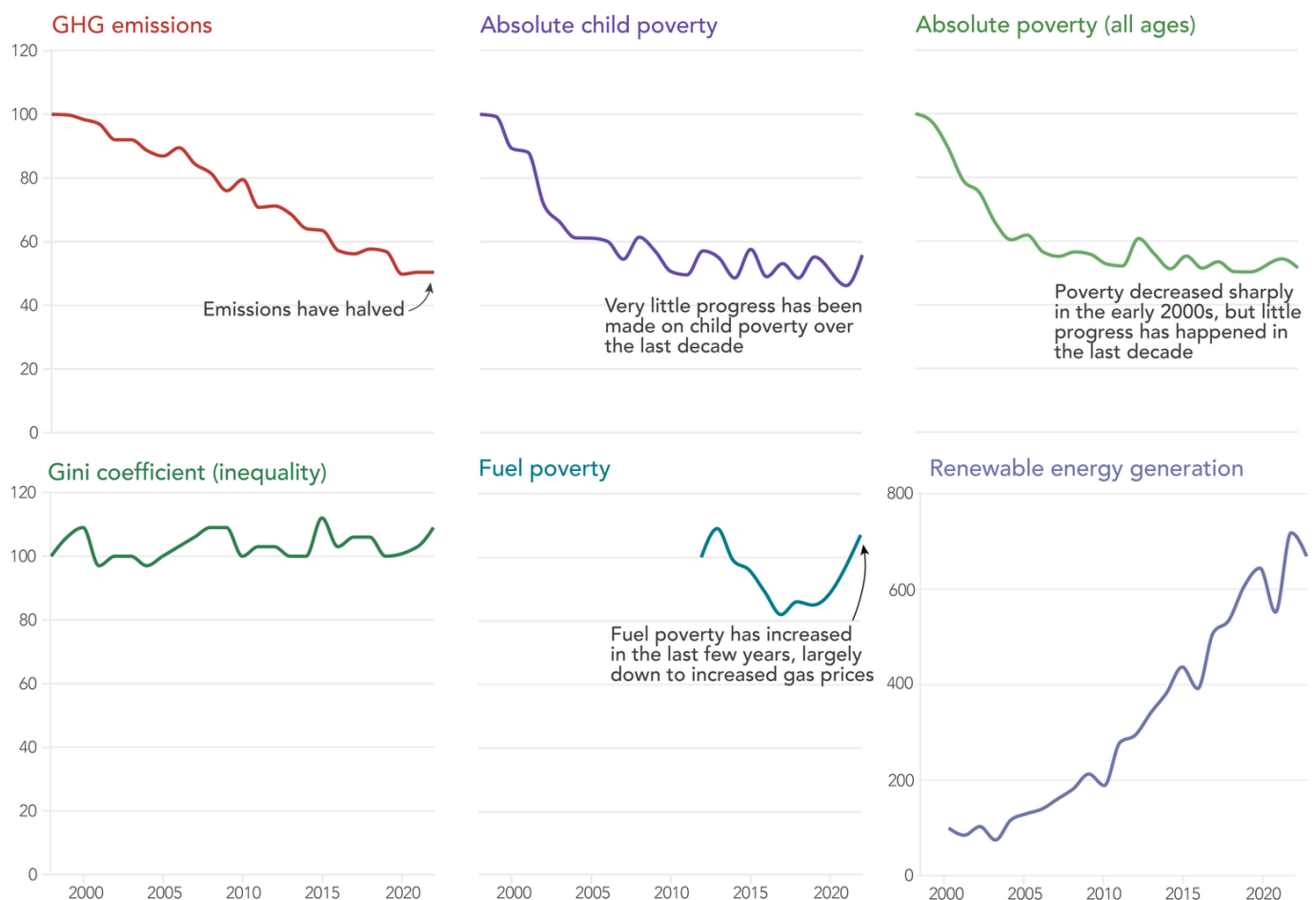
Overview

Our remit requires the Commission “publish an annual report to reflect on Scotland’s progress.” In this section we take stock and assess progress on efforts to plan and deliver a just transition, noting the broader context, high-level social and economic trends and evaluating the success of recent policy development.

The headline from last year’s progress assessment was that the current path will not deliver. This year our view is that without a step-change we are now at risk of going backwards on this agenda in Scotland. The rationale for this conclusion is provided below. The assessment concludes with a checklist of key markers of progress for the year ahead.

Greenhouse gas emissions have fallen but progress has slowed or stopped on social indicators

Values are indexed to the year 1998 (2012 for fuel poverty) which is given a value of 100. This means a figure of 50 would indicate a halving.



Data sources: Scottish House Condition Survey; Poverty and Income Inequality in Scotland National Statistics; Scottish Government Carbon Footprint

Figure 1

The big picture

Reviewing principal long-term trends in relation to the climate transition and Scotland's social and economic progress presents a stark picture. As Figure 1 shows, we have significantly reduced emissions and expanded renewable power generation over the past quarter century. But in the past decade we've seen a concerning pattern of stagnation on child poverty, absolute poverty and inequality. On fuel poverty we are now going backwards at an alarming rate.

This tallies with what the Commission has consistently heard across the country about the struggles affecting people's lives. How do we plan and deliver a just transition in Scotland when the reality for most today is defined by a daily experience of overlapping crises in housing, health and social care services, under-resourced public services and spiralling costs of essentials?

There have been significant headwinds to negotiate during this period, including global conflicts, the cost crisis and Covid-19 pandemic. Nonetheless the data shows a different policy approach to what has so far been attempted is required at all levels of government if we are to use further changes to reduce our emissions as levers for progress towards a fairer society.

As part of the research project on monitoring and evaluating the justice elements of Scotland's climate transition ([Annex A](#)), we are developing for the first time a data dashboard providing an overview of trends across a range of indicators that are already available. While by no means a comprehensive or definitive product at present, it nonetheless provides a meaningful basis for further analysis and development.

A beta version of the dashboard has been shared with the Scottish Government. It presents a decidedly mixed picture. It highlights, for example, the encouraging growth in the number of community groups in Scotland committed to furthering sustainable development in their local area as a strength to build on, but also the worrying reductions in the number of communities that report feeling listened to on just transition issues and the number of people in Scotland who feel able to influence their own lives. These are causes for concern that need to be addressed strategically. We aim to publish the dashboard on the Commission website as soon as possible once fully accessible and user-friendly.

What characterises the current approach to just transition in Scotland?

A gap remains between the abstract aspiration for just transition frequently referred to at the centre and the lived realities of people around the country. The strengths of the formal process we are committed to are undermined by a pattern of delays to core elements of our climate process as a whole, lack of effective leadership on this agenda, the continued lack of adequate capacity and ongoing challenges in effectively mainstreaming just transition as a top priority across government. Over the past several years we have heard directly from people whose livelihoods, communities, businesses and places urgently need to see just transition principles put to work meaningfully as they navigate the major changes and challenges being experienced across the country.

The first Just Transition Commission published [research](#) in 2020 that included a framework developed by the Just Transition Research Collaborative for understanding different approaches to just transition.

Our assessment is that Scotland's approach currently sits between the first two categories: "status quo" (in practice) and "managerial reform" (in principle). To achieve "managerial reform" status in practice, there would need to be firmer evidence of policies and investments for just transition, as well as new forms of social protection and specific protections for workers, as well as evidence of consistent and productive tripartite negotiations on critical issues between government, unions and employers.

The current approach would need to be developed rapidly and with significant new strategic elements in order to fulfil the criteria for either "structural reform" or "transformative" models within a relevant timeframe, with key markers of progress including social ownership, modified governance structures, decentralisation and democratisation of existing decision-making structures.

Policy development

In our 2023 report, the Commission's over-arching assessment was that significant further action is urgently needed across a range of core areas to put Scotland on track to deliver a just transition towards net zero, nature restoration and future resilience. This message still applies. The Climate Change Committee's [2023 progress report](#) states that the current overall policies and plans in Scotland fall well short of what is required and notes the lack of a comprehensive strategy. On just transition, the same message is applicable and there is significant risk of compounding missed opportunities unless rapid progress is now made.

This year the Scottish Government introduced a new Climate Change Bill following the Climate Change Committee's advice that Scotland's interim emissions reduction target for 2030 cannot be achieved. The Bill seeks to replace the annual and interim emissions reduction target framework with a carbon budget framework and adjust the timing of the next Climate Change Plan so that it is brought forward after carbon budgets are set.

It is imperative that the new Climate Change Plan include a strong, clear, and actionable just transition element. The Commission's view is that the key to unlocking progress here will be to establish interim just transition targets to 2045 with clear lines of accountability across areas of government and external stakeholders, as set out in our recent research report.

In the absence of sectoral just transition plans, just transition risks and issues may not be adequately considered in a consistent fashion within the wider strategic and legislative processes that are of direct relevance to just transition outcomes. We would therefore now expect all relevant policy outputs to apply just transition principles in a well developed fashion and to document how they have done so, including legislation such as the Agriculture and Rural Communities (Scotland) Act 2024 and the Heat in Buildings Bill.

Scottish Government policy outputs

The following is a brief appraisal of a number of publications and developments to progress just transition planning and delivery in Scotland this year.

Grangemouth

Our policy briefing A Just Transition for Grangemouth ([Annex B](#)) was published in July and included an undertaking to use this annual report to assess progress made towards a credible just transition plan for Grangemouth during the intervening period.

Grangemouth is a litmus test for the just transition in Scotland. As it stands there is a very high risk of an unjust and disorderly transition, despite the closure of the refinery being a clearly foreseeable event as high emission activities are phased down. The risk that workers at Grangemouth and in related supply chains will face a jobs gap is very high and clearly unacceptable. Scotland may lose large numbers of workers with critical skills for the energy transition, and employment opportunities for the next generation at Grangemouth may diminish, with severe long-term consequences for the community.

The Commission received an advance copy of the draft Grangemouth Just Transition Plan in October and a supporting paper detailing how the Commission's advice supported the Grangemouth Future Industry Board in the development of the draft plan.

The draft shows encouraging elements in process terms, including signs of positive co-operation between Westminster and Holyrood. This draft document is a good example of how to apply the just transition planning framework, with a detailed data and evidence led baseline, a vision for the future, supported by an action plan, and consideration of a monitoring and evaluation framework. This presents a positive approach to draw on for developing sectoral and regional just transition plans.

The Commission will consider further advice on just transition conditionalities, particularly for Grangemouth, and how best to apply these more broadly across Scotland.

Following advice in our Grangemouth policy briefing in July that just transition plans should be mandated for each of Scotland's 20 highest emitting industrial sites, the Scottish Government announced a just transition plan will be produced for Mossmorran. The Commission welcomes this step and looks forward to providing scrutiny and advice on the plan's development as soon as possible.

Green Industrial Strategy

The Commission was not involved in the development of the Green Industrial Strategy published in September. It is unclear how the Commission's advice on core topics such as investment for a just transition and energy policy has been considered within this program of work. While the broad ambition of any Green Industrial Strategy ought to be the delivery of positive social and economic outcomes, extensive further work is required if the Green Industrial Strategy is to be fit for purpose in meaningfully progressing the critical elements of our just transition challenge. The Commission is ready to provide scrutiny and advice as this work proceeds.

Development of sectoral just transition plans: Energy, Transport, Land Use and Agriculture, Built Environment and Construction

The Commission provided feedback on partial elements of the revised Energy Strategy and Just Transition Plan, which the Commission is yet to see in full, and [wrote](#) to the Cabinet Secretary for Wellbeing Economy, Net Zero and Energy in March outlining priority considerations for the plan's development. Previously the Commission published detailed advice on the draft plan, and we expect to see this applied to the final, as yet unpublished, version as well as the further policy development in this area that will be required.

Draft plans covering Transport, Land Use and Agriculture and the Built Environment and Construction have not yet been published. During Q4 2024, the Commission provided feedback to officials on update papers covering work in hand on Transport and Land Use and Agriculture. The work on Land Use and Agriculture remains at a relatively early stage and it is particularly concerning that more progress has not been made on this crucial sector. Additional delays carry significant risk and just transition plans will in any case require consistent further development through their delivery phase, so there is an obvious advantage to progressing these rapidly.

During 2023, the Commission published detailed advice on the four economic sectors that are the subject of just transition planning. This year the Commission has taken a place-based approach and has published a briefing paper from its visits to Grangemouth and Shetland. For the most part, key messages and recommendations from the Commission's published advice are applicable across sectors.

We expected at the beginning of this Commission's tenure that a cornerstone of the legacy of the current Parliament would be the development of a high quality set of just transition plans covering critical sectors and regions of the country, as set out in the Scottish Government's Just Transition Planning Framework. Despite delays, the opportunity remains for a robust legacy to be achieved, provided existing capacity is boosted with significant additional resource, and prioritised by those in leadership positions as a hallmark of their responsible, long-term social and economic stewardship.

The Commission has previously underlined the need for changes to “elevate the function and expand the capacity of the responsible policy unit to ensure that [just transition] aspiration is translated into policy impact across government”. We recognise the additional resource and spending constraints under which the Scottish Government is working, as well as complications caused by delays to climate legislation. However, the pattern of delays in the development of each plan for critical economic sectors raises questions about both the priority and the urgency currently afforded to ensuring the success of the Just Transition Planning Framework.

Scottish National Adaptation Plan 2024-2029 (SNAP3)

The Commission was proactively engaged at a relatively early stage on the development of the new draft plan on adaptation (SNAP3) and welcomed the recognition of a just transition approach as a primary driver driving of delivery in this area as well as the plan's place-based approach. The plan makes clear linkages between planned actions and their just transition implications and recognises that the impacts of climate change are already being felt unequally across society and that there is an overt risk that climate change exacerbates existing inequalities, with the most negative impact on those who are already marginalised. Further development of the plan should consider in greater detail how specific actions within the plan can best reduce existing inequalities.

The Commission identified the value of effective use of a high quality Persons at Risk Database (PARC) for those communities at greatest risk, and especially the most vulnerable individuals within those communities, encompassing both immediate response to severe weather events and the capacity to deliver sustained recovery for these people and communities in the medium and longer term too.

Integration of Disaster Risk Reduction planning with local and regional public services, including physical and mental health support systems is vital in terms of ensuring those who are most vulnerable to the impacts, and who are often also those least able to recover, get the help they need. This includes planning around potential short and longer-term displacement of communities and individuals, so requires a system-wide approach to ensure health, education, employment, social and cultural dimensions are all addressed in scenario planning so that, for example, the resilience of access to education and learning provision for everyone in Scotland is a core part of the plan.

Given the increasing risk of exposure to climate risks such as heat stress for large numbers of workers involved in the net zero transition, including in construction and agriculture, the Commission advised a sustained focus on increasing the climate resilience and safety of workers themselves, not just the environments they are working in.

Effective implementation and delivery of the plan in full will be a critical strategic piece for a just transition. Investing in adaptation and delivering the actions in this plan offer cost-effective, long-term progress towards living with climate change and building a sustainable, resilient future.

Strong aspects of the policy development process for the draft SNAP3 included the approach taken by a small team to co-ordinating a cross-government response across a broad range of policy areas by establishing clear roles and responsibilities. Accordingly, specific adaptation risks now sit with designated Directors across the Scottish Government, an approach that could usefully be deployed more broadly in relation to identifiable just transition risks.

Key tests for 2025

In our next annual report, the Commission will assess progress made over the next 12 months as regards the following strategically important areas of the just transition policy process:

- Does the new Climate Change Plan include a strong and actionable just transition element, rigorously integrating just transition principles and establishing interim just transition targets up to 2045 with clear lines of accountability and alignment with the carbon budgeting process?
- Is there a clear strategic approach to the regional planning element of the Just Transition Planning Framework and does this approach offer a meaningful value-add to local authorities, workers, communities and business? Are regional plans being developed?
- Is a just transition approach being effectively mainstreamed to the extent that strong just transition elements are visible across all relevant legislation and strategies, not only dedicated just transition plans?
- Has tangible progress been made to enact the “Game-Changers” and “Conditions for Success” set out in this report?
- Have just transition plans for the four core economic sectors been published, and do these provide an adequate starting point for further work?



Alice Mathewson, development manager at North Yell Development Council, shares insights on the success of Garth Wind Farm

The refinery at Grangemouth, which is expected to cease operations within the first few months of 2025



Year in review

This section provides an overview of the Commission's work during 2024, including engagement, information-gathering and outputs, including formal reporting and comms/media work.

Overview

Throughout 2024, the Commission took a people and place-based approach to engagement and focussed on places and those who are most likely to be impacted by the climate transition across Scotland.

This included visits to Grangemouth, Shetland, Dumfries and Aberdeen.

Grangemouth

In the Commission's 2023 annual report, Grangemouth was identified as an early litmus test for Scotland's approach to achieving a just transition. The Commission visited Grangemouth at the start of the year to consider how a just transition can be achieved in places where economic activity and employment is heavily linked to a single private employer.

Members met with Forth Valley College, students and apprentices; visited the RSPB Skinflats Reserve and INEOS. Discussions brought together representatives and decision-makers from across public, private and community sectors to discuss the challenges, opportunities and next steps for the region. The Commission also held an open "town hall" event to hear from members of the local community.

The Commission returned to Grangemouth to launch its [briefing paper](#) ([Annex B](#)) on July 18 2024. The briefing contains key messages, insights and a full record of the engagement activities.

Our findings were also [shared](#) with the UK Government.

Shetland

In May, the Commission visited Shetland to consider a range of just transition issues for the islands. Principal areas of focus were different approaches for delivering community benefit and community wealth-building, peatland restoration and marine.

The Commission visited North Yell Development Council, SSE Renewables and Shetland Community Benefit Fund to hear about the construction of the Viking wind farm, the community benefit fund and its management, as well as work on surrounding peatland. The Commission also brought together stakeholders with different perspectives on the marine sector. The visit culminated with a roundtable with a cross-section of stakeholders to discuss island views of just transition and the key opportunities and challenges.

The Commission returned to Shetland to launch its [briefing \(Annex C\)](#) on September 24 2024. The briefing contains key messages, insights and a record of the engagement activities.

Our findings were [shared](#) with the Scottish National Investment Bank and the Commission's co-chairs met with the bank's Chair, Willie Watt, and Chief Executive Officer, Al Denholm, to discuss this report in more detail on December 10.

Dumfries and Galloway

In August the Commission visited Dumfries to consider just transition issues facing the South of Scotland. The Commission used this as an opportunity to revisit the question of housing and explore large scale woodland creation and the role of agriculture.

The Commission met with Loreburn Housing Association and visited their PassivHaus retrofit projects in Dumfries, before hosting a roundtable discussion with public and private housing stakeholders in the region. The Commission visited Carsphairn to discuss forestry and community wealth building. This was followed by a roundtable to discuss agriculture and forestry in detail.

A full briefing will be published Q1 2025.

Aberdeen

For the final visit, the Commission returned to Aberdeen to consider regional planning and review relevant existing initiatives within the North East to aid progression of regional just transition planning. This was also an opportunity to look at models for community engagement and hear directly from workers in the energy sector.

The Commission attended a series of community events hosted by NESCAN with the local community across the region. Two roundtable discussions were held at the University of Aberdeen with workers and trade union representatives, as well as leaders from the energy industry.

The Commission organised a subsequent meeting with North-East Local Authorities to discuss the development of regional just transition plans. Attendees included representatives from Aberdeen City Council, Aberdeenshire Council and Moray Council. Discussion centred around whether local authorities have the necessary powers and capacity to deliver effective planning and delivery.

A full briefing will be published Q1 2025.



Workers and trade union leaders shared their concerns of a “cliff edge” for offshore jobs

Investment

In late 2023, the Commission convened a roundtable with key actors, organisations and decision-makers from the Scottish Government, Scottish National Investment Bank, public bodies, private financial institutions, trade unions, environmental groups and thinktanks. The objective was to define the core elements of the investment needs for Scotland's just transition, take stock of existing investment models, and identify key challenges and opportunities.

The Commission launched their [briefing paper \(Annex D\)](#) on July 31 at Natwest's Edinburgh office. The briefing sets out the challenge ahead for policymakers and financial institutions as well as the Commission's key messages to the Scottish Government in developing plans to finance a just transition in Scotland. It distils findings and insights from the Commission's roundtable as well as a record of the format and participants. The briefing also brings together an overview of a number of relevant initiatives across public and private sector.

The report has five key messages:

1. New and innovative investment models are needed.
2. Finance for net zero is not the same as investment for a Just Transition.
3. It's time for strategic clarity on roles and responsibilities, including how key functions are to be split across public bodies, Scottish Government and local authorities.
4. Action is required to join up and leverage local capacity.
5. The cost of failure is unacceptable, given the scale of opportunity for Scotland.



Prof. Keith Bell, a member of the UK Climate Change Committee, joined the Commission's visit to Aberdeen to hear from workers and industry representatives

Building connections

This year, Commission members have attended a number of events and continued to investigate just transition challenges and opportunities as they relate to a broad swathe of issues. As part of this members have met with a number of organisations to exchange insights and understand relevant programs of work, including the Climate Change Committee, NatureScot, Crown Estate Scotland and Systemiq.

Following the Commission's Grangemouth report, the Commission co-chairs met with cross-party representatives from the Scottish Labour Party, Scottish Liberal Democrats and the Scottish Green Party. A meeting with representatives of the Scottish Conservatives is in the process of being scheduled.

Ministerial engagement

Co-chair Professor Dave Reay attended a cross-ministerial meeting on June 5 to promote a whole-of-government approach and identify the “game-changer” proposals the Commission believes can underpin a strong legacy on just transition during this parliamentary term.

An output from this meeting was a series of bi-laterals between ministers and Commission members to discuss in more depth:

1. how just transition issues figure in their portfolio areas, and
2. key strategic steps that could be meaningfully progressed between now and 2026.

The Commission's co-chairs met with the First Minister at Bute House on December 10 to discuss the contents of this report, including the recommendations on Game-Changers, Conditions for Success and M&E.

Media

The Commission has engaged in extensive media activity this year, documenting the Commission's work via a range of news articles, opinion pieces, and broadcast interviews with local, regional and national media outlets.

The Commission's media outputs and news releases are archived on our [website](#).

Case study: Ratcliffe-on-Soar Power Station

In its report on Grangemouth in July the Commission recommended that just transition plans be prepared for all of Scotland's highest emitting industrial sites to secure commitments from government and employers to support affected workers and communities in anticipation of closure. This brief case study of the process and outcomes around the closure of the power station at Ratcliffe-on-Soar is included here as a positive example of the management of industrial change.

In 2015, the UK Government announced plans to end coal power generation by 2025. Following further announcements in 2021, the UK set the deadline to end unabated coal-fired electricity generation for 1st October 2024.

Ratcliffe-on-Soar power station began generation in 1967 and was the last coal plant in the UK to close its doors. At the time the closure was announced, the recognised trade unions - GMB, Prospect and Unite - began working closely with Uniper, the plant's operator, to put a plan in place for the site's 154 workers to secure their futures.

This coordinated working between Uniper and trade unions helped to foster a positive environment amongst the workforce and has resulted in meaningful support for every employee. This includes:

- fully funded, external training courses for workers to retrain and reskill
- a 'People's Hub' for exploring job opportunities, including internal transfer opportunities to new, high-quality jobs within Uniper as well as external job opportunities
- flexible release options with full redundancy packages, and
- an enhanced voluntary redundancy package.

Craig Stewart of the [Trade Union Congress](#) says: "A critical contributing factor to the successes that were found within Ratcliffe-on-Soar Power Station's transition plan was the foresight of the trade union groups to begin planning and negotiating early. Productive and cooperative collaboration between all three unions represented at Ratcliffe-on-Soar power station was needed to allow a clear channel of negotiation with Uniper's management structure."

The Commission has previously expressed concern that we are going to see a repeat of previous unmanaged industrial transitions in coal and steel. The case of Ratcliffe shows that with long-term planning and constructive collaboration between unions and employers and investing in the workforce, effective management of critical transition moments is achievable.

Member reflection: How to put communities at the heart of Scotland's climate transition

At the start of 2024, I was seriously contemplating starting a PhD. Then I joined the Just Transition Commission and my mind has been filled up with thinking about how we can ensure that there is a just and fair transition to net zero, which is one of the most important and complex issues facing us globally. The Commission is there to be a critical friend to the Scottish Government as it plans and implements policies to ensure a just transition in Scotland. The scale and complexity of it is astonishing.

We have faced economic and energy transitions as a society before, but by poor planning and not recognising the impact of momentous change on those who are least able to bear it, we have worsened inequalities. We now have a chance to change that.

We have been to Grangemouth, Shetland, Dumfries and Aberdeen this year. Everywhere we met communities, agents of change, business and local authorities. The good news is that we heard of and saw amazing things being done around Scotland by all of those parties to help those who are least able to deal with major change. The bad news is, it's hard.

The challenge lies in the delivery of change. There are great policies from Government laying out great plans; making that happen in reality is where the hard work needs to begin.

For me, the most striking things about Just Transition policy is that 'communities' are expected to be a major part of the change. Bravo. We met over and over again, across Scotland, a range of inspiring community leaders who are delivering some incredible activities. And that is the problem. Not all communities have voluntary leaders with the skills, knowledge and time to sit and negotiate with major players for whom it is the day job. Where communities are successful, it is almost by happenstance. Communities need an equal and professional voice at the table in order to effect real change or they are simply left behind.

Leadership within local authorities is also key to making change and although they are paid to be there, often with the skills and experience, the challenge is priorities when they are understaffed, and underfunded. Without clear delivery plans from Scottish Government, and with all the statutory duties local authorities need to deliver, Just Transition may end up as a nice to have, not a must have. More leadership and delivery from Scottish Government is required to support local authorities. And don't forget business. The private sector in Scotland employs around 72% of the workforce, yet business is often an afterthought when government thinks about how it can get things delivered. A recent speech by the First Minister talked about a 'new social contract' with business. Well, let's make that about ensuring a Just Transition for the most vulnerable in our society.

Colleges are also crucial to the delivery of the skills needed as we transition to net zero, yet the Commission heard about the incredible things they are achieving, despite the funding landscape. Imagine what they could achieve if they were better funded and highlighted in importance by our current skills funding landscape. We need apprentices who can service electric cars and install charging points. We also need the unskilled parts of our workforce to be supported to acquire new capabilities to not be left further behind, as well as support for the workforce whose jobs will literally disappear.

Told you it was complicated. Maybe I'll write a PhD when we've achieved it. Sadly, that will be a while.

— Louisa Macdonell



Commissioner Louisa Macdonell at the INEOS office, Grangemouth



Commissioner Jake Molloy at an event in Tillydrone, Aberdeen

Forward look to 2026

The Commission's full focus for the remainder of this parliamentary term will be on securing the strongest possible legacy in terms of strengthening Scotland's just transition process and delivery.

Early in 2025 we will publish policy briefings covering Dumfries and Galloway and Aberdeen, before visiting Caithness in the spring.

To consolidate our research on monitoring and evaluation published alongside this report, we will hold a knowledge-sharing session with the Scottish Government as a first step in embedding just transition robustly within the new Climate Change Plan process as the new carbon budgets come on stream, including through a clear and accountable M&E framework and the establishment of interim targets as proposed in this report.

We will also publish a short research report applying the key insights and proposed M&E framework to Grangemouth as a test case, to further develop these findings and enhance their applicability at a local scale. Finally, we will convene a session with international colleagues to present our M&E research to partners working on just transition policy outwith Scotland and explore opportunities for further collaboration and exchange.

Two other areas where the Commission will look to provide early advice to the Scottish Government next year are (i) approaches to conditionality and investment, and (ii) identifying the key reserved matters that Holyrood and Westminster government should work together on to enable progress on just transition delivery.

As usual the Commission will designate a specific cross-cutting theme for investigation, having previously considered investment (2023) and M&E (2024). Our focus for 2025 will be on social infrastructure, a topic identified in our initial report in 2022 as an under-explored and strategically critical area for just transition planning.

Towards the end of the year the Commission will convene a national event bringing together senior leaders, decision-makers and practitioners from different levels of government, business and industry, trade unions, environmental and community groups. The aim will be to facilitate structured social dialogue on the key elements of the just transition challenge in Scotland, supported by high quality evidence and analysis and showcasing successful initiatives related to just transition.

Following this event the Commission will make its final report for this parliamentary term in January 2026.



North Yell residents treated the Commission to the free community lunch served every Tuesday

Membership

Co-Chairs



Satwat Rehman is the Chief Executive of One Parent Families Scotland (OPFS). OPFS is the leading charity working with single parent families in Scotland providing expert advice, practical support and campaigning with parents to make their voices heard to change the systems, policies and attitudes that disadvantage single parent families. She has more than 30 years' experience in the voluntary and public sector in Scotland and England, working in the fields of equalities, education, employability, economic development/regeneration and early years and childcare. Since joining OPFS in 2011, Satwat has been a member of several commissions and advisory groups including the First Minister's National Advisory Council on Women and Girls and the Scottish Government's Social Renewal Advisory Board. She is on the boards of Wellbeing Economy Alliance Scotland and Child Poverty Action Group (UK).



Prof Dave Reay is Chair in Carbon Management & Education at the University of Edinburgh. He is an advisor on climate action for a range of governmental and non-governmental organisations across Scotland and the UK. Dave has worked on climate change for over 30 years, with much of his research focusing on climate change mitigation in land use and agriculture. He is especially active in efforts to enhance the provision and accessibility of climate education. Dave chaired the Climate Emergency Skills Action Plan (CESAP) steering group in Scotland, the UK Climate Change Committee's workforce & skills expert advisory group, and was part of the Green Jobs Taskforce for the UK government. Previous to joining the Just Transition Commission he was executive director of the Edinburgh Climate Change Institute (ECCI) and policy director of Scotland's Centre of Expertise on Climate Change ('ClimateXChange').

Commissioners



Jillian Anable is Professor of Transport and Energy at the Institute for Transport Studies, University of Leeds having previously spent many years at the University of Aberdeen. She leads programmes of research in the UK Energy Research Centre (UKERC) and the Centre for Research on Energy Demand Solutions (CREDS), focussing on the potential for whole system (demand- and supply-side) solutions to reduce carbon, local emissions and energy from transport. She has influenced thinking on how to meaningfully segment society design and communicate targeted interventions that are both equitable and effective. She has authored or co-authored over 100 academic peer-reviewed journal articles and reports with projects mainly funded by UK Research and Innovation (UKRI), the Energy Technologies Institute, the UK Department for Transport, Scottish Government and the European Union. She has sat on a number of advisory boards and strategy panels for UK Government Departments, National Research Councils and NGOs, including the UK Electric Vehicles and Energy Taskforce, Chair to the Research and Evidence Group for the Scottish National Transport Strategy (NTS) Review and NTS Delivery Board member.



Lang Banks is one of Scotland's leading environmentalists. He has worked for global conservation organisation WWF for over a decade and has been integral in their work addressing issues relating to climate change, clean energy, and marine protection. Lang was appointed Director of WWF Scotland in 2013. Since 2019, he has also held the position of Deputy Executive Director Advocacy and Campaigns at WWF-UK. A biologist by study, his interest in the natural world stems from childhood and has led to him becoming an influential and dedicated environmentalist. Lang served as a member of the original Just Transition Commission, between 2019 and 2021. In a voluntary capacity, Lang is Chair of the Postcode Innovation Trust, which provides grants and loans to support social enterprises as well as innovative funding for charities. Lang regularly tweets and blogs about these and other subjects.



Ameena Camps is a project and research professional with a PhD in carbon capture and storage, and experience in energy, climate change mitigation and local development working across a variety of sectors such as government, community, and academia, both locally and internationally. One of Ameena's accomplishments includes the delivery and operation of Uist Wind: a challenging, community-owned wind farm which aims to generate over £2 million in community benefit over the lifetime of the project and was presented with the Best Engagement Award at the Scottish Green Energy Awards in 2020. Ameena is a Research Analyst at Zero Waste Scotland, Manager of UistWind, and a voluntary Director of Community Energy Scotland. She lives and works in the Isle of South Uist in the Outer Hebrides.



Elaine Dougall is Regional Co-ordinating Officer at Unite the Union and Lead Officer for Energy and Utilities for Unite Scotland. She has worked for Unite for 16 years originally as Unite Equality Officer and has worked across various sectors during that period including Not for Profit, Food and Drink, and Local Government. Elaine is a Member of the STUC General Council and STUC Women's Committee. She has been an active member of the union for 30 years and worked in Glasgow City Council for 20 years, representing members across Glasgow City Council as a workplace representative and latterly Convenor.



Stephen Good has been CEO of BE-ST (Built Environment – Smarter Transformation) since its launch in 2014, growing the organisation from a business plan idea to Scotland's national innovation centre for construction and the built environment, with a mission to accelerate the built environment's transition to net zero. A chartered architect to training, Stephen has 25 years' experience working across the built environment, initially designing and delivering award winning community regeneration, affordable housing, education and healthcare projects with Anderson, Bell and Christie Architects, before joining construction firm CCG in 2007 to lead the technical delivery of what is now one of the UK's most advanced offsite manufacturing facilities. In 2010, Stephen added responsibility for sustainability, research and development and innovation activities across the CCG group by establishing the Building Futures Lab. Stephen is a board member of the Construction Leadership Forum, a strategic partnership between Scottish Government and the Scottish Construction industry. He is an advisor on Scottish Water's Net Zero Expert Panel, a board member of our Building Standards Futures Board, a member of the UK Construction Leadership Council's Construct Zero Steering Group, and he recently chaired the panel overseeing the Section 6 Energy Standards review of the 2022 Scottish Building Regulations for Scottish Government



Richard Hardy is the National Secretary for Scotland and Ireland at the trade union Prospect, representing members in Government, Energy, Defence, Nuclear, Creative, Technology, Science and Heritage Sectors. He is a member of the STUC's General Council, and has worked on Scottish Government stakeholder bodies including the Longanet Taskforce, the Sustainable Renewal Advisory Group and the Tourism Taskforce. He was a Commissioner on the first Just Transition Commission. Richard is an experienced Senior Trade Union Official having been a full time officer or lay activist for over 30 years, working across a variety of employment sectors. He was previously a Negotiations Officer with Prospect/IPMS for over 16 years in the NW, Midlands and London. Richard has been based in the Edinburgh office since 2014, becoming the National Secretary in 2016. Prior to joining Prospect, Richard worked in Government IT.



Deborah Long is Chief Officer at Scottish Environment LINK, the network for environmental non-governmental organisations in Scotland, whose aim is to be a strong coherent voice in pursuit of a sustainable Scotland. With a PhD in Palaeoecology, Deborah makes connections between specialists and policy makers, prehistory and today. She brings the long eye of history and the distance of the horizon to bear on policy development, focussing on using policy to build resilience of Scotland, especially its habitats and species, and to build a future for Scotland's nature and Scotland's people. Deborah has extensive senior leadership experience in natural and cultural heritage in Scotland. Between 2016 and 2019, she led a multi-partner international consortium working with citizens, climate and soil scientists and policy makers across Europe. She is a Fellow of the Royal Scottish Geographical Society and an active board member of a number of charities in Scotland, who work on conservation, environmental rights and third-sector leadership.



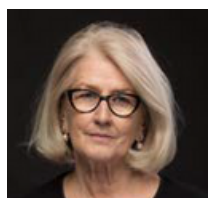
Louisa Macdonell is the Scotland Director for Business in the Community (BITC) focusing on helping business champion social mobility, environmental responsibility, and community regeneration across Scotland. Louisa is Entrepreneur-in Residence at the University of Edinburgh Business School, trustee on the board of Social Investment Scotland, the responsible finance provider, and sits on the advisory board of Interface, which connects academics to business to stimulate innovation.



Rachel McEwen is Chief Sustainability Officer at SSE. Rachel joined SSE in 2007 and has been responsible for sustainability, including its climate change strategy, since 2013. Since being a member of the original Just Transition Commission, Rachel has engaged extensively with SSE's shareholders and stakeholders on strategies and actions the company must take to deliver fairness as the company continues its transition to net zero. As a result, SSE became the first company in the world to publish a Just Transition Strategy outlining 20 principles to support people and communities in the decarbonisation journey and latterly published a Just Transition: From Principles to Action report. SSE was assessed in the World Benchmarking Alliance Just Transition report in November 2021 as being the most developed high emitting company in the world according to its Just Transition indicators. Rachel is also a non-Executive Director of Scottish and Southern Electricity Networks, the SSE subsidiary that owns and operates the electricity distribution and transmission networks in the north of Scotland. External to SSE, Rachel pursues a series of social justice issues and was Chair of the Leadership Group of Living Wage Scotland between 2014 and 2018 and is a Board member of both the Fair Tax Foundation and the Poverty Alliance. She has a first degree in Applied Economics and a Masters in International Political Thought.



Jake Molloy worked offshore in the oil and gas sector for 17-years before being elected as the General Secretary of the independent oil workers union OILC in 1997. After merging with RMT in 2008 he became the RMT Regional Organiser with responsibility for all offshore energy activity which included engaging and organising workers across the offshore energy sectors of maritime, oil and gas, and renewables. He stood down from his Regional Organiser post in May 2023 but remains an active member of the RMT Offshore Energy Branch. Jake has participated in a number of industry forums including Oil Spill Prevention Recovery Advisory Group (OSPRAG) dealing with the impact of the Deepwater Horizon environmental disaster, the Helicopter Safety Steering Group (HSSG) looking at helicopter safety in the sector after a number of fatal accidents, the Step Change Leadership Group which engages workers in offshore health, safety and environmental matters, and more recently the Scottish Government (SG) Energy Jobs Task Force, the SG Strategic Leadership Group and the UK Government North Sea Transition group.



Ann Pettifor is an economist and Director of Policy Research in Macroeconomics (PRIME). She is the author of *The Case for The Green New Deal* (Verso, 2019). In 2008 she jointly co-authored the original *The Green New Deal* (New Economics Foundation), later taken up by Alexandria Ocasio-Cortez and Senator Markey in the US Congress. She chairs the energy company A-Deus which aims to become the lowest cost, low carbon electricity provider in Nigeria, a populous country with less than 5 GW grid capacity.



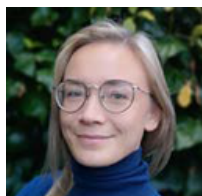
Hannah Ritchie is Deputy Editor at Our World in Data, a senior researcher in the Programme for Global Development at the University of Oxford, and an honorary fellow at the University of Edinburgh.

She holds a BSc in Environmental Geoscience, MSc in Carbon Management, and PhD, all from the University of Edinburgh.

Her first book – *Not the End of the World* – takes an optimistic, data-driven look at the world's environmental problems and how to solve them.



Nick Robins is Professor in Practice for Sustainable Finance with the Grantham Research Institute at the London School of Economics and Political Science. Nick has over 20 years' experience in sustainable finance in banking, investment and financial regulation. A core focus of his work is how to mobilise investment for a just transition, and he is the founder of the UK's Financing a Just Transition Alliance. Nick is author of *The Road to Net Zero Finance* for the UK's Climate Change Committee and leads the finance platform for the Place-based Climate Action Network working with Climate Commissions in Belfast, Edinburgh and Leeds. He is also co-chair of the International Network for Sustainable Finance Policy Insights, Research and Exchange (INSPIRE).



Katie Swan-Nelson works on climate and development strategies at United Nations Trade and Development (UNCTAD). Prior to joining the UN, Katie held various positions in academia and civil society, including at Oxfam, ActionAid and Boston University's Global Development Policy Centre. Katie holds degrees from Harvard University and SOAS University of London, where she respectively won the Hoopes Prize for exceptional research and the Development Studies Postgraduate Prize.



Stephen Smellie is a member of the public service union UNISON's National Executive Council and has been active in developing his union's policies on climate and Just Transition. He is a member of the STUC/FOES Just Transition Partnership.

He has been employed in local government since 1982 working in community development and social work.

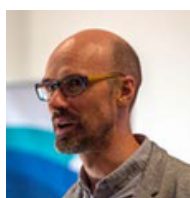


Steven Thomson is a reader in agricultural economics and policy at Scotland's Rural College (SRUC) where he has worked for over 30 years providing insights on agriculture, land use and the rural economy. He is embedded in the ongoing agricultural and land use policy reform process, providing analytical support and conceptual insights on opportunities to evolve agricultural support away from the EU's Common Agricultural Policy to something more tailored for Scotland. His research contributes to the evidence base on the potential opportunities, challenges and consequences (e.g. food production, rural economy, socio-cultural aspects) in achieving the climate change and nature restoration targets for the agriculture and land use sectors across the length and breadth of Scotland. Steven sits on our Academic Advisory Panel that supports the Agricultural Reform Implementation Oversight Board and previously provided academic support for Brian Pack's Doing Better Initiative to Reduce Red Tape for Farmers and Rural Land Managers, and was a member of the independent Farming for 1.5 Degrees inquiry panel, the Hill, Upland and Crofting Group and the Suckler Beef Climate Group Programme Board. He maintains close links to the industry through stakeholder and industry engagement, support of Scotland's Farm Advisory Service particularly through his SEFARI Gateway knowledge broker role.

Working Group Members



Rajiv Joshi is an economist, community organiser and entrepreneur currently leading Bridging Ventures, a global effort working to accelerate a just transition to a thriving and regenerative future through catalytic collaboration and systems change. He serves as an Advisor to Columbia Climate School and convened the Climate Action Lab in Glasgow at COP 26. Raj is a lead author of the Decisive Decade Inquiry into the Future of Climate Action – commissioned by Chief Architect of the Paris Agreement, Christiana Figueres, and Oxford Saïd Business School where he was an Executive in Residence. He was the first Managing Director of The B Team, where he served from inception in 2012 until 2019, working with eminent leaders to redefine the role of business in society. Raj was instrumental in galvanising adoption of a Net-Zero emissions goal, as a Founding Board Member of the We Mean Business Coalition and the Net Zero Asset Owner Alliance



Mark Reed is a Professor of Rural Entrepreneurship and co-Director of the Thriving Natural Capital Challenge Centre at SRUC. One of the original architects of the Peatland Code, he is now helping develop carbon codes for other habitats and advising UK governments and the United Nations on the development of high integrity ecosystem markets. Professor Reed is chairing a SEFARI Strategic Advisory Group with representatives from across the UK policy, investor and landowning communities, to understand opportunities and threats from “green lairds” and investment funds that want to rewild Scotland to help reach net zero targets. He advises the Scottish Government on natural capital and ecosystem markets as a member of the Agricultural Reform Implementation Oversight Board, which is helping shape the Agriculture Bill, to be introduced to the Scottish Parliament next year.

The Secretariat



Elliot Ross is the Commission's Executive Director and has led the Commission's secretariat since 2021. Previously he led communications and engagement work for Scotland's Climate Assembly and the Citizens' Assembly of Scotland. Previously Elliot's writing had appeared in leading publications including The Guardian, The Atlantic and The Nation. He holds advanced degrees from Columbia and Cambridge.

Lauren Begbie is the Commission's Head of Engagement and has been a member of the Secretariat since 2022. She has been in the Civil Service for 9 years and served on the first Just Transition Commission Secretariat. Lauren has a degree in Environmental Geography from the University of Stirling.

Shona Ann Kinnear is the Commission's Head of Operations and has been a member of the Civil Service for 23 years. She joined the Secretariat in 2022 after transferring to the Scottish Government from the UK Government. Shona Ann has a background in human resources, workforce planning, operations and business management.

Annexes and references

Annex A: [Measuring and Evaluating Success in the Scottish Just Transition](#)

- [Appendices](#)

Annex B: [A Just Transition for Grangemouth](#)

- [Grangemouth Oli Refinery: Workers' Perspectives](#)

Annex C: [A Just Transition for Shetland](#)

- [Shetland, Community Benefit, and the Energy Transition](#)

Annex D: [Investment for a Just Transition: A Starting Point](#)

Annex E: [Scottish Government Policy Outputs](#)

References

Sources for Figure 1 are as follows:

Emissions: <https://www.gov.scot/publications/scottish-greenhouse-gas-statistics-2022>

Poverty and inequality: <https://data.gov.scot/poverty/>

Fuel poverty: <https://www.gov.scot/publications/scottish-house-condition-survey-2022-key-findings/pages/3-fuel-poverty/>



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