

**Welcome to  
PEERWebinar**

**Just transition:  
A challenge for  
policy analysis and  
evaluation**



Suomen ympäristökeskus  
Finlands miljöcentral  
Finnish Environment Institute

# Programme

**Minna Kaljonen:** Welcome

**Annika Lonkila and Jani Lukkarinen:** Destabilising peat: Lessons on just climate policy

**Suvi Huttunen:** Framing justice in food systems transition in Finland

**Marja Helena Sivonen:** How to evaluate justice in climate policymaking: criteria for policy assessment

**Collective discussion**

**Leave your questions and comments to the chat or ask directly or by raising your hand**

# Destabilising peat: Lessons on just climate policy

Annika Lonkila and Jani Lukkarinen



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# Policy dilemma: Phasing out peat



# Bringing justice to peat policies

## In energy sector

- Explicit discussions on just transition started, when the Finnish government announced peat phase out plan in 2019.
- The public reactions focused on compensating the property loss to the peat producers.
- In the energy sector, the destabilisation has proceeded for a decade and led to investments to alternative energy sources and reduced peat demand.

## In agriculture sector

- Measures for peatlands introduced in the Climate plan for the land use sector
- Rationale focused on avoiding justice impacts for farmers
- Strategic use of justice by incumbent actors has had implications for the selection of policy measures (mainly voluntary instruments)

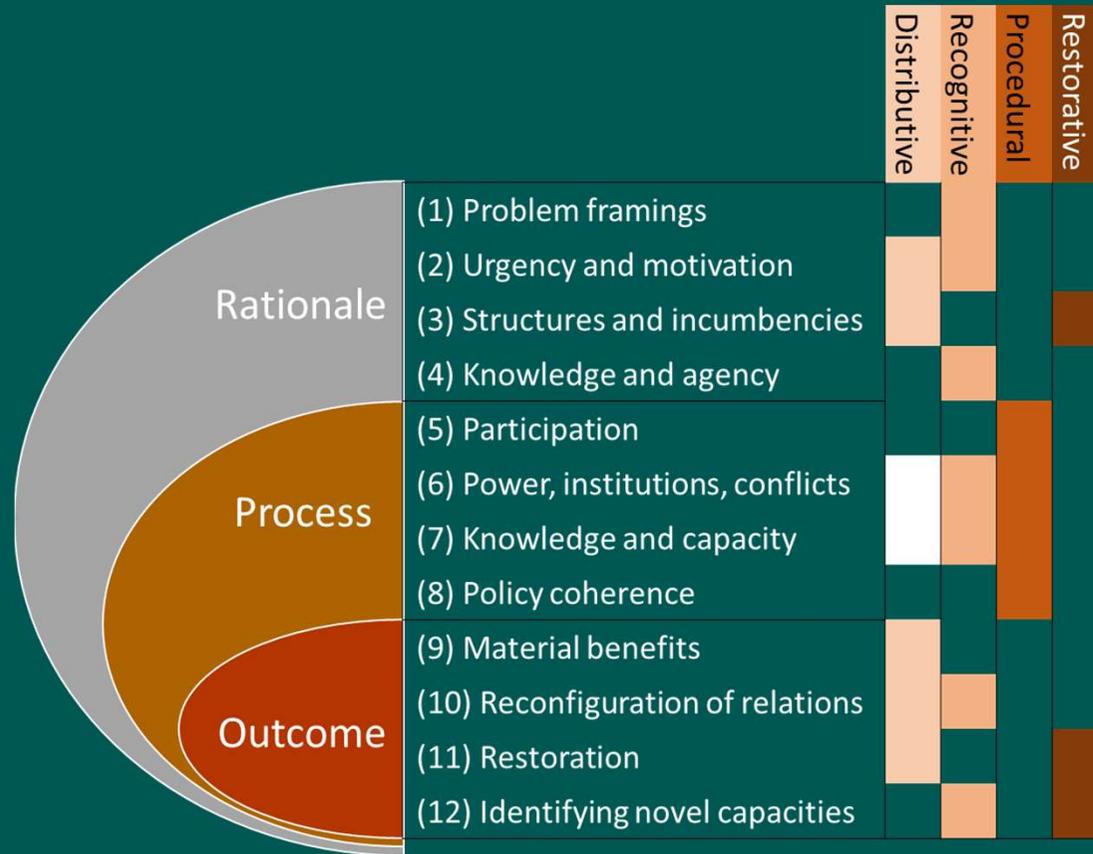
# Beyond compensation

- Longitudinal energy policy regime destabilisation was central in creating the phase-out pressure – no similar developments have been identified in agriculture regime
- Broadening the spectrum of justice from direct outcomes to policy processes and rationales is needed to expand the view on justice
- Broader focus on policy destabilisation helps to diversify the view on justice in transition: See our framework.



# Thanks lot!

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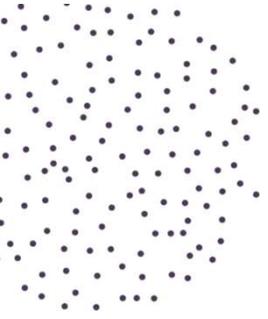
Laura van Oers, Giuseppe Feola, Ellen Moors, Hens Runhaar (2021)  
 The politics of deliberate destabilisation for sustainability transitions,  
 Environmental Innovation and Societal Transitions 40, 159-171,  
<https://doi.org/10.1016/j.eist.2021.06.003>



# JUST FOOD

## Framing justice in food systems transition in Finland

Suvi Huttunen, Finnish Environment Institute, SYKE  
and  
Riina Tykkyläinen, Minna Kaljonen, Teea Kortetmäki,  
Ari Paloviita



# Purpose of the study



- Just transition can help to develop sustainability policies for broad structural reforms addressing root causes of environmental degradation?
- Just transition is a buzzword, used for diverse purposes with the risk of slowing and preventing sustainability transition instead of advancing it?
- We need to better understand the political nature of the concept and examine what it means for environmental policymaking.

How food system stakeholders frame justice in the context of peatlands and dietary change in Finland?  
What these frames mean in terms of just environmental policies?

# Framing?

- Framing means the selection and emphasis of some aspects of reality to make them more prominent (Rein and Schön 1996; Entman, 1993).
- All issues are framed in some way or another, frames help to simplify and understand issues.
- The same issue can be framed in many ways - some frames become dominant: set the agenda and limit action and outcomes.
  - Considering stakeholder's understanding of justice constitutive to procedural and recognitive justice.
  - Frames can be used to override the perspectives of those, who have less capacities to articulate their concerns - framing is a tool for unjust misrecognition.
- Entman's (1993) conceptualization of framing:
  1. problem definition
  2. causal interpretation
  3. moral dimension
  4. proposed solution



# Summary of environmental policy implications of just coal transition framings

## **NO SUSTAINABILITY**

Compromising environmental goals because of justice claims.

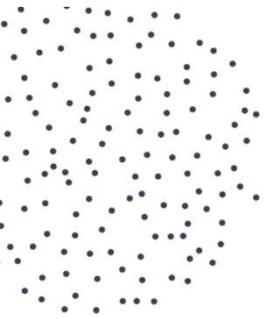
## **WEAK SUSTAINABILITY / TRANSITION**

Fixing social justice problems in the context of green growth.

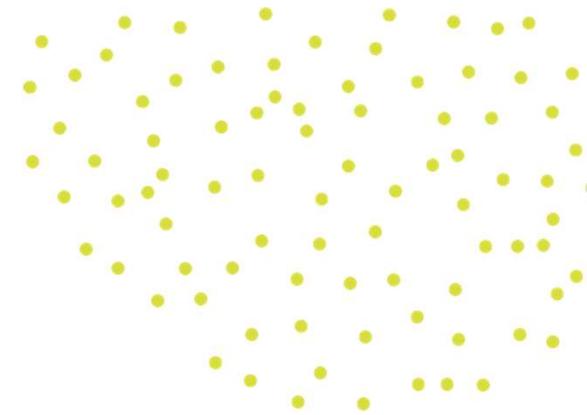
## **STRONG SUSTAINABILITY / TRANSFORMATION**

Structural reform addressing existing injustices.

- Who are considered?
- Relation to environmental policy targets?
  - Approach to existing inequalities?



# Data collection process



**Policy dialogue I:** Concerns and positive issues regarding food system transition

- Oct 2019 in Helsinki
- 7 discussion groups, 4-10 participants/group
- 2 groups focused on agricultural production and 2 on consumption



**Policy dialogue II:** Fairness of different key aspects of transition and just policy measures for reaching these changes

- Oct 2020, Online
- 4 discussion groups, 5-7 participants/group
- 1 group on peatlands and 1 on dietary change



**Policy dialogue III:** Refining just policy measures and related justice claims based on focus group results

- Oct 2021, in Helsinki
- 4 discussion groups, 4-7 participants/group
- 1 group on peatlands and 1 on dietary change

**Focus groups:** Just policy measures for different transition pathways

- Feb-May 2021, Online
- 13 discussion groups, 4-7 participants/group
- 4 groups on peatlands and 3 on dietary change



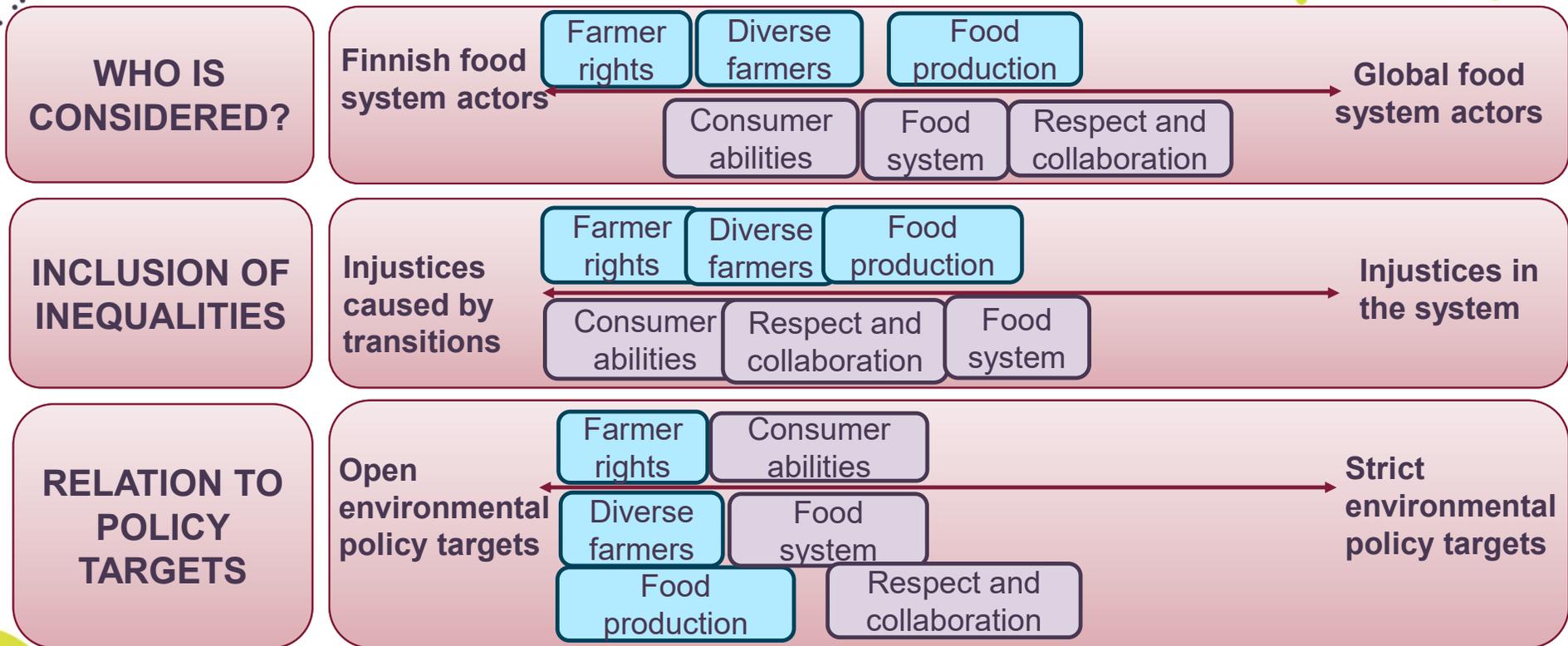
# Justice frames related to peatlands

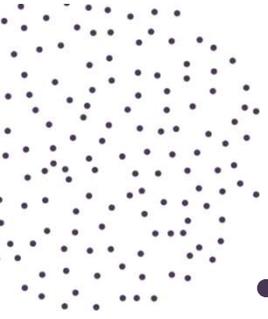
	Finnish food production	Farmer rights and equity	Diverse farmers
<b>What is justice about?</b>	Functioning of the Finnish food system: food production in Finland should not be endangered.	Equal treatment of farms, respecting their property rights and right to livelihood.	Enabling climate actions for different kinds of farmers at different kinds of farms.
<b>Causal interpretation (why is it so?)</b>	Peatlands are relevant for food production in Finland.	Peatlands are an important source of livelihood for many active farms.	Peatlands are an important source of livelihood for diverse farmers and related communities.
<b>Moral claims</b>	Responsibility to produce food in Finland, currently high environmental standards – immoral to rely on importing food.	Property rights should be respected; Active and efficient food production should be rewarded.	Farmers, rural communities, and their role in the society should be respected. No farmer should be left behind due to different capacities.
<b>Solutions for changing the current use of peatlands</b>	Solutions not influencing the amount of food produced in Finland: supporting efficient food production and emission reductions.	Solutions respecting farmers' work and rewarding for their results in efficient food production and emission reductions.	Solutions recognizing farmers' differences and facilitating their abilities to adapt to sustainability demands.

# Justice frames related to diets

	<b>Food security</b>	<b>Consumer capabilities</b>	<b>Respect, collaboration and scientific knowledge</b>
<b>What is justice about?</b>	Focus on maintaining the affordability of food and decent farming livelihoods.	Focus on consumers and their access to sustainable and healthy food.	Focus on mutual respect, understanding of differences and trying to find middle way based on scientific knowledge about sustainable eating.
<b>Causal interpretation (why is it so?)</b>	Diets and food consumption influence health and livelihoods.	Different consumers have different capabilities for moving towards more plant-based eating.	Polarised discussion about diets represents a risk for injustices and hampers the transition.
<b>Moral claims</b>	Healthy food needs to be available and affordable for all.	All consumers need to be able to consume sustainable and healthy food, without their lives being made difficult.	Polarisation aggravates problems and makes the finding of solution difficult – unfair blaming of others and disrespectful behaviour are wrong.
<b>Solutions for just dietary change</b>	Only moderate change towards plant-based diets, collaboration in the food chain and more value to food.	Consumers need support to enable better choices: nudging, information, different levels of change.	Collaboration and emphasis on producing reliable information on the impacts of food production.

# Implications

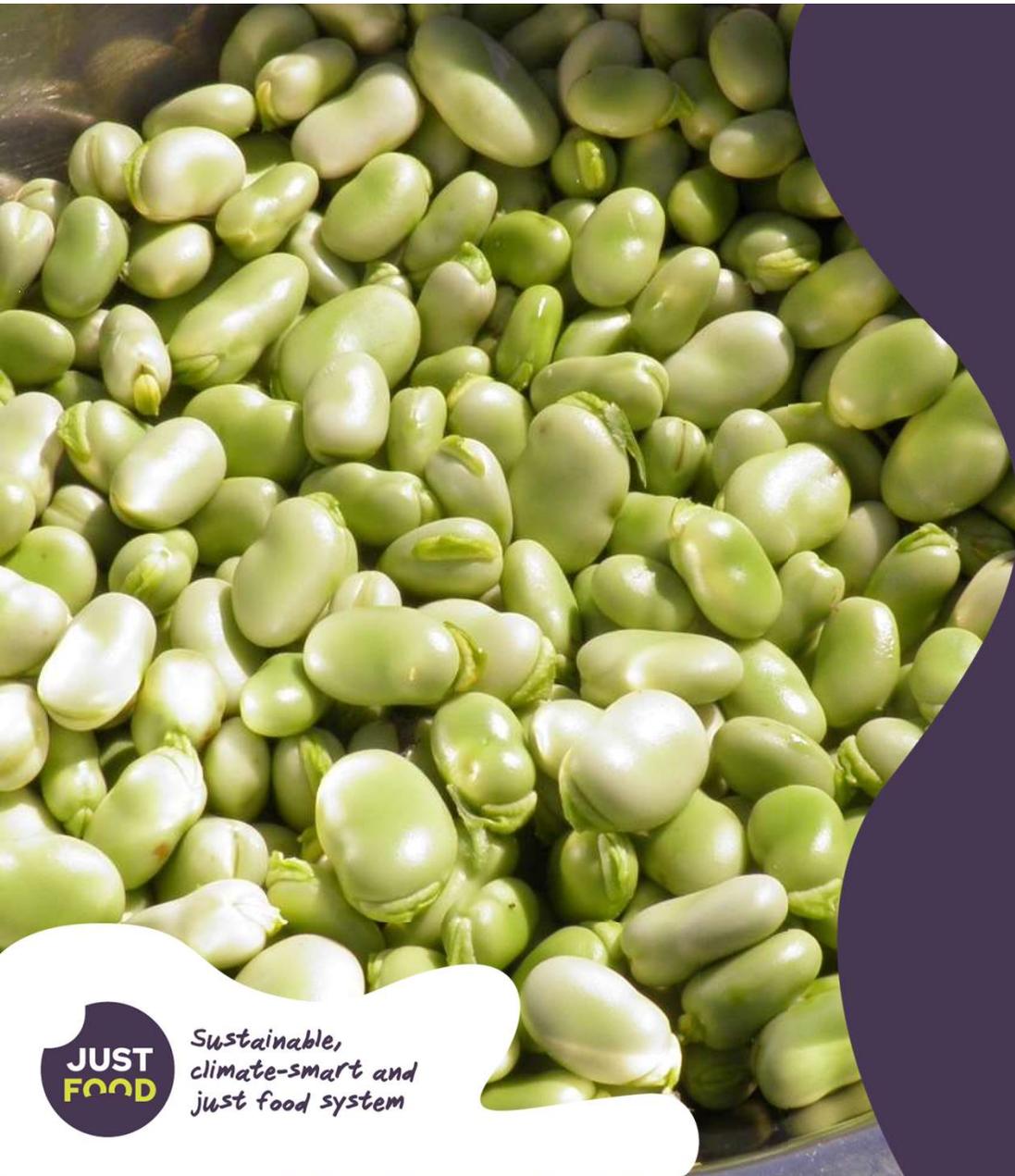




# Conclusions



- The search for just transition can conceal the structural problems and attune the finding of solutions to a level, which risks slowing down the transition.
  - focus on the potential impacts of transition, not really addressing existing structural problems
  - little attention to global scale and
  - the social justice claims compromise the environmental ambition.
- Two options for making just transition policies:
  - Create policy-mixes, where social justice of efficient emission reduction policies is improved via e.g. social and employment policies.
  - Address systemic injustices by taking justice as the driver of transitions, based on systemic understanding of existing injustices: just transformation



Thank you!



*Sustainable,  
climate-smart and  
just food system*



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# How to evaluate justice in climate policymaking: criteria for policy evaluation

PEER webinar on just transition: a challenge for policy analysis and  
evaluation

15.3.2023

# Why should we evaluate climate policy from justice perspective?



- The new Finnish climate law requires
- Climate policy is meant to improve global justice and justice for future generations, provide new opportunities and increase safety and well-being
- Yet, the negative side-effects are not distributed evenly, and people and regions have different opportunities to react and adapt to changes
- Evaluations of justice are needed to consider different dimensions, perspectives and time-scales and to shed light on the combined effects for policy measures

# How should we evaluate climate policy from a justice perspective?

- Basic and human rights as the base for minimum level – but needs broader understanding
- Widely used division in environmental and energy justice

<b>Distributive justice</b>	<b>Recognitive justice</b>	<b>Procedural justice</b>
<p>How do planned policy measures influence the distribution of benefits and disadvantages?</p> <p>How can existing injustices be lessened through planned policy measures?</p> <p>What compensation measures can be used to minimise the disadvantages caused by climate policy?</p>	<p>Who, where, and what kinds of needs and worldviews are considered in policy preparation, decision-making and implementation?</p> <p>Have vulnerable groups been identified and considered adequately and fairly?</p> <p>Can planned policy measures be used to improve the circumstances of vulnerable groups?</p>	<p>Is the decision-making process just? Can citizens and different groups influenced by policy measures take part and affect decisions, and have their viewpoints been considered?</p>
<p>Cross-cutting the above: <b>Global (i.e. cosmopolitan) justice</b></p>		
<p>Cross-cutting the above: <b>the human rights viewpoint:</b> possibilities for a good life for all, the acknowledgment of different needs, participation by all</p>		

Table from: Paula Kivimaa, Suvi Huttunen, Anu Lähteenmäki-Uutela, Milja Heikkinen, Sirkku Juhola, Minna Kaljonen, Jukka Käyhkö, Peter Lund & Klemetti Näkkäläjärvi, 2021. How to consider justice in climate policy? The Finnish Climate Change Panel, Publication 5/2021

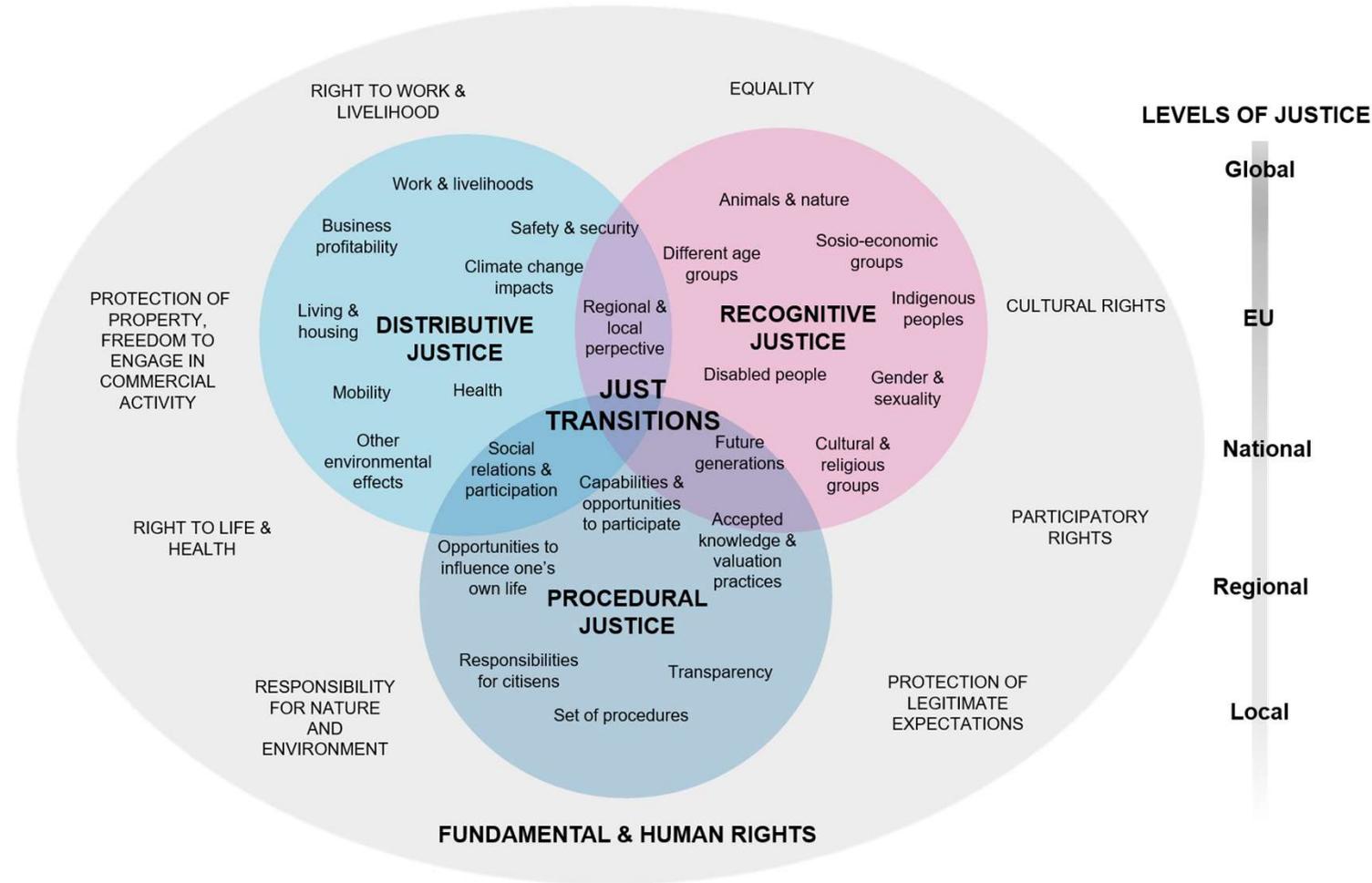


Figure from: Paula Kivimaa, Suvi Huttunen, Anu Lähteenmäki-Uutela, Miija Heikkinen, Sirkku Juhola, Minna Kaljonen, Jukka Käyhkö, Peter Lund & Klemetti Näkkäläjärvi, 2021. How to consider justice in climate policy? The Finnish Climate Change Panel, Publication 5/2021

# “Justice in climate policy” –project: Goals



- To increase understanding of what is meant by a just climate policy
  - Including citizens' views
- To develop the evaluation work presenting several questions concerning the evaluation of justice in climate policy
  - Climate policy planning documents such as climate and energy strategies
  - Those assessing the impacts, including consults
  - Those deciding on the funding
  - Municipalities and areas
- To specifically investigate the justice questions related to climate policy and the Sámi

# “Justice in climate policy” –project: Examples

- Distributive justice
  - Will the measure increase/decrease opportunities for livelihoods of some people?
  - Will the measure increase/decrease health-related benefits or risks for some people?
- Recognitive justice
  - Based on their background, culture, wealth, age, place of residence, education or profession, are people in different positions in relation to the effects?
  - Will the Sámi people’s basic and human rights and the rights to their culture be improved/declined?
- Procedural justice
  - Do the citizens have equal opportunities to participate in preparation and planning work?
  - Is the decisionmaking science-based?
  - How the young peoples and the future generations perspective has been taken into account in preparing and planning?

## Final notes

- In evaluating justice in climate policymaking, it is important to:
  - Take into account whole policy mixes and their cross- and combined impacts
- It is possible to recompensate past injustices
  - Ways to compensate should be more than monetary, they should be supportive in the transitions
  - Regulation and stronger policy measures are important
- Value choices are inevitable
  - Science-based policymaking, ethics and openness are vital
- Education, training and communication increases justice when well done
  - Support for changes
  - Correcting misunderstandings
  - Diverse communication to diverse socio-cultural contexts

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# Thank you!

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# Collective discussion

How just transition challenges  
policy analysis and evaluation?

