Stakeholder Analysis for Thailand with a local focus on Lampang

Suchart Klaikaew, Lars Blume, Ana Gabriela Hermida Ortiz, Katharina Hartmann

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Just Energy Transition in Coal Regions

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Abbreviations and Acronyms

CBO	Community-based Organisations
CIF	The Climate Investment Funds
CSIS	The Centre for Strategic and International Studies
CSO	Civil Society Organisations
EBMO	Employers and Business Membership Organisations
EGAT	The Electricity Generating Authority of Thailand
EPPO	Energy Policy and Planning Office
ERC	Energy Regulatory Commission
GDP	Gross Domestic Product
GHG	Green House Gas Emissions
IKI JET	Innovation Regions for a Just Energy Transition
IISD	The International Institute for Sustainable Development
JET	Just Energy Transition
JET-CR Platform	Just Energy Transition in Coal Regions - Interregional Platform
MEA	The Metropolitan Electricity Authority
NGO	Non-Governmental Organisation
NEPC	The National Energy and Policy Council
PCC	The South Africa Presidential Climate Commission
PDP	Power Development Plan
PEA	The Provincial Electricity Authority
SME	Small and Medium Enterprise

1. Overview of the stakeholder analysis

The Mae Moh coal mine in Lampang province currently stands as the sole operational mining facility in Thailand, with an estimated reserve of approximately 198.8 Mt by the conclusion of 2021 (EGAT, 2022)[1]. Despite a gradual decline, local coal production remains essential for meeting the energy needs of the Electricity Generating Authority of Thailand (EGAT)'s coal-fired power plants, expected to persist for at least the next 25 years. The implementation of a Just Energy Transition in Thailand will have significant and distinct implications for all stakeholders involved. These implications arise from multiple factors.

Firstly, the Mae Moh Coal Power Plant, operating for the past 40 years, has had notable environmental and social impacts. This includes the emission of carbon, the release of sulfur resulting in fatalities, and the displacement of approximately 30,000 individuals (Prurapark and Asavaritikrai, 2020, p. 42). Moreover, these implications stem from the lack of coordination between the public and private sectors, as well as the fragmented authority and limited capacity of both national and regional governments. These issues highlight the complex challenges that need to be addressed in achieving a Just Energy Transition in Thailand.

Currently, both national and local actors in Thailand share aligned perspectives, signifying a future economic model that prioritises the phase-out of coal from energy production. This alignment is in line with Thailand's ambitious targets to achieve net-zero carbon emissions between 2065 and 2070 (UNFCCC, 2021)[2].

Both national and local actors in Thailand share aligned perspectives, signifying a future economic model that prioritises the phase-out of coal from energy production.

This analysis focuses specifically on the district of Lampang, providing insights into the dynamics of a coal phase-out scenario. The Mae Moh Coal mine in Lampang serves as a case study, highlighting the complexities involved in a district that has initiated coal phase-out measures but still faces challenges such as deactivating existing coal operations, delays in commissioning new coal plants, and the ongoing utilisation of coal for energy production, economic development, and employment. By studying stakeholders at both the national and local levels in Lampang, this analysis aims to achieve three objectives: (1) analysing the impacts of the Just Energy Transition (JET) on different stakeholders, (2) examining how these stakeholders shape the JET process, (3) identifying risks, proposing strategies, and enhancing relationships to foster stakeholder engagement and support.

[1] www.egat.co.th/home/en/maemoh-pp/

[2] unfccc.int/sites/default/files/resource/Thailand_LTS1.pdf

This approach seeks to evidence the stakeholder dynamics around JET, thus providing a more detailed approach to the JET situation in the country.

In the early stages of the JET in Thailand, mentioned in the Green Mae Moh roadmap as part of the EGAT Mae Moh smart city, stakeholders have not firmly taken supportive or obstructive positions. However, significant gaps have been identified around the inclusiveness of stakeholder representation in JET-related topics. Addressing these gaps and inviting more stakeholders both in quality and quantity to join discussions can contribute to a more just process. Development finance institutions, climate funds, consumer groups, and energy customer actors are underrepresented at the national level. At the local level, their involvement in JET-related discussions between government organisations, power and mining companies, and civic society organisations is also limited. Detailed descriptions of these stakeholders can be found in the annex, providing further insight into their roles and potential contributions to the JET. Additionally, economic actors, trade unions, and workers have yet to actively participate in the discourse surrounding the JET.

It is crucial to strengthen energy procurement mechanisms, foster public-private partnerships, attract foreign investments, enact supportive legislation, and establish an economically flexible market.

To successfully implement the JET in Thailand, it is crucial to strengthen energy procurement mechanisms, foster public-private partnerships, attract foreign investments, enact supportive legislation, and establish an economically flexible market. By addressing these stakeholder representation gaps and implementing the necessary measures, Thailand can effectively navigate the challenges and opportunities associated with a JET, ensuring a fair and sustainable transition for all parties involved.

2. Understanding the relevance of "justice" in the transition

Stakeholders considered in this research include individuals with significant influence over the development of the JET process, those directly or indirectly impeding the JET, and those affected by JET-related policies at the local and national levels. Through this stakeholder analysis research and the JET process, a deficit regarding gender-specific groups was observed. Gender-specific or minority groups, such as indigenous communities, and marginalised socio-economic groups, including over 800 families in Mae Moh district, Lampang, were not active in the local setting.

A just transition requires the active participation of all stakeholder groups and sectors affected by the energy transition to ensure that no one is left behind in the process. This analysis aims to shed light on the roles that different stakeholders play. Furthermore, the absence of certain

groups in stakeholder dialogues highlights the challenges and complexities involved in fostering inclusive dialogues. This analysis could thus act as a guide for inclusive dialog, and hence actively work towards two principles: (1) distributive and (2) procedural justice of a JET in Lampang district. The two concepts are explained below, based on the definition by researchers from the Centre for Strategic and International Studies (CSIS), the Climate Investment Funds (CIF), and the South Africa Presidential Climate Commission (PCC) (Cahill & Allen (2020); McCauley and Heffron (2018); PCC (2022).

1. Distributive justice refers to how the risks and opportunities that emerge from a transition are distributed acknowledging intersectionality (e.g., gender, race, and class inequalities). It is fundamental that the affected groups, such as workers and communities, do not suffer the burden of transitions, and that stakeholders that are historically responsible for the climate crisis take responsibility for their side of the costs.

2. Procedural justice emphasises the relevance of the just participation of all stakeholders throughout the transition process. Thus, workers, communities, and local businesses must be able to participate in policy development. They must be empowered and supported during the transition in a way that their right to define their roles, development, and livelihood is recognised.

The inclusive approach seeks to raise awareness regarding the importance of active engagement in change processes related to the energy transition and to foster collaborative endeavors.

The stakeholders considered for this research range from those having a high influence on the development of the JET process, those directly or indirectly hampering the JET, and those affected by JET-related measures at either local or national levels. The lack of support from the government inhibits gender-specific and marginalised groups from grouping together and adequately representing themselves in such discussions. A lack of information and communication about ongoing processes further hinders such groups from participating, leading to distrust in the process and less willingness to participate.

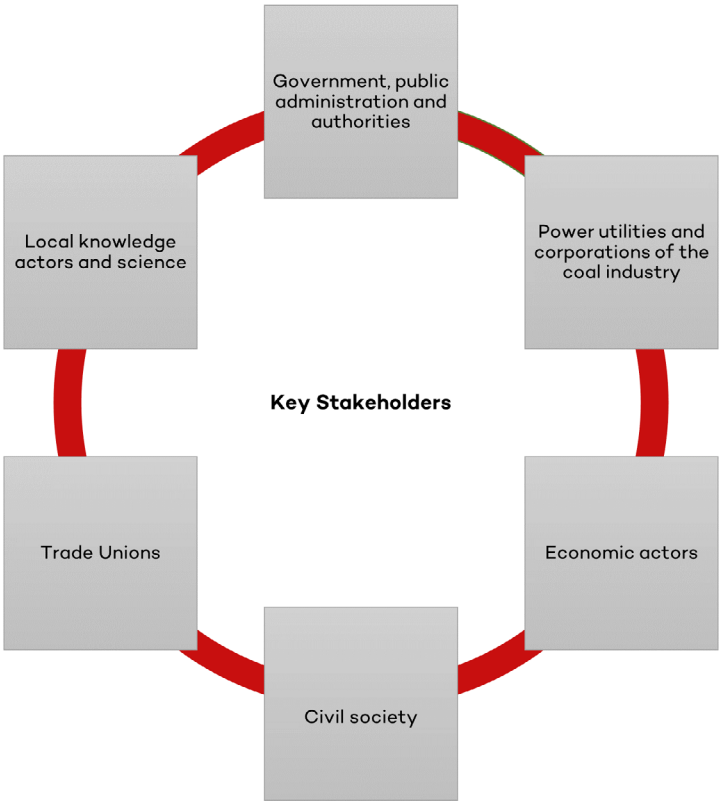
The current stakeholders driving the JET predominantly possess assets associated with the energy sector, establishing a direct economic link to the transition. However, achieving a truly "just" transition necessitates redirecting efforts toward the inclusion of stakeholders who may not wield economic influence over the energy transition but are nonetheless affected by the implemented measures. This inclusive approach seeks to raise awareness regarding the importance of active engagement in change processes related to the energy transition and to foster collaborative endeavors. Moreover, this analysis encourages other actors not covered in the study to initiate dialogues concerning just energy transitions and to actively engage with local stakeholders, thereby enriching discussions with additional perspectives and concerns.

For example, national academic institutions, including Thammasat University, Chulalongkorn University, and Chiangmai University, can employ this analysis as a case study on the JET or incorporate it into their curriculum or research topic. Additionally, they can collaborate with other think tanks or foundations in Thailand, such as SDG Move Thailand, Fair Finance Thailand, and Friedrich Ebert Stiftung, to further enhance knowledge sharing and promote a comprehensive understanding of the subject matter.

3. Key Stakeholder Identification

The identification of key stakeholders is a crucial component of the JET project, as it facilitates meaningful engagement and collaboration across various levels, including local, regional, national, and international spheres. This process ensures the involvement of relevant actors and promotes effective coordination to achieve the goals of the JET project. By clustering stakeholders into six distinct groups, as illustrated in Figure 1 below, the project aims to prioritise and engage with those who have a direct impact on and are directly affected by the transition at hand. This targeted approach ensures that the IKI JET project can effectively address the needs and concerns of stakeholders who play a crucial role in facilitating this transition. By involving these key stakeholders, the project can leverage their expertise, resources, and influence to achieve successful outcomes and drive meaningful change.

Figure 1. Clusters for Key Stakeholders



These clusters were based on research performed by GIZ, the Wuppertal Institute[3], IISD/GSI[4], and the Climate Investment Funds (CIF)[5]. Stakeholders within the clusters are the target audience of this analysis due to their direct or indirect linkage to the JET process.

Government, public administration, and authorities.

In Thailand, the landscape of actors involved in addressing challenges can be observed at two distinct levels: national and regional. At the national level, ministries such as the EGAT under the Ministry of Energy (MOE) face multiple obstacles, including macroeconomic imbalances, employment concerns, and the transformation of the energy sector. On the other hand, regional authorities operate at the subnational level, concentrating their efforts on implementing resilient and locally customised measures to overcome challenges introduced by both national and international circumstances. Within the regional context, mechanisms for stakeholder engagement, such as social dialogues, often come into play, gradually influencing the policymaking processes at the national level.

Power utilities and corporations of the coal industry.

These stakeholders, including EGAT, are typically state-owned or have state participation in their operations. Among these stakeholders, two private mining actors play a vital role in the context of a JET in Mae Moh. They possess the potential to implement measures that address challenges arising from an energy transition, such as job creation and the acquisition or renovation of essential infrastructure. Their involvement becomes crucial in ensuring a smooth transition and mitigating potential adverse effects.

Economic actors.

Stakeholders within this group may include coal mining companies, non-coal mining companies, investors, Employers and Business Membership Organisations (EBMOs) that are, for example, integrated by players within the renewable energy, construction, electric industry, tourism, and agriculture sectors. Stakeholders linked to the green economy areas (e.g. renewable energies) are crucial to this cluster. Often, economic actors require the support of regional development strategies and a favourable national environment in order to implement their projects. They are important to the implementation of green economic activities that consider, for example, decent working conditions and the environmental impact of the actor's economic activities. Creating decent work opportunities, and ensuring inclusivity, is especially important to involve those who have invested in and have jobs in fossil fuels extraction and usage-driven sectors of the economy.

[3] Wuppertal Institute (2022). Just Transition Toolbox for coal regions. Retrieved from www.coaltransitions-toolbox.org/

[4] Zinecker, A., Gass, P., Gerasimchuk, I., Jain, P., et al. (2018). Real People, Real Change – Strategies for just energy transitions. Winnipeg: IISD. Retrieve.d from www.iisd.org/publications/report/real-people-real-change-strategies-just-energy-transitions

[5] CIF. (2020). Supporting Just Transitions in South Africa. Retrieved from www.cif.org/sites/cif_enc/files/knowledge-documents/supporting_just_transitions_in_south_africa.pdf

Civil Society & Community.

Stakeholders within this cluster include civil society organisations (CSO), the representatives of community-based organisations (CBOs), and non-governmental organisations (NGOs) at the local, regional, national, and international levels. In Thailand, this cluster faces a notable underrepresentation, particularly concerning energy customers across different levels, including industrial and residential customers. The goal of JET is to include diverse actors within this cluster regardless of group vulnerabilities that could be found within the context (e.g., gender, ethnicity, country of origin, citizenship status, socio-economic background). This cluster enables for stakeholders not represented in other clusters to be considered for JET discussions.

Trade unions.

The inadequate representation of union dialog in the context of Thailand exacerbates the existing challenges. The inclusion of both formal and informal worker organizations is essential for meaningful social dialogue, as their input is instrumental in safeguarding working conditions and advancing the cause of decent jobs amidst the ongoing energy transition.

Local knowledge actors and science.

Knowledge developers such as regional institutes, universities, and think tanks can contribute to a better understanding of low-carbon economic development, climate change, climate justice, and just energy transitions, among other subjects. Furthermore, actors such as regional development and investment agencies can also help increase the capacity and competencies through the promotion of for example impact assessments, strategy developments, and overall support in the energy transition. among other subjects. Furthermore, actors such as regional development and investment agencies can also help increase the capacity and competencies through the promotion of for example impact assessments, strategy developments, and overall support in the energy transition.

4. Approaching stakeholders in the JET Lampang, Thailand

It is imperative to acknowledge the presence of divergent perspectives among national and regional stakeholders in Thailand. The responsibility for energy policy, planning, and implementation is characterised by fragmentation and contradictions. To address this, there is a need for a robust government agency to assume the role of a central coordinating body, facilitating collaboration among all relevant entities. This agency should also undertake comprehensive policy analysis and performance evaluation, especially considering the exclusive operation of the coal mine by EGAT.

Consequently, Thailand exhibits a distinctive stakeholder dynamic, which requires a tailored stakeholder analysis focused specifically on the Lampang province. This analysis serves as an initial stepstone to address recurring situations and potentially explore key stakeholders in greater depth.

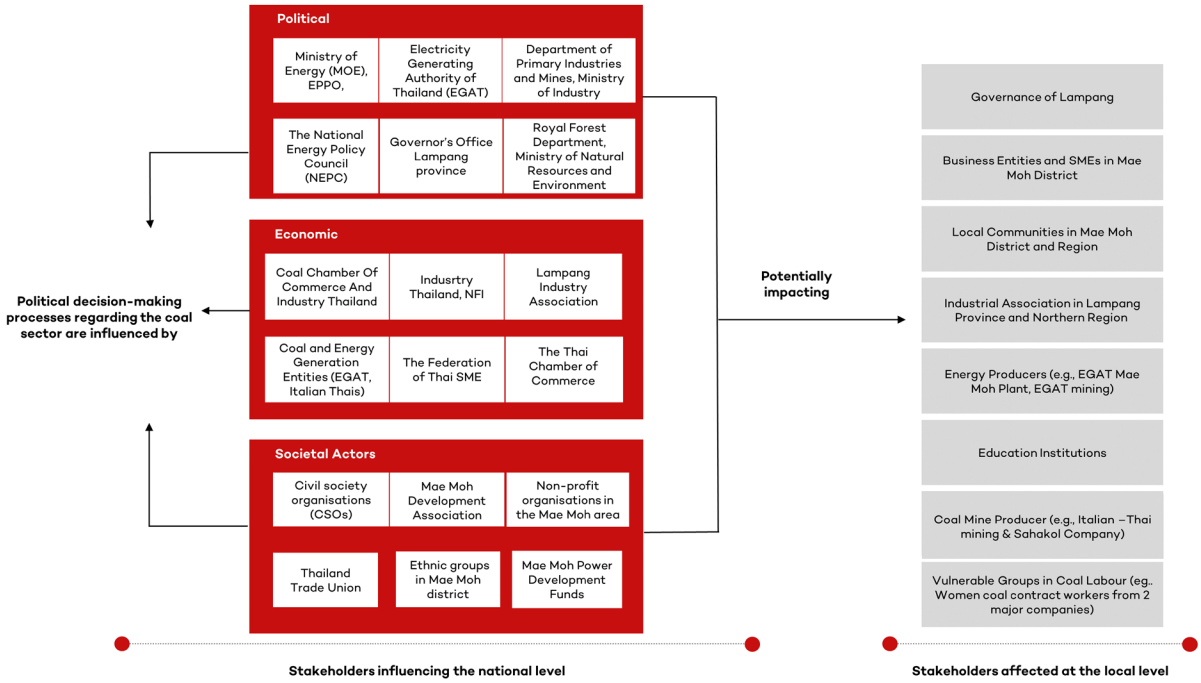
4.1 National Level

Thailand recognises the significance of global efforts in addressing the urgent and shared challenge of climate change. In this regard, Thailand has strengthened its initial Nationally Determined Contribution (NDC) during the 26th Conference of the Parties (COP26) to align with the long-term temperature goal outlined in Article 2 of the Paris Agreement (UNFCCC, 2022). At the national level, there are ongoing endeavors to promote the reduction of greenhouse gas (GHG) emissions in alignment with these commitments. Nevertheless, it is crucial to acknowledge that Thailand's existing practices and policies are insufficient for the achievement of emission targets. To address the situation pertaining to the JET in Thailand, it is important to identify and engage relevant stakeholders, as delineated in the previously mentioned stakeholder clusters (Figure 1).

To successfully meet its net-zero carbon emission goals, Thailand needs to prioritise the development of comprehensive plans and policies that not only focus on reducing greenhouse gas emissions but also ensure a just and inclusive transition for affected sectors, particularly the coal industry.

Understanding the dynamics that take place at the national level, especially in Thailand where the energy system is centralised and fully state-owned, is crucial. Therefore, decisions made at the national level have a significant impact on driving changes at the local level. Dynamics at the national level can involve political, economic, and social actors, as considered by Ohlendorf, Jackob, and Steckel (2022). Within the JET context, these national stakeholders can implement measures that may either facilitate or hamper a JET at the local level. Figure 2 (below) illustrates the key stakeholders involved in shaping national-level activities related to the JET in Thailand, and their respective roles will be further examined to gain insights into how they can either support, impede, or adapt their neutral stance towards the JET initiative.

Figure 2. Stakeholders influencing national processes and locally affected stakeholders



4.1.1 Supporting Measures

Thailand has set ambitious targets to achieve net-zero carbon emissions between 2065 and 2070 (UNFCCC, 2021). An essential component of this commitment is the phased-out use of coal mining and power production in the Lampang region by 2051 (EGAT, 2022). This commitment signifies progress towards cleaner energy sources, it is crucial to develop cohesive and coherent strategies for a smooth transition away from coal. Nonetheless, the current practices and policies fall short of adequately addressing the complexities and challenges associated with such a transition, including potential impacts on local communities and coal industry workers. To successfully meet its net-zero carbon emission goals, Thailand needs to prioritise the development of comprehensive plans and policies that not only focus on reducing greenhouse gas emissions but also ensure a just and inclusive transition for affected sectors, particularly the coal industry. This involves providing support and alternative opportunities for affected communities and workers, as well as promoting the development and adoption of renewable energy sources and sustainable technologies.

4.1.2 Hampering Measures

At the national level, the Ministry of Energy in Thailand is taking steps to introduce four new coal-fired power generators into the energy grid. The approval for the first two plants, twin generators with a combined capacity of 660 megawatts, has already been granted by the Thai cabinet. Construction for these plants was set to commence this year in 2023, and they are projected to operate from 2026 to 2050 (Petchkaew, 2022). These plants will be integrated into the existing coal-powered generators at the Mae Moh power plant.

Additionally, the country's power development plan for the period 2018-2037 includes the establishment of two more coal plants with a capacity of 1,000 megawatts each, although their specific locations have not been publicly disclosed (Greenpeace, 2021). One of these plants, situated in the eastern region, is expected to begin operations in 2033, followed by another plant in the south a year later. Both plants are planned to operate for a duration of 25 years.[6]

Hence, it is evident that despite the JET processes, the coal mining business continues to persist, with numerous actions hindering the transition. These actions are not only prevalent but also exert influence over key decision-making processes. Stakeholders involved in shaping these measures include EGAT, the MOE through its Power Development Plan (PDP), mining companies, energy-related public actors such as the MOE certain business associations, and coal mining companies associations.

Major coal companies and informal miners have expressed apprehensions as they are concerned about the potential impact of transitioning away from coal on their livelihoods and employment opportunities.

It is worth noting that in addition to the two major coal companies operating in the Mae Moh region, there are also informal miners who are involved in coal mining activities. These informal miners are individuals or groups who engage in mining activities without proper legal authorisation or formal employment. They often work on a smaller scale and may not adhere to the same regulations and standards as formal mining operations. Both the major coal companies and informal miners have expressed apprehensions as they are concerned about the potential impact of transitioning away from coal on their livelihoods and employment opportunities.

Furthermore, the capacities of relevant authorities may be limited in effectively executing the transition. This could be due to various factors, such as limited expertise, financial resources, or institutional support. These capacity limitations hinder the smooth implementation of comprehensive strategies and policies that are essential for a successful and just energy transition. Therefore, the JET in Thailand encounters challenges arising from the fragmented approach of national authorities and the limited capacities available to drive the transition effectively. Overcoming these challenges will require concerted efforts to strengthen coordination, enhance capacities, and ensure alignment between commitments and actions within the government.

[6] www.egat.co.th/home/en/

4.1.3 Neutral Measures

The current lack of clarity regarding stakeholders' positions on the JET in Thailand can be attributed to several factors. Firstly, the prolonged debate surrounding the Mae Moh coal mine has resulted in local stakeholders becoming accustomed to the prevailing conditions, leading to the continuation of their neutral or indifferent positions. Secondly, stakeholders who have familial connections to the coal business, such as families of EGAT workers, may be hesitant to express their views due to personal affiliations and potential conflicts of interest. This is particularly notable in the Mae Moh district, where approximately 47% of the population is employed by EGAT or related companies (Mae Moh, 2021).[7]

A lack of a well-defined plan hinders stakeholders' ability to assess the potential ramifications and outcomes of the transition, contributing to the prevailing neutral stance among various actors involved in the JET process.

Furthermore, the limited involvement of EGAT in the development of energy policies and plans is apparent to workers and trade unions, as these decisions typically follow a top-down policy approach. As a result, these groups engage in policy advocacy activities, urging the national government to formulate measures that protect the welfare of affected workers. They view this as an integral aspect of the comprehensive policy framework necessary for successful implementation. Additionally, the absence of a clear roadmap detailing the steps involved in coal phase-out and energy planning exacerbates the lack of clarity. This lack of a well-defined plan hinders stakeholders' ability to assess the potential ramifications and outcomes of the transition, contributing to the prevailing neutral stance among various actors involved in the JET process.

To address this ambiguity, the formulation of a comprehensive plan by the Thai government is essential. Such a plan would provide greater clarity regarding the roles and responsibilities of stakeholders, especially private companies, in relation to the JET. With a well-defined plan in place, private sector stakeholders would have a clearer understanding of their expected contributions and commitments toward achieving the goals of the energy transition. This alignment would enable them to adjust their strategies, investments, and operations, accordingly, fostering a more coordinated and effective approach towards transitioning to cleaner and sustainable energy sources. The government's plan, by providing a roadmap and specific guidelines, would facilitate the active engagement and participation of private companies, creating a collaborative environment that promotes innovation, investment, and the adoption of renewable energy technologies.

[7] www.egat.co.th/home/en/maemoh-pp-environment/

4.2 Local Level

Although there is a clear plan to close the Mae Moh coal mine in Lampang by 2051, the mine continues to extend its operations and build new coal facilities as replacements for the old ones. This is because the regional stakeholder adheres to the guidelines set by the national government in the implementation of the JET. To better illustrate the stakeholder dynamics in Lampang, Figure 3 (below) sheds light on stakeholders influencing JET dynamics at the national level as well as the stakeholders affected by such dynamics at the regional level. The figure was created using the Capacity WORKS management model, an internally developed framework by GIZ that enhances the capacities of individuals, institutions, and societies to effectively manage development processes in evolving circumstances. The stakeholder sphere showcased in the figure illustrates the actors currently impacting the JET process, either positively or negatively. Surrounding this local stakeholder sphere, stakeholders related to JET at the national and international levels are identified. Notably, the Governor's Office emerges as a key stakeholder in the JET process for the Mae Moh District in Lampang, given its direct involvement in local decision-making processes with significant impacts.

Through field trip research, it became apparent that the number of stakeholders at the local level is relatively limited, indicating a need for further attention and engagement.

The visualised stakeholder landscape reveals gaps in representation. Through field trip research, it became apparent that the number of stakeholders at the local level is relatively limited, indicating a need for further attention and engagement. It is essential to recognise and address these gaps in stakeholder representation to ensure the successful implementation of the JET. In Figure 3, most stakeholders remain in an observer mode, not actively participating in shaping the JET process. This underlines the importance of actively involving these stakeholders to foster a more inclusive and collaborative JET process.

As previously stated in Figure 1, research from GIZ, Wuppertal Institute, IISD/GSI, and Climate Investment Funds has indicated that an ideal stakeholder map includes members of the public sector, from power utilities and corporations of the coal industry among other economic actors, civil society and community actors, trade unions, and knowledge generating stakeholders. Nonetheless, the Lampang context is differently integrated. The situation in Lampang varies, as not all stakeholder groups could be identified.

There is a gap mainly among stakeholders representing the communities and vulnerable groups (e.g., gender-related groups) as well as civil society groups and research and academic institutions (knowledge and science-related actors). In Lampang, the local government, business entities, and small and medium-sized enterprises (SMEs) in the Mae Moh district are presently inactive in JET-related processes. However, they are partially represented through NGOs and CSOs such as Enlaw and Greenpeace Thailand.

Figure 3. Stakeholder Map – National and Lampang Overview

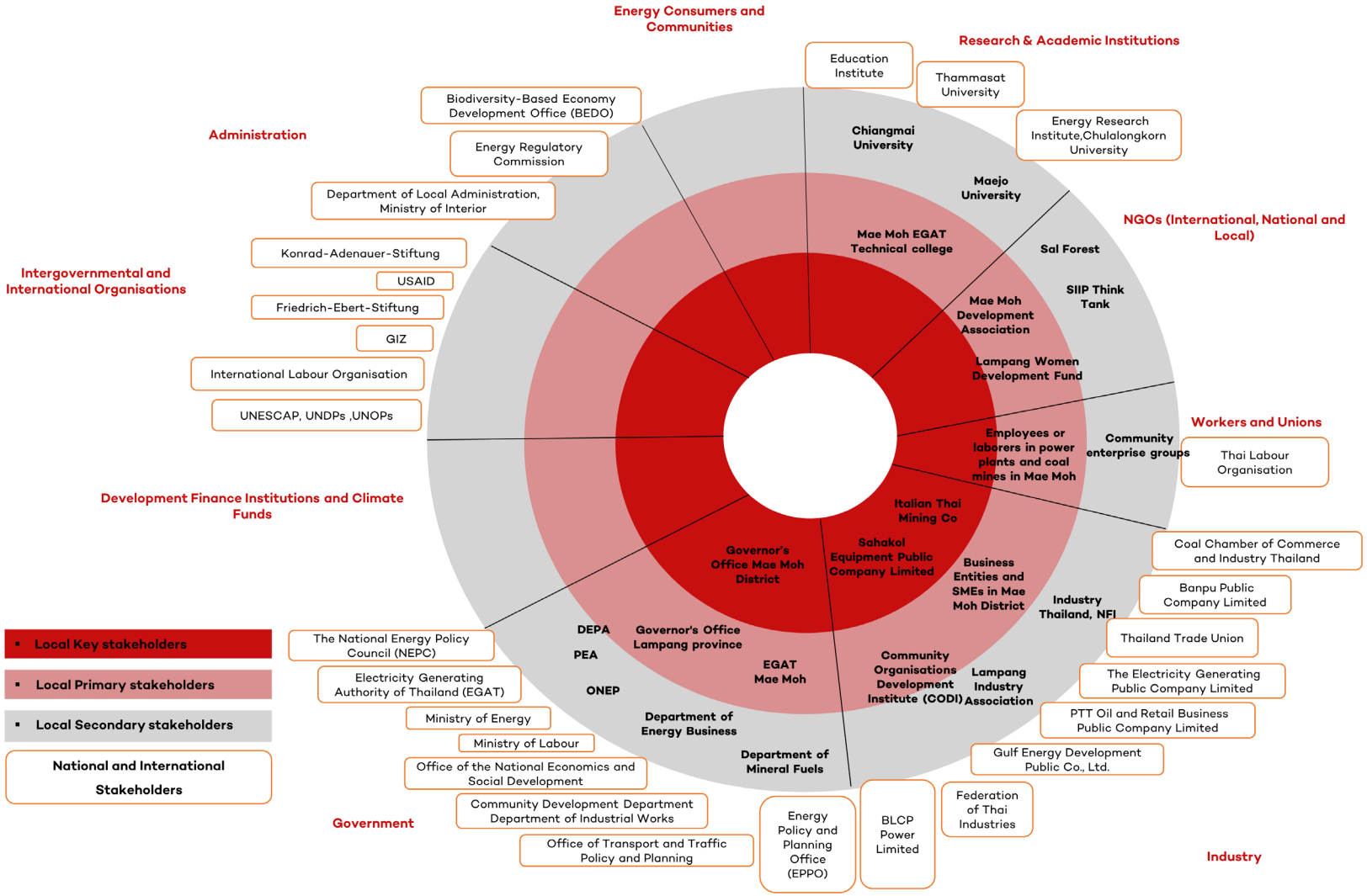


Table 1 (below) illustrates the representation gaps in JET-related processes, in view of the aforementioned stakeholder clusters used for this analysis. Stakeholder representation is reflected in three colors, considering the following parameters:

- Blue: Cluster is identified (more than three stakeholders)
- Gray: Cluster is partially identified (three or less stakeholders)
- Black: Cluster is not identified

Table 1. Stakeholder representation gaps on national and local level

Stakeholder Cluster	National Level	Local Level - Nailakh
Government, public administration, and authorities		
Power utilities and corporations of the coal industry		
Economic actors		
Civil society		
Trade Unions		
Local knowledge actors and science-related stakeholders		

The most significant gaps in stakeholder representation in Lampang are evident in the dialogue on JET progress. This is primarily attributed to the strong connection that certain stakeholders have with EGAT Mae Moh Operation, which represents a substantial proportion of the local population, as mentioned earlier. As a result, certain clusters, such as trade unions, government entities, public administration, authorities, and economic actors, have limited participation in JET discussions.

Meanwhile, these underrepresented clusters are likely to experience direct impacts from the JET. This includes potential job losses resulting from third-party contracts with coal companies outside of the EGAT group, as well as the potential improvement of social responsibility projects funded by the power development fund. Despite the potential impacts, the voices of these stakeholders are absent from discussions related to the JET. The absence of their participation in energy transition discussions overall highlights that the path toward a JET continues to be explored and that it still requires more stakeholders to help shape this path.

4.2.1 Power Structures in the Lampang province

To design an effective governance model, it is important to understand the power and influence of certain stakeholders. The following figure depicts the influence-interest position of Lampang stakeholders as seen by GIZ Thailand.

The Wuppertal Institute (2022) considers three elements as important for an effective governance model: first, the influence that stakeholders have on JET processes, regulations, or overall decisions (y-axis); second, the level of impact that JET would have on stakeholders, and thus on their business-as-usual models or activities (x-axis), and third, the level of interest that stakeholders have on pushing a JET (red dot size, where smaller dots represent less interest and bigger dots represent higher interest). These three elements are portrayed in Figure 4 (below), as perceived by GIZ Thailand. Stakeholders with vested interests in decision-making processes can be categorised into two main groups based on their roles and levels of influence.

Group 1 consists of key stakeholders who hold pivotal positions in policy formulation, thereby adopting a top-down approach. This group includes diverse subgroups such as 1) National policy-making agencies, 2) National policymakers, 3) Provincial governors and heads of provincial administrative organizations in Lampang, 4) Regional and private sector policy managers in Lampang province, and 5) Local-level administrators and officials. These stakeholders play a critical role in shaping and implementing policies from a top-down perspective.

There is a list of stakeholders that would be affected by JET, however, they do not have influence over JET-related decisions.

On the other hand, Group 2 comprises stakeholders who are actively involved in decision-making processes as practitioners and members of the general public, employing a bottom-up approach. This group, consisting of key local stakeholders, is divided into 11 subgroups, including: 1) Community relations groups, volunteer groups, and youth groups, 2) Sub-district managers, 3) Village elders, village heads, and community managers, 4) Community leaders, 5) Youth and young working-age groups, 6) Community enterprise groups, 7) Employees or laborers in power plants and coal mines in Mae Moh, 8) Population who grew up in Mae Moh district, 9) Businesses and entrepreneurs in Mae Moh district, 10) Non-profit organizations in the Mae Moh area, and 11) Ethnic groups in Mae Moh district.

These stakeholders represent a diverse range of interests and perspectives at the grassroots level, contributing to decision-making processes from the bottom-up. During the Thailand mission in 2024, GIZ identified and interviewed various stakeholders in the context of the Mae Moh coal phase-out in Lampang province, playing vital roles in decision-making processes and policy formulation related to the transition away from coal-based energy generation.

The results of this influence-impact-interest analysis showcase that there is a list of stakeholders that would be affected by JET, however, they do not have influence over JET-related decisions. The figure also illustrates how the EGAT Mae Moh coal mine in Lampang, which would experience the highest impact from JET, has also a modest interest in pushing the JET while its influence on decisions is limited.

Figure 4a. Group 1: Influence over Interest stakeholder situation in National Level and Lampang (Top-Down approach) [8]

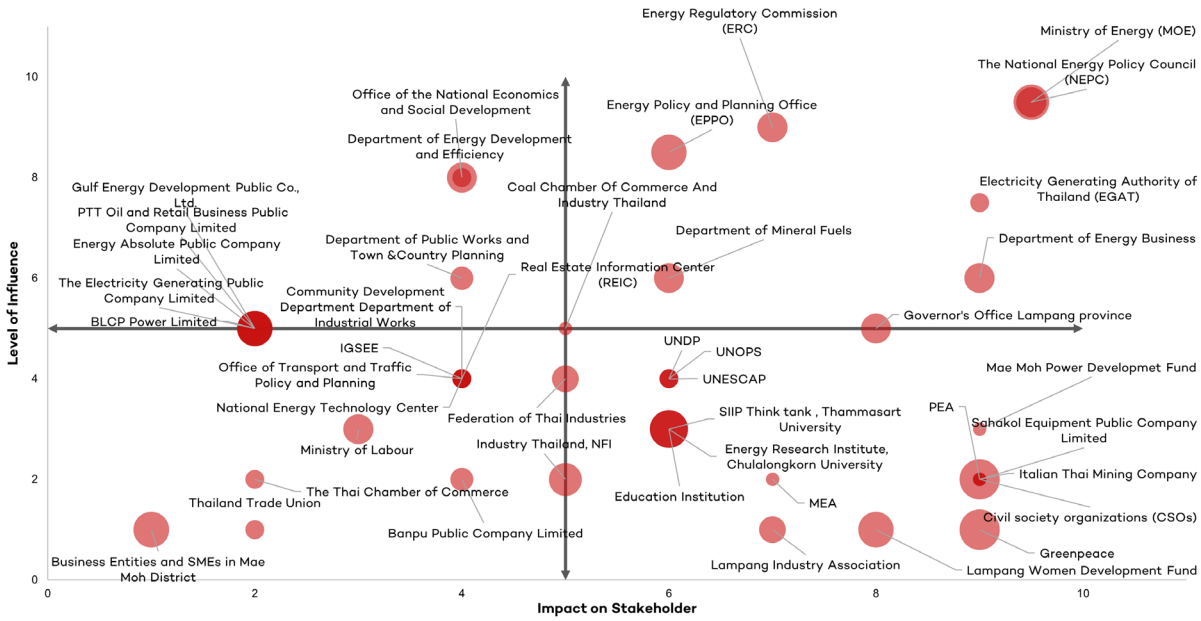
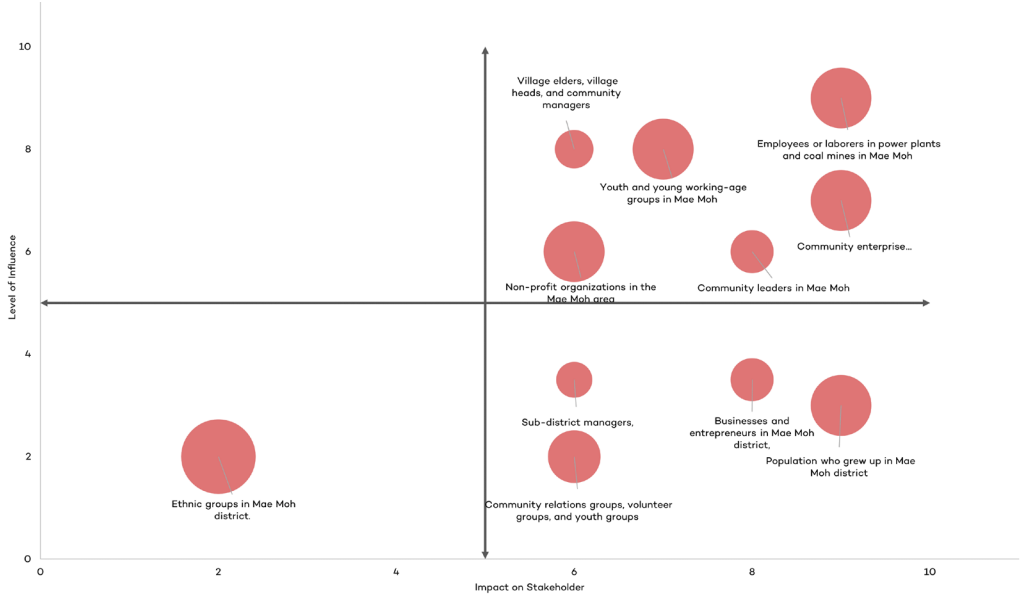


Figure 4b. Group 2: Influence over Interest stakeholder situation in Mae Moh District, Lampang Province (Bottom-up approach)[9]



[8] Dots may appear in darker colours when various stakeholders overlap in one position within the graph.

[9] Dots may appear in darker colours when various stakeholders overlap in one position within the graph.

Considering the stakeholder map that provided an overview of the national and local (Lampang) context (Figure 3) and as well as Figure 4 (above) on the influence, impact, and interest considerations for stakeholders in Lampang both top-down and bottom-up approach analysis, some positive and negative impacts of JET on different stakeholders should be acknowledged. These enable to anticipate the stance that actors could take once JET processes are in place. Furthermore, Table 2 (below) illustrates the different impacts that key stakeholders in Lampang can experience amid a JET process. This information is crucial for an efficient JET planning process so that risks and opportunities can be identified in a timely manner and addressed accordingly.

Table 2. JET impacts on Lampang stakeholders[10]

Stakeholder	Impact	Main impact
Governor's Office Mae Moh District	✓ More involvement in regional development, for instance, in economic diversification and employment generation ✓ Supporting Mae Moh Smart City Project and Mae Moh Green Roadmap Plan	Positive
Governor's Office Lampang province	✓ Having a more significant and impactful involvement in national discussions on the energy transitiontransition discussions ✓ To be perceived as an ally and supporter of other governments	Positive
Civil society in Mae Moh	✓ Pressure to influence political decision-makers on JET-related subjects (e.g., labour market, reskilling, social protection) ✓ Address environmental justice concerns by transitioning towards cleaner and more sustainable energy sources, benefiting the overall well-being of the community ⊗ Marginalised civil groups in Mae Moh neglect their concerns and don't engage in decision-making processes	*To depend on the group
EGAT Mae Moh	✓ Business diversification opportunities ✓ More support for entrepreneurial networks ⊗ Limited skilled workers for emerging businesses	Mostly positive

[10] Impacts were based on research performed by the OECD (2019). In their report "Regions in Industrial Transition: Policies for People and Places", as well as on research performed by the IISD and the Global Subsidies Initiative (2018) in its report "Real People, Real Change; Strategies for Just Energy Transitions".

Stakeholder	Impact	Main impact
Coal mining company	⊗ Complete modification of the business model ⊗ Worker layoffs / contract / informal worker	Negative
Local Industries (e.g., businesses and SMEs)	✓ More investor interest in sustainable businesses ✓ Less support for coal-related businesses	*To depend on the industry
NGOs	✓ Active participation in JET dialogues and the potential to contribute to the development of policy frameworks ✓ Foster a bottom-up approach to policy development, actively involving local communities, stakeholders, and organisations in the decision-making process	Positive
Air Pollution Department in Lampang	✓ Enhanced support and a national imperative to promote, implement, and align air pollution reduction practices with international standards, ensuring the adjustment of air pollution standards accordingly ⊗ To overcome opposition from stakeholders tied to the coal industry and prevent the reactivation of outdated facilities with inadequate emission control measures	Mainly positive

Figures 3 and 4 (above) illustrate the key stakeholders at the local level, namely the Governor's office in Lampang and EGAT Mae Moh, who play a vital role in driving the implementation of the JET through action plans and facilitating stakeholder engagement. Their involvement is crucial in promoting an inclusive JET process. The economic diversification that can be achieved through JET presents an opportunity for the district to attract more businesses and investments while safeguarding jobs and improving the quality of life for individuals.

By actively engaging all relevant stakeholders, including coal-related actors and influential governmental entities, through open dialogue or providing safe space, the JET can gain broader acceptance and support.

For instance, the establishment of the Mae Moh Smart City project and the Green Mae Moh Model[11] open up possibilities for alternative businesses to emerge in the Mae Moh district, creating new sources of employment and generating tax revenues. The identification of green economic activities as potential areas for start-ups further highlights the opportunities present at the local level.

[11] mmsmartcity.egat.co.th

Coal-related stakeholders, such as Italian-Thai coal mining and Sahapol Equipment mining company in Lampang, appear to have comparatively less influence on the decision-making processes related to the JET. However, they would be directly affected by JET measures and therefore should be kept engaged and informed about the progress of JET to ensure a smooth and timely transition of their business models and objectives. It is also important to actively involve stakeholders from the financing and banking sectors who have interests in JET.

Stakeholders such as the Ministry of Labour and the Governor's office of Lampang province hold a neutral position but possess significant influence over future decisions. They have the potential to become driving forces in supporting the JET initiative. Hence, it is crucial to approach and actively keep these stakeholders informed throughout the JET process by utilising EGAT Mae Moh Green Model Roadmap. This will ensure their involvement and support. By actively engaging all relevant stakeholders, including coal-related actors and influential governmental entities, through open dialogue or providing safe space, the JET can gain broader acceptance and support. This collaborative approach will facilitate a successful transition towards more sustainable energy sources in Lampang, Thailand.

5. Closing Remarks

This stakeholder analysis reveals a significant divergence of perspectives among stakeholders at both the national and local levels. In Lampang, where the concept of the JET is relatively new, stakeholder positions remain uncertain primarily due to ambiguous national policies. Despite the goal of phasing out coal, there has been a predominant emphasis on supporting measures without a clear implementation plan, which could potentially hinder the progress of the JET initiative.

At the national level, several challenges contribute to the slow progress. Fragmented authority and capacity limitations, policy uncertainty and discontinuity, lack of coordination between the public and private sectors, and distorted fiscal and regulatory policies hinder the effective implementation of energy conservation measures in Thailand. Additionally, weak governance in the energy sector, characterised by a lack of independence, transparency, public participation, and accountability, further exacerbates the situation. The absence of transparency and accountability in power planning and development processes has led to public skepticism on government decisions, resulting in protests and opposition from CSOs against various energy-related issues.

Addressing divergent viewpoints and finding common ground will be crucial for achieving a successful and sustainable energy transition.

Within this stakeholder analysis, several key actors have emerged as active proponents of the JET. These include EGAT, academic institutions, NGOs, and CSOs who are actively advocating for the transition and aligning their efforts to support its objectives. On the other hand, stakeholders such as EPPO, ERC, and prominent energy and mining companies have adopted opposing positions regarding the JET. These entities are advocating for an extension of the operational lifespan of existing coal facilities and have even proposed the addition of two new coal-fired power generators to the grid, as per the current PDP (EPPO, 2021). These findings highlight the complex landscape of stakeholder perspectives and underscore the challenges in navigating the JET process in Lampang, Thailand. Addressing these divergent viewpoints and finding common ground will be crucial for achieving a successful and sustainable energy transition.

Further, key highlights from the stakeholder clusters at the national and regional levels can be referred to. At the national level, two stakeholder clusters were underrepresented, being the energy consumers and communities, resulting in a civil society gap. This oversight is concerning as the perspectives of these stakeholders, who are directly affected by energy decisions and transitions, are often overlooked, or disregarded. The lack of union identification in Thailand may contribute to the absence of this group in discussions, not only at the national level but also at the regional level. The absence of unions hampers the representation and advocacy for workers' rights and concerns regarding the energy transition.

Furthermore, civil society may lack an adequate format or platform to effectively participate in the discussions. At the local level, the identified stakeholders include government authorities, administrative bodies, power utilities, corporations within the coal industry, and NGOs serving as intermediaries for civil society engagement. However, it is important to acknowledge that certain representation gaps exist specifically, economic actors (e.g., development finance institutions), communities/consumers, local knowledge actors (e.g., research institutions), and trade unions and workers have not received adequate representation in the stakeholder landscape. This gap primarily exists from a close-knit connection at the local level, which leads to their perspectives being overlooked or marginalised.

Recognising and addressing the representation gaps identified in this stakeholder analysis is crucial for promoting a more inclusive and effective stakeholder engagement process. Ensuring the meaningful participation of all relevant stakeholders, including those currently underrepresented, will lead to a more comprehensive understanding of the challenges and opportunities associated with the energy transition in Lampang, Thailand. It is evident that Thailand is actively phasing out coal, although Lampang faces the challenge of dealing with national policy uncertainty and discontinuity, which slows down the process.

This analysis also highlights the importance of key stakeholders, such as the Government's Office in Lampang and EGAT, as entry points for JET discussions due to their influence and vested interest in the topic. Moreover, the resistance to shifting away from coal emphasises the need for proven alternative projects that can support green jobs. This limitation can be addressed by engaging new players offering energy alternatives and promoting greener and energy-efficient manufacturing processes across various sectors. Additionally, promoting decentralisation plans can help Lampang reduce its dependency on coal and pave the way for Thailand to achieve its national energy goals. By addressing these challenges and actively involving all stakeholders, Lampang, and eventually the whole country, could navigate the energy transition, moving towards a more sustainable and environmentally friendly future.

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7. Annex

Table 3. Main government stakeholders' lists, roles, and responsibilities

Government stakeholders' lists	Roles and responsibilities
National Energy Policy Council	The National Energy Policy Council, established by the National Energy Policy Council Act 1992 in Thailand, is responsible for overseeing the country's energy sector. Its members consist of cabinet ministers, including the Prime Minister, and it operates under the authority of Thailand's cabinet. The council's main duty is to provide recommendations on national energy policies and development plans to the cabinet for decision-making. Additionally, it plays a crucial role in setting the framework and regulations for the energy sector, and promoting coordination among government agencies, state-owned enterprises, and private sector entities. The council is also responsible for determining energy pricing guidelines and monitoring the implementation of the national energy policy. It relies on advice and recommendations from other agencies and participants in the energy sector to fulfill its responsibilities.
Ministry of Energy	The Ministry of Energy is the administrator of Thailand's energy sector. It oversees the operation of the EPPO and DEDE, and subsequently, EGAT.
Energy Regulatory Commission	The Energy Regulatory Commission is the organisation in charge of implementing the national energy policy approved by the cabinet. It operates within the policy framework established by the National Energy Policy Council. The commission's primary duty is to grant licenses for electricity generation and oversee the operations of license holders. It also formulates measures to ensure the security and reliability of the electricity system. Additionally, the commission provides advice during the development of various policies, including the Power Development Plan, the investment plan for the electricity industry, gas procurement, transmission network development, and the design of the Power Development Fund framework.
Energy Policy and Planning Office	EPPO, which stands for the Energy Policy and Planning Office, is tasked with formulating Thailand's energy policy, overseeing electricity pricing regulations, and conducting energy policy research. The primary policy document used by EPPO is the Power Development Plan (PDP). The latest version of the PDP is the 2018 edition, which has undergone revisions in 2021. The key goals of the PDP are to mitigate the adverse environmental effects caused by the electricity sector through the promotion of renewable energy sources and energy efficiency measures, addressing both electricity generation and demand aspects.
Department of Alternative Energy Development and Efficiency	DEDE, which stands for the Department of Alternative Energy Development and Efficiency, has the responsibility of advancing alternative energy sources, encouraging energy conservation, and promoting energy efficiency. DEDE achieves these objectives primarily through the formulation of the Alternative Energy Development Plan (AEDP), which serves as a policy framework for alternative energy. The latest version of the AEDP is the AEDP 2018, reflecting the most recent revisions in the plan.

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