



## Just Transition: Central Axis of the Energy Transition

Definitions, Principles, Implementation  
and Status in Türkiye

## About SHURA Energy Transition Center

SHURA Energy Transition Center founded in Sabancı University by European Climate Foundation (ECF), Agora Energiewende and Istanbul Policy Center (IPC) contributes to decarbonization of the energy sector via an innovative energy transition platform. It caters to the need for a sustainable and broadly recognised platform for discussions on policy, technological, and economic aspects of Türkiye's energy sector. SHURA supports the debate on transition to a low-carbon Türkiye's energy system through energy efficiency and renewable energy by fact-based analysis and best available data. Taking into account all relevant perspectives by a multitude of stakeholders, the center contributes to an enhanced understanding of the economic potential, technical feasibility and the relevant policy tools for this transition.

**Author:** Bengisu Özenç (Senior Consultant)

**Project Coordinator:** Yael Taranto (SHURA, Senior Energy Analyst)

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This report can be downloaded from [www.shura.org.tr](http://www.shura.org.tr) website.

For further information or providing feedback, please contact SHURA team from [info@shura.org.tr](mailto:info@shura.org.tr) address.

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## ABBREVIATIONS

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ACCF	Africa Climate Change Fund
ACT	Accelerating Coal Transition Fund
ADB	Asian Development Bank
AF	Adaptation Fund
AFD	French Development Agency (Agence Française de Développement)
AfDB	African Development Bank
AREI	Africa Renewable Energy Initiative
ASAP	Adaptation for Smallholder Agriculture Program
BEIS	UK Department for Business, Energy and Industrial Strategy
BMZ	German Ministry of Economic Cooperation and Development (Bundesministerium für Zusammenarbeit und Entwicklung)
CAFI	Central African Forest Initiative
CAN-E	Climate Action Network – Europe
CBFF	Congo Basin Forest Fund
CCTF	Coal Community Transition Fund
CDM	Clean Development Mechanism
CIDA	Canadian International Development Agency
CIF	Climate Investment Funds
COP	Conference of the Parties
COSATU	Congress of South African Trade Unions
CSIS	Center for Strategic and International Studies
CTF	Clean Technology Fund
CWTP	Coal Workforce Transition Program
DEFRA	Department for Environment, Food and Rural Affairs
DFI	Development Finance Institution
DİSK	Confederation of Revolutionary Trade Unions (Türkiye)
DFAT	Department of Foreign Affairs and Trade
DFC	US International Development Finance Corporation
DFID	Department for International Development
EBRD	European Bank for Reconstruction and Development
EIB	European Investment Bank
ERDF	European Regional Development Fund
ESF+	European Social Fund Plus
ETUC	European Trade Unions Confederation
EU	European Union
Ex-Im	Export-Import Bank of the United States
FCDO	Foreign, Commonwealth and Development Office
FAO	UN Food and Agriculture Organization
FFEM	French Fund for the Global Environment (Fonds Français pour l’Environnement Mondial)
FIP	Forest Investment Program
GCCI	US Global Climate Change Initiative
GCF	Green Climate Fund
GCF	Global Environment Facility
GCPF	Global Climate Partnership Fund
GEEREF	Global Energy Efficiency and Renewable Energy Fund

GEF	Global Environment Facility
GIZ	German Institution for International Cooperation (Deutsche Gesellschaft für Internationale Zusammenarbeit)
HAK-IS	Confederation of Workers' Rights Unions (Türkiye)
ICF	UK International Climate Fund
IDB	Inter-American Development Bank
IFAD	International Fund for Agricultural Development
IKI	German International Climate Initiative (Die Internationale Klimaschutzinitiative)
ILO	International Labor Organization
IPCC	Intergovernmental Panel on Climate Change
IRENA	International Renewable Energy Agency
ITUC	International Trade Union Confederation
İSO	Istanbul Chamber of Industry
JBIC	Japan Bank for International Cooperation
JI	Joint Implementation
JICA	Japan International Cooperation Agency
KfW	German Development Bank (Kreditanstalt für Wiederaufbau)
KPMG	Klynveld Peat Marwick Goerdeler consultancy firm
LCDF	Least Developed Countries Fund
MDG-F	Millennium Development Goals Achievement Fund
MIES	French Inter-Ministerial Mission for Climate Change (Interministérielle de l'Effet de Serre)
MOFA	Ministry of Foreign Affairs of Japan
NACTU	National Council of Trade Unions (South Africa)
NAMA	Nationally Appropriate Mitigation Action Facility
NGO	Non-Governmental Organisation
NICFI	Norway International Climate and Forest Initiative
NMFA	Ministry of Foreign Affairs of Norway
OECD	Organization of Economic Cooperation and Development
OXFAM	Oxford Committee for Famine Relief
POWER	Partnership for Opportunity and Workforce and Economic Revitalization
REM	REM+ Germany and United Kingdom
SCCF	Special Climate Change Fund
SME	Small or Medium Sized Enterprise
SREP	Scaling Up Renewable Energy Program in Low-Income Countries
SWG	Specialization Working Group
TÜRK-İŞ	Confederation of Turkish Trade Unions
UN	United Nations
UNDP	United Nations Development Program
UNEP	United Nations Environment Program
UNFCCC	United Nations Framework Convention on Climate Change
UN-REDD	United Nations Program on Reducing Emissions from Deforestation and Forest Degradation
US	United States
USAID	United States Agency for International Development
WB	World Bank







## Key Messages

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- It is of critical importance that every stage of the energy transition, which constitutes the primary axis of the fight against climate change, is planned and implemented in accordance with the principles of “just transition.” Within the context of the green new deal, it is necessary to determine socioeconomic impacts at national and local levels **making sure that benefits while benefits are maximized possible negative impacts are abated by integrating just transition principles with national and local development.**
- It is recommended that **planning** within principles of just transition is carried out **through active dialogue between central government, local administrations, labour and employer organizations, local actors and communities and implementation is coordinated by central actors. The scope of just transition should be well defined; and the funds to be made available should be developed accordingly.**
- **Designing and implementing the components of the education system with a view to supporting just transition, with specific reference to the needs of regions** is recommended. Provisions should be made in all types and tiers of the education system, including on the job training, vocational training and lifelong education, for the labour force, particularly for the vulnerable/disadvantaged segments, to acquire new skills and become part of the formal labour force.
- Steps should be taken **to ensure that corporations include just transition principles and plans in their green transition plans and reports,** and that **mechanisms to accomplish just transition of SMEs** within the supply chain approach are introduced.

In recent years, climate change policies have been becoming an integral part of the mainstream debates and have proved their endurance in the face of crises in health, energy as well as wars. Still, the need to develop more ambitious strategies and to take concrete steps in this field is continuously gaining urgency. Scientific reports underline that the risks we are facing due to climate change are gradually increasing, and add that, with the current policies we are on our way to seeing 3°C warming on average by the end of this century, which is well above the 1.5°C figure expressed as the safe threshold.

The increasing risks not only reduce the societies' ability to adapt to emerging impacts of climate change, but also pose additional risks on rather vulnerable segments of societies, since, as years go by, more determined and extensive action will be required to control the effects of climate change. Therefore, in the fight against climate change, it is important to take timely action and to manage risks created by transition. The analyses so far are unambiguous yet positive about the impacts emission reduction strategies will have on employment. Thus, radical changes are required in a wide range of production and services activities, coupled with the expectation that employment rates in these sectors will worsen due to narrowing down and even elimination of carbon intensive activities. Moreover, in light of the fact that business practices in existing sectors will also undergo change, the skills required for productive employment will also change, imposing substantial burdens on the labour pool in terms of adaptation and transition. Therefore, an exhaustive evaluation of the effects of the transition to a low carbon economy on different regions and social segments, and a planning process to minimize or fully avert potential risks, are imperative.

Even though a certain level of variance in accordance with the characteristics of the country/region under consideration, as well as economic or social possibilities and institutional approaches is bound to happen in the context of this design which can be called "just transition," it would still treat transition to a net zero path compatible with climate goals as an economy-wide transition process in the most basic sense. In other words, just transition refers to the agglomerate of plans, policies and investments which enable a future where all activities are compatible with ecology- and climate-concerns, and are carried out in a humane manner, eradicating poverty while all segments of society are developed and enjoy increased levels of resilience<sup>1</sup>. Various just transition approaches can be grouped together with reference to their social inclusion levels, or based on whether their goal is a radical overhaul of the existing system or an improvement only in a specific field. The need to define just transition within the framework of certain principles is emphasized by labour unions, research institutions and non-governmental organizations working in the field. Each of these organizations have identified and publicized principles in accordance with their own focus. In the present report, existing studies are compiled in a most comprehensive manner, in order to identify a compendium of universal principles. A comprehensive list of the principles of just transition principals is as follows:

1. Transition to low carbon economy should be designed in the direction of a long-term vision ensuring socioeconomic and environmental resilience. Binding short- or medium-term intermediate targets that will facilitate the achievement of long-term targets should be set.

<sup>1</sup> <https://www.ituc-csi.org/what-s-just-transition?lang=en>



2. Just transition should provide the individuals with equal access to resources; thus ensuring social justice in general and climate justice in particular. It should also guarantee fundamental human rights and social protection.
3. Contribution of workers in the fossil fuel and other carbon-intensive heavy industries to current levels of welfare should not be ignored and they should be respected. Income support, support for retraining and employment in new sectors should be provided. For those workers who are close to retirement, early retirement possibilities should be created, and a regular pension should be provided.
4. Plans should be developed for rebuilding the society in regions affected by the transition in energy or industry, or by natural disasters, with a view to regaining hope and trust, with geographical, cultural, historical differences and differing needs of the regions in mind.
5. Sharing of innovation and technologies should be encouraged to allow energy sector and other industrial companies to set and implement medium-term emission reduction and employment targets.
6. Parties from all elements of society should be included in the sectoral plans prepared for the development of clean cities and metropolitan areas. Activities carried out for rescue, reconstruction and reinforcing in response to climate disasters should be registered and officially recognized.
7. Economic activities should be sustainably diversified, investing both in professions of vital importance adaptation to climate change and emission mitigation and for decent employment in general.
8. A national just transition fund supporting social and environmental resilience should be established through private sector and public finance. For emerging and least developed countries, just transition funds at the international level should be established, and activities should be supported through funds.
9. Just transition planning should be based on social dialogue involving all related parties as well as on collective agreements with workers and unions. These agreements' transparency and legal practicability, as well as traceability of implementation should be secured.
10. All policies, plans and projects regarding just transition should be formulated taking into account the gender perspective.

In the light of these principles, it has been observed that countries implement just transition mechanisms within the framework of their energy transition policies in either one of two ways: Some countries aim to secure a just transition in regions through centrally conducted nationwide mechanisms, while others develop mechanisms on a local scale, focusing on priority regions. In both approaches, stakeholder participation is prominent. Thus, it becomes possible to comprehensively assess the impact of the transition in different fields and include the socioeconomic and cultural characteristics of the regions subject to transition as a determining factor in the design of the transition process.

Most mechanisms intended for the realization of transition in a just manner concentrate on the employment aspect. On the one hand, training activities such as on-the-job-training, skills transformation, skill training are designed to ensure re-employment of workers employed in sectors affected by the transition. While on the other hand, actions that will increase diversity of economic activities, create new

employment areas and support transition to these new sectors are conducted. For employees who cannot be reemployed in the light of their age or existing skill-sets, early retirement plans and policies involving other social support are designed. An extensive study concerning the application of such tools in different countries is included in the report.

As discussions of transition to low carbon economy as per the climate targets become widespread, the matter of just transition is gaining prominence, drawing attention in the context of climate finance. One of the 8 strategic areas to be funded by the Green Climate Fund (GCF) is “support for livelihoods of people and communities”<sup>2</sup>. Even though GCF’s failure to reach the intended volume raises questions, regional, national, and private sector funds still seem to play supplementary roles in this area.

The EU –leading the global transition agenda with the Green Deal– has established a separate Just Transition Fund for just transition, providing financial support for the transition of member countries through its contributions to Regional Just Transition Plans and resources such as the European Regional Development Fund and European Social Fund. A similar approach is implemented in the just transition program devised in the US. during the Obama administration, with the program being supported by the Just Transition Fund.

In addition to regional and national funds, multilateral development banks such as the World Bank and European Bank for Reconstruction and Development (EBRD) also provide funding opportunities for programs designed to support either specific sectors (e.g., phasing out coal) or the just transition leg of wider transition strategies.

Just transition became a part of the agenda of Türkiye at the official level at a time when EU Green Deal discussions gained pace and during the later stages of its Green Deal Action Plan. In time, the Specialized Working Groups (SWGs) within the framework of the Green Deal Action Plan were expanded in scope and number to constitute 19 SWGs, including the “Just Transition Specialized Working Group”. The subject of just transition was also discussed in the first Climate Council of Türkiye and one of the 7 committees established under the Council is named the “Climate Migration, Just Transition and Other Social Policies Committee”. In spite of these arguably positive developments regarding the deepening of discussions and achieving progress with the agenda, more ambitious climate targets need to be set and the direction of the transition should be clearly defined by Türkiye so that just transition can be considered a policy area and related stakeholders can take concrete steps.

In Türkiye, preparations relating to just transition have been in the making for a long time, by non-governmental organizations in their effort to bring about more ambitious climate targets and underlining planning for a just transition as its most important component. Their efforts include the publication of informational briefs and reports on the subject, and conducting case studies in coal-producing regions which are likely to have priority in the transition. As the transition is being taken up as an important agenda item by an ever increasing number of stakeholders due to domestic as well as international dynamics, just transition studies by NGOs are now attracting more attention. Moreover, it is seen that the academic and applied studies carried out till now in Türkiye, with a specific focus on climate and environmental justice have also been important in paving the way for the current just transition agenda.

<sup>2</sup> [https://www.greenclimate.fund/sites/default/files/document/gcf-project-portfolio-eng\\_1.pdf](https://www.greenclimate.fund/sites/default/files/document/gcf-project-portfolio-eng_1.pdf)



This study analysing the concept of just transition with its definitions, principles, and model applications, and also by summarizing the current situation in Türkiye, presents the frame of reference that will ensure such a just transition in Türkiye, which is expected to soon take steps for more ambitious climate targets like net zero emissions by 2053. Policies that need to be followed in view of Türkiye's current status, as well as current international experience, can be summarized as follows:

- 1) The transition message should be voiced strongly and its path should be stated clearly:** For all stakeholders to understand the path and pace of the transition, to perceive just transition as a component within this path, and to act in concert based on a common definition of scope, a clearer expression of an ambitious transition message by public authorities is needed. Armed with such a message, stakeholders of the just transition agenda would be able to assume their duties and responsibilities in a manner serving a common framework.
- 2) The transition design should be developed through active dialogue with all stakeholders, with priority given to local actors:** Design of the just transition process should take form through negotiations between workers, labour unions, employers, governments, and local communities. In order to realize a just transition that would secure the future and livelihoods of workers and local communities, an active social dialogue mechanism should be developed.
- 3) Regional plans should be prepared with the participation of all regional actors and should be coordinated by central actors:** The just transition approach should involve a planning process in which regional resources are taken into account, possibilities in alternative sectors are explored, and a low carbon development plan specific to each region is prepared with the participation of all regional actors involved. The preparation process should be centrally coordinated and its consistency with the national targets must be ensured. Development Agencies should take a more active role in the just transition agenda and should formulate their regional development strategies accordingly.
- 4) The scope of just transition should be well defined; financial resources should be generated in accordance with this scope:** As part of the just transition plan, a national just transition fund should be established. The fund should support actions related to social protection and social inclusion, including those compatible with the objective to provide decent work for all. The national emissions trading system, which is expected to become effective in the medium term, should be organized to allow for the transfer of its proceeds to just transition schemes.
- 5) Components of the education system supporting a just transition should be designed and implemented specifically for the distinct needs of each region involved:** In all types and tiers of the education system, including on-the-job-training, vocational training and lifetime education, new skills should be taught to the labour force with priority given to vulnerable/disadvantageous groups, and measures should be taken to include them in the formal labour force.

- 6) **Taking a supply chain approach, mechanisms should be built up to facilitate just transition of SMEs:** In order to monitor and manage transition to a low-carbon economy, support mechanisms for SMEs lacking physical and financial resources should be built through the guidance of both the government and larger companies engaged in business with them within the value chain.
- 7) **Companies in the related sectors should be encouraged for voluntary reporting of their transition risks:** Companies which have already transitioned or which are planning to transition to more sustainable production processes within the framework of Green Deal compliance should be encouraged to present the employment risks in their transition, and their plans to minimize these risks, in a voluntary process comparable to carbon reporting.
- 8) **Taking into consideration that this design is not a one-off change, and that it may vary from region to region and from time to time, processes should be developed to monitor and evaluate the effectiveness of existing just transition mechanisms and redesign them as needed.** Just transition mechanisms should be closely monitored, initially through regional and/or sectoral monitoring instruments that would follow the operation and the results of policy tools already brought into force; and then through an evaluation mechanism to assess the transition's potential impacts in the light of rapidly changing trends and technologies. The analyses should culminate in the improvement of the instruments employed, increasing their efficiency.



## Part 1: Just Transition: Why Now?

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To avoid the destructive effects of climate change, urgent transition is needed in many fields of the economy, especially in emission-intensive sectors, so that the goal of “limiting average global temperature increase to 1.5°C “ by the end of the century can be achieved. The target of global net zero emissions by the year 2050, set for achieving this goal, requires reducing emissions by 50% until 2030. In the light of the significant drop (7%) recorded in emissions in 2020, during COVID-19 global pandemic, along with the significant shrinking of the world economy<sup>3</sup>, it is evident that a sustainable decrease of comparable scale is needed each year in order to reach the targets set for 2030. However, in 2021, the emissions bounced back strongly, indicating that the strong relationship between emissions and economic activities is not structurally broken yet. As pointed out in the “Sixth Assessment Cycle 3<sup>rd</sup> Working Group Report” of the Intergovernmental Panel on Climate Change (IPCC), published in April 2022, although a net zero emission coalition of considerable size is established, the existing path is leading us to an average of 3°C warming by year 2100.

*Unless necessary measures are taken, it is predicted that the effects of climate change will appear in more and more areas, and often simultaneously, leading to more dangerous consequences for the world through the interaction of such effects.*

On the other hand, the “Impacts, Compliance and Fragility Report” published in February 2022 by IPCC’s 2<sup>nd</sup> Working Group stresses that global warming caused by human activities has been harming communities for decades, and that the risks posed by climate change are currently taking shape all around the globe, and points out the risks the world may face in case the increase in warming is not avoided. Excessive weather events like heavy rains, storms and drought become more commonplace, posing physical risks and forcing more and more people out of their homes particularly in communities that are more vulnerable and less capable of adaptation. Other potential risks involve the food and water crisis, threats on the global food supply, weakening of soil health leading to agricultural production losses, spreading of pests and agricultural diseases, and increasing pressures on water availability due to global warming. In short, it is anticipated that the impacts of climate change will gradually appear in wider and wider areas, and the interaction of such effects will lead to ever more dangerous consequences for the world, unless necessary measures are taken.

In this risk spiral comprised of mutually reinforcing factors, the capacity of communities to adapt to the impacts of climate change also erode. It is likely that many communities will reach their adaptability capacities in quite a short time. It is anticipated that the segments of the community having considerably low historical responsibility in climate crisis will face the brunt of the hardships in accessing the sources required for adaption and will be most vulnerable to excessive climate events and natural disasters currently the world is facing. Current projections indicate that the scale of inequality in this context will only increase. For instance, in a study published by OXFAM (Oxford Committee for Famine Relief),<sup>4</sup> it is predicted that by year 2030, the emission levels will reach 30 times the limit required to limit warming to 1.5°C, as a result of the increase in emissions by the richest 1% of the global population by 25% over the levels in 1990. On the other hand, the poorest 50%’s emissions are currently below the level set for the 1.5°C limit, and will remain as such until 2030. From this point of view, it is evident that the steps taken to achieve the climate targets and particularly to control emissions of big polluters, if planned well, will also serve to eliminate climate injustice.

<sup>3</sup> In 2020, where global trade shrank by 9.6%, global economic shrinkage reached to 3.5% and even to 5% for developed countries.

<sup>4</sup> <https://www.oxfam.org/en/press-releases/carbon-emissions-richest-1-set-be-30-times-15degc-limit-2030>

Strategies for avoiding climate change at such scale require radical changes in various sectors of manufacturing and services, with a distinct emphasis on energy transition. These changes, while enabling the creation of a host of new business sectors, are bound to have a negative impact on employment in carbon intensive sectors which might be shrinking or becoming obsolete. The impact on the labour force will result not only from contraction of employment opportunities in carbon intensive sectors, but also due to changes in ways of doing business in all existing sectors, which may lead to differences in skill requirements and negative consequences for sections of the workforce unable to adapt to the transformation. Therefore, the transition to a low carbon economy should be designed as an anticipation/planning process with a comprehensive assessment of its possible negative effects, so as to minimize, and if possible, eliminate potential risks.

*Transition to a low-carbon economy should be designed as a projection/planning process comprehensively assessing potential negative effects of transition, and minimizing or fully eliminating risks.*

Of late, the call for a “Just Transformation” or “Just Transition” in line with the principle of “leaving no one behind” is increasingly discussed among a larger group of stakeholders as the agenda of climate change policies gradually become a part of mainstream politics. Even though this concept became popular only recently, its first appearance dates back to the 1970s. In a period of rising environmental sensitivities in the USA, as environmental regulations were expanded in scope and became stricter, labour unions representing the employees of sectors most affected by these regulations raised demands for a just transition. By the 1990s, these demands related to the environment and climate justice<sup>5</sup> united with demands related to environment and climate justice and became stronger<sup>6</sup>. Although labour organizations in the EU have been advocating for just transition principles since the 1990s, introduction of the concept into climate policy documents of the EU took place only during the 2000s<sup>7</sup>. In international platforms, International Labour Organization (ILO) and International Trade Union Confederation (ITUC) assumed the leading position in bringing this topic into the agenda, and the conceptual framework and principles formulated by these organizations have been guiding the current discourse.

In Türkiye just transition is only recently becoming part of the agenda as transition strategies are gaining pace with national policy statements becoming more ambitious in line with global climate change policies, and particularly with the impetus provided by the EU Green Deal agenda. Though the concept has yet to become a part of the official documents, it is observed that the just transition component is beginning to appear in this fast-changing agenda.

Similar to examples from around the globe, in Türkiye the initial embrace of the just transition agenda was by social stakeholders, who pushed for extensive discussion. At the official level, “Just Transition Policies SWG” a relatively recent Specialised Working Group (SWG) established within framework of Green Deal Action Plan activities, as well as the “Climate Migration, Just Transition and Other Social Policies Committee”, as one of the 7 committees established in the first Climate Council held in February 2022, indicate that the just transition concept is becoming part of the discussion at the government level.

<sup>5</sup> Matthew S. Henry, Morgan D. Bazilian, Chris Markuson, Just transitions: Histories and futures in a post-COVID world, Energy Research & Social Science, Volume 68, 2020

<sup>6</sup> Matthew S. Henry, Morgan D. Bazilian, Chris Markuson, Just transitions: Histories and futures in a post-COVID world, Energy Research & Social Science, Volume 68, 2020

<sup>7</sup> Laurent É. Issues in environmental justice within the European Union. Ecol. Econ. 2011;70(11):1846–1853.



This report aims bring clarity to the just transition agenda in Türkiye in the light of the developments summarized above, and present a general policy road map by summing up the lessons drawn from the practices so far. In this way, it tries to provide a starting point for designing actions for a just transition, in the context of rapidly growing debates on energy transition and climate policies.

The first part of the report begins with analysing how the definition and principles of just transition are addressed by different institutions and organizations to come up with the most extensive common definition taking into account the similarities and differences between the various approaches. The second part entails a study of the examples previous attempts at just transition, listing bottlenecks and good practices experienced. The third part focuses on a deeper analysis of the just transition agenda in Türkiye, pointing out the shortcomings of the process with reference to studies carried out to date as well as official documents. The fourth and the final part presents a general policy framework outlining the just transition agenda in Türkiye in the light of national and international developments.



## Part 2: Definitions and Principles

Definition and scope of just transition varies with the development status of the country/region, the economic and social possibilities, the institutional infrastructure and the policies required. Also, with regards to institutions directly operating in the field of just transition or establishing a connection between their field of activity and just transition, the core activity of the organization becomes the decisive factor. For instance, while labour unions are mainly focusing on issues related to employees, organizations representing the business world approach the subject from the perspective of enterprises and industries. Therefore, it is not possible to refer to a single definition or list of principles.

### Definition of Just Transition

International Trade Union Confederation (ITUC), one of the leading actors in the just transition scene, considers transition to a net zero emission path compatible with climate targets as an economy wide transition process and defines just transition as a compendium of plans, policies and investments enabling a future where all activities are based on a decent employment perspective in harmony with the requirements of nature and climate. In such a perspective, poverty would be eliminated and all community segments would enjoy development and improved resilience<sup>8</sup>. The Just Transition Report<sup>9</sup> prepared by ITUC for the Organization for Economic Cooperation and Development (OECD) further deepens this definition and approaches the matter within the context of United Nations Sustainable Development Goals and Paris Climate Agreement.

*A just transition plan in which benefits and costs of the transition are distributed fairly and in a manner eliminating existing injustices will need to go beyond dialogue between national and local actors and include international cooperation.*

The Just Transition Alliance, an NGO aiming to help vulnerable communities and groups expected to be negatively affected by the transition towards an equitable future, also adopts a similar definition. The Alliance points out the need for a fair distribution of the potential burdens that may arise from the transition process, and the importance of establishing and including in the just transition policy design process an organization to lead the community segments most affected by existing climate injustice<sup>10</sup>. In this sense, the definition provided by the Just Transition Alliance is consistent with those of the European Bank for Reconstruction and Development<sup>11</sup> (EBRD) and International Labour Organization<sup>12</sup> (ILO), underlining the need to share the benefits of transition in the most inclusive manner while the losses are fairly distributed. It is emphasized that a just transition plan in which the benefits and costs of the transition are distributed fairly and in a manner eliminating existing injustices will be only be possible through dialogue between national and local actors. Moreover, international cooperation will also be required<sup>13</sup> considering the unequal distribution of responsibility for the climate crisis between developed and emerging/underdeveloped countries. Another point to note is that each organization is defining just transition with specific reference to its own field of activity. For instance, the International Renewable Energy Agency (IRENA) defines just transition as the fair sharing of the cost and benefits of transition to renewable energy<sup>14</sup>. The Agency

<sup>8</sup> <https://www.ituc-csi.org/what-s-just-transition?lang=en>

<sup>9</sup> <https://www.oecd.org/environment/cc/g20-climate/collapsecontents/Just-Transition-Centre-report-just-transition.pdf>

<sup>10</sup> <http://jtalliance.org/what-is-just-transition/> and

[https://www.eiseverywhere.com/file\\_uploads/ea428626847ee11db7b3c6d227de3433\\_JustTransitiondefinitions.pdf](https://www.eiseverywhere.com/file_uploads/ea428626847ee11db7b3c6d227de3433_JustTransitiondefinitions.pdf)

<sup>11</sup> <https://www.ebrd.com/what-we-do/just-transition>

<sup>12</sup> [https://www.ilo.org/global/topics/green-jobs/WCMS\\_824102/lang--en/index.htm](https://www.ilo.org/global/topics/green-jobs/WCMS_824102/lang--en/index.htm)

<sup>13</sup> <https://www.caro.ie/knowledge-hub/general-information/just-transition-1>

<sup>14</sup> <https://www.irena.org/newsroom/articles/2018/Dec/An-Opportunity-for-Poland-and-the-World-to-Tackle-Climate-Change>



*Just transition is often positioned within the broader concepts of climate justice and environmental justice.*

argues that the economic opportunities arising from renewable energy should be shared equitably, new training and skill needs should be met, alternative economic activities should be created in regions dependent on fossil fuels, and required social support systems should be designed. For IndustryALL Global Union, representing 50 million employees in 140 countries, sustainable industry is the first among the three main pillars of just transition<sup>15</sup>. The other two are strong social support programs and policies ensuring the adaptation of workers.

Just transition is often positioned within the broader concepts of climate justice and environmental justice. The concept of environmental justice emerged from the concerns about the unequal distribution across communities of social and environmental costs emerging from investments of infrastructure and extraction sectors, and draws attention particularly to the connection between pollution, communities, and poverty. Environmental justice draws upon the multi-dimensional and interrelated aspects of the general concepts of justice and deals with the socio-spatial distribution, recognition processes and participatory rights in relation to the costs (such as emissions, toxins) and benefits (such as green spaces and better services) of change<sup>16</sup>. Climate justice, as an element of the wider concept of environmental justice, approaches the climate crisis from a human rights perspective. It assigns the bulk of the historical responsibility for climate change to wealthy and powerful communities, but notes the disproportionate effects felt by the poorest and most vulnerable communities.

Looking at this picture, one can group just transition definitions with reference to sector/employment, environment and community components. Disregarding sectoral and regional differences, it is possible to identify two basic approaches to just transition. The first of these focuses on the employees and communities that will be negatively affected by the phasing out of fossil fuels, and the support mechanisms to help them. The second approach considers just transition from a historical and social perspective and defines a new low carbon socioeconomic system as a process to overcome all social injustices occurred to date, including those associated with the climate, and to lead to a more equitable life. The second definition, putting global justice and equity at the forefront while getting to the roots of injustice, argues for the necessity of setting a more ambitious climate target entailing a more ambitious social and economic transition<sup>17</sup>.

In the light of these different approaches, it is possible to assess just transition according to the extent of its social coverage and scope, as the Centre for Strategic and International Studies (CSIS) and the Climate Investment Fund (CIF) did in their report covering just transition within the context of climate action<sup>18</sup> (Figure 1). In that report a just transition approach with the widest social coverage and the broadest definition of transition (Quadrant I) aims for a radical transition of the existing system. While doing so, it takes into account the impacts of this transition on various areas and strives for the inclusion of a larger group of stakeholders with a view to strengthening vulnerable

<sup>15</sup> <https://www.industryall-union.org/a-just-transition-to-sustainability>

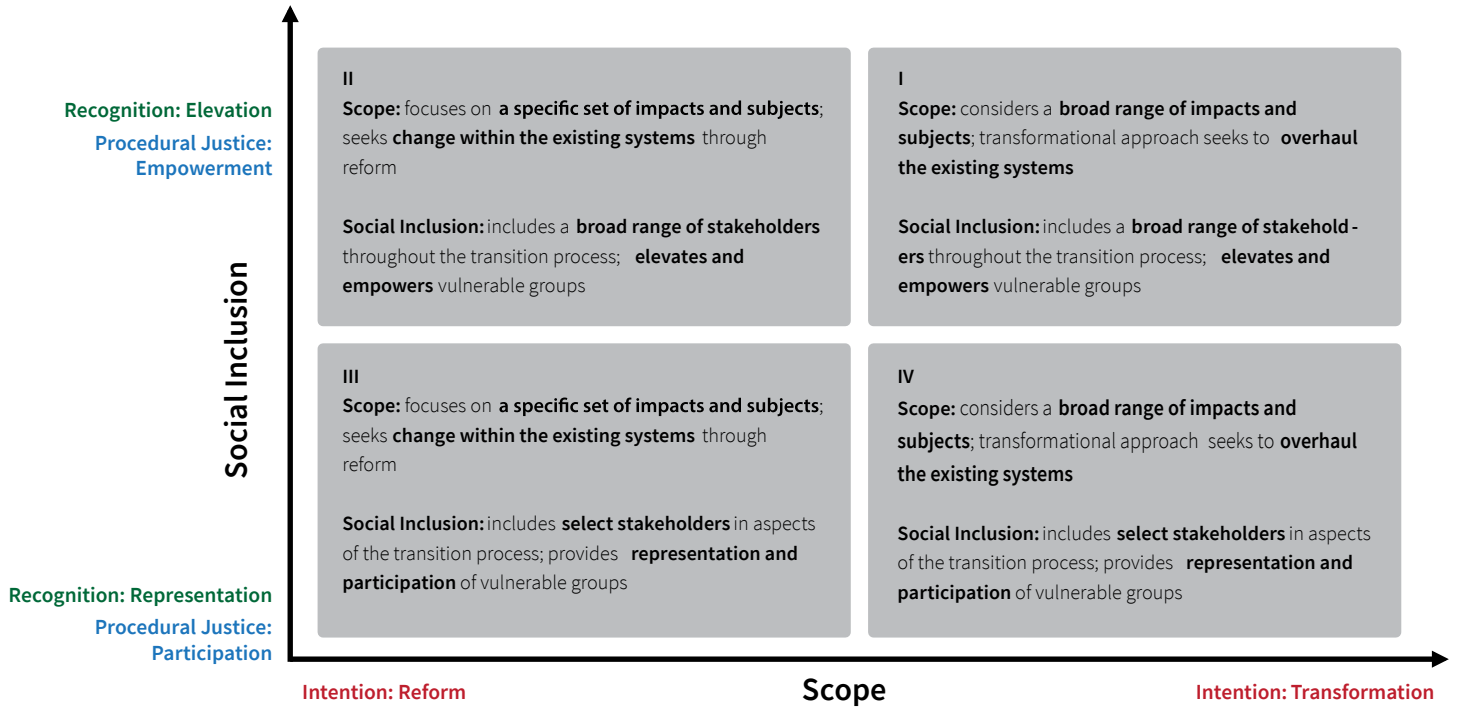
<sup>16</sup> Leah Temper, Daniela del Bene and Joan Martinez-Alier. 2015. Mapping the frontiers and front lines of global environmental justice: the EJ Atlas. *Journal of Political Ecology* 22 255-278

<sup>17</sup> Eisenberg, Ann M. (2019) Just Transitions, [https://southern.californialawreview.com/wp-content/uploads/2019/03/92\\_2\\_273.pdf](https://southern.californialawreview.com/wp-content/uploads/2019/03/92_2_273.pdf)

<sup>18</sup> Just Transition Concepts and Relevance for Climate Action: A Preliminary Framework [https://www.climateinvestmentfunds.org/sites/cif\\_enc/files/knowledge-documents/justtransition\\_final.pdf](https://www.climateinvestmentfunds.org/sites/cif_enc/files/knowledge-documents/justtransition_final.pdf)

groups. A narrower just transition approach (Quadrant III) focuses on measures and impacts of these measures to be taken in fields identified to date in order to remedy the setbacks in the existing system, thus reaching a rather limited number of stakeholders, and aims to ensure representation of the vulnerable segments in stakeholder groups without specifically strengthening them.

Figure 1: Social Inclusion and the Scope of Just Transition



### Just Transition Principles

*Organizations working in this field express the need to establish basic principles to accomplish a just transition.*

The requirement to effect just transition in accordance with certain basic principles is also expressed by the organizations working in this field. As had been the case with the definition of just transition, different entities approach the issue with different sets of principles. In the following table, the principles presented by workers' and employers' unions as well as research organizations and NGOs working in this field are compiled in the broadest manner (Table 1).

**Table1: Principles of Just Transition**

Principles of Just Transition	
1	Transition to low carbon economy should be designed in accordance with a long-term vision ensuring socio-economic and environmental resilience. Short- to medium-term binding intermediate goals paving the way for achieving long-term goals should be set.
2	Just transition should ensure individuals' equal access to resources, thus securing climate justice in particular and social justice in general. It should also guarantee fundamental social protection and human rights.
3	Contributions by the workers in fossil fuel industries <sup>19</sup> and other carbon-intensive heavy industries to current levels of welfare should be respected and not disregarded. Income support, support for retraining and outplacement in new sectors should be provided for these workers. For those who are close to retirement, early retirement offers and the opportunity to get a regular pension should be provided.
4	Plans should be developed for community renovation to rebuild hopes and trust among the people in areas affected by industry transition or natural disasters, in the light of geographical, cultural, historical differences and different needs of the regions.
5	Support should be provided for sharing innovation and technology to facilitate transition, and to allow energy and other industry companies to set medium-term emission reduction and employment goals.
6	Social stakeholders should be included in sectoral planning for the development of clean cities. Efforts for rescue, reconstruction and resilience improvement relating to climate disasters should be registered and officially recognized.
7	Economic activities should be sustainably diversified. Investments into professions crucial for adaptation to climate change and emission mitigation, as well as humane businesses should be ensured.
8	A nationwide just transition fund supporting social and environmental resilience should be raised through private sector and public finance. Just transition funds at the international level should be raised for emerging and least developed countries, and activities should be supported by such funds.
9	Just transition planning should be based on social dialogue involving all related parties, and on collective agreements with workers and unions. Transparency and legal applicability of these agreements, as well as traceability of implementation should be secured.
10	All policies, plans and projects regarding just transition should take the gender perspective into account.

*Designing a long-term transition vision based on clear and binding intermediate goals to ensure socioeconomic and environmental resilience ranks at the top of the list of principles.*

Designing a long-term transition vision based on clear and binding intermediate goals to ensure socioeconomic and environmental resilience ranks at the top of the list of principles. The first requirement of a just transition is a comprehensive transition plan compatible with sustainable development principles. The long-term vision as part of national and international commitments should be accessible and traceable through short- to medium-term goals.<sup>20</sup>

The just transition concept should ensure the prevention or elimination of potential injustices that may arise during the transition to a low carbon economy, all the while offering solutions to existing injustices in the general sense, and providing social justice. Just transition should provide individuals with equal access to resources through redistribution of such resources, and should be based on improving socioeconomic and environmental resilience.<sup>21</sup>

While planning the phasing out of the fossil fuel industry and other carbon intensive industries, the transition should compensate income losses of people working in those industries and not disregard their contribution to the current welfare level of humanity. They should be provided supplementary training for ensuring skill transformation, enabling reemployment in different fields and establishing early retirement plans for those who are close to retirement age.<sup>22</sup>

<sup>19</sup> For the definition of fossil fuel industries, see footnote 2.

<sup>20</sup> The just transition principles document comprised of 10 items and prepared by CAN-E prioritizes a comprehensive and traceable transition vision.

<sup>21</sup> Organizations such as CAN-E, The Carbon Trust, Just Transition Alliance and Stockholm Environment Institute point out existing injustices and state that, in principle just transition should provide socioeconomic equality for all humans.

<sup>22</sup> This principle is prioritized above all others by ITUC, which is a most active party that sets the just transition agenda. Bankwatch Network, the Carbon Trust, World Resources Institute and Grantham Research Institute also advocate similar lists of applicable principles.



For people living and working in vulnerable regions which will be impacted by the different stages of the transition and where the impacts of climate change or natural disasters will be felt strongly, it will be important to take into account investments required for the physical and social infrastructure to ensure that they regain the hope and trust that they can continue their life in these regions in the long term<sup>23</sup>. In the transition, all industrial enterprises, including but not limited to those in the energy sector, should have access to opportunities allowing them to keep up their activities in tune with the global long-term emission mitigation goals. In order to achieve the goals set for closer dates like 2025 and 2030, innovation activities and a common technologic development process should be supported and made a part of the just transition period.<sup>24</sup>

Just transition should also cover the measures taken against climate disasters. When planning the transformation of mega cities, the people working in rescue, reconstruction and resilience improvement should be identified within registered business lines.<sup>25</sup> Moreover, it is essential to avoid approaching transition as something no more than emission reducing activities. Activities and operations in related areas to enable adaption to the effects of climate change we are currently experiencing and will face much more in the near future should also be emphasized.

*By providing sustainable economic diversity to increase employment opportunities, just transition should protect the social rights of all segments affected by the transition, whether they are employed or not, and should guarantee basic human rights.*

It is often noted that the transition to a low carbon economy does not imply a lossless, soft transition from a carbon-intensive industry to a low-carbon one, but involves risks regarding the reemployment of certain types of employees currently working in certain sectors. Therefore, by providing sustainable economic diversity to increase employment opportunities, just transition should protect the social rights of all segments affected by the transition, whether employed or not, and guarantee basic human rights.

To implement just transition within the determined scope and in accordance with the principles presented, support by a “just transition fund” will be required. In addition to the redistribution of the resources of both the private sector and the public, underdeveloped and emerging countries should also be supported with international funds to facilitate just transition.<sup>26</sup>

For many stakeholders, just transition should be designed as a planning procedure and be based on social dialogue, including but not limited to collective agreements with workers’ and employers’ unions. It should also be open to public and legally practicable.<sup>27</sup>

<sup>23</sup> Bankwatch Network, the Carbon Trust, World Future Council, World Resources Institute and Stockholm Environment Institute note the need for providing required support to those working and living in transition regions in sustaining their lives in their current location, as part of a general regional development perspective.

<sup>24</sup> This principle expanding just transition to include enterprises, similar to the just transition perspective of the EU, is also included in the definitions provided by the World Resources Institute.

<sup>25</sup> Organizations such as the World Resources Institute and Grantham Research Institute define not only low carbon activities but also the activities to improve resilience within the scope of just transition.

<sup>26</sup> Emphasis on the just mobilization of public and private sector financial resources to support social and environmental resilience is noted among the just transition principles of ITUC and CAN-Europe. CAN-Europe also highlights the necessity of supporting just transition processes in emerging countries.

<sup>27</sup> CAN-Europe, World Future Council, World Resources Institute and Stockholm Environment Institute are among the organizations emphasizing comprehensive and public planning, social dialogue, collective bargaining, legal practicability and traceability.

In order to design, implement and track just transition as a holistic and inclusive plan, the gender perspective should be taken into account in all related policies, plans and projects. One should not forget that women are among the most vulnerable groups in terms of access to climate justice, energy, and other public services. Therefore increasing the women's participation in labour force during the transition process is among the key principles.<sup>28</sup>

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<sup>28</sup> The gender aspect of just transition is emphasized by organizations such as CAN-E, New Economics Foundation, Stockholm Environment Institute and Catholic Climate Movement.

## Part 3: Just Transition in Practice

*While some countries proceed with centrally conducted national-level mechanisms, others are developing local scale mechanisms focusing on priority regions.*

Countries designing just transition mechanisms as part of their energy transition policies often do so in one of two ways. While some countries proceed with centrally conducted national-level mechanisms, others are developing local-scale mechanisms focusing on priority regions.

Canada, Australia, Germany, Denmark, Scotland, France, Philippines, USA, Slovakia, Costa Rica, Japan, Romania and New Zealand are some of the countries handling just transition at the national level. For instance, New Zealand handles the transition process at the ministry level, while in Germany and Scotland just transition mechanisms are designed through dedicated committees.

Among the countries with a national just transition perspective, Australia, Slovakia and New Zealand also have region-wide or local just transition mechanisms. Latrobe Valley in Australia, Upper Nitra Region in Slovakia, and Taranaki region in New Zealand have already developed roadmaps for prioritized activities in just transition. In this context, the just transition policies implemented in the US deserve specific attention. Besides laws and regulations introduced by the federal government, the states of New York, Colorado and California are also implementing just transition mechanisms at the state level. Local just transition mechanisms being developed for the Midlands Region of Ireland and for participating regions in India are also noteworthy as examples of regional approaches.

Poland is another example of a country that stands out with its just transition mechanisms. The just transition planning for Eastern Wielkopolska Region is carried on at the local level. The plan and the efforts are implemented with the participation of multiple stakeholders including the local governments, NGOs, think tanks, labour organizations and local enterprises.

The aim of the “One Million Climate Jobs” campaign in South Africa is to apply pressure on the government for the implementation of just transition strategies. The campaign was implemented through joint efforts of the Congress of South African Trade Unions (COSATU), National Council of Trade Unions (NACTU), various NGOs and other social movements. Moreover, in the 26th Conference of the Parties held on 31 October – 12 November 2021 in Glasgow, the US, the UK, France, Germany, and the EU set up a fund of 8.5 billion USD to support South Africa in its efforts to phase out coal and to accelerate and support a just transition<sup>29</sup>.

### Instruments Used for Supporting Just Transition

There are basically three categories of instruments for supporting just transition. The first one covers training activities such as on the job training, skill transformation and skill learning for reemployment of workers employed in the sectors affected by transition. The second category covers early retirement plans and other social welfare activities for those who cannot be re-employed due to age or skill-set issues. The last category covers activities conducted to ensure diversity in the economy and to support transition to new sectors in the regions affected by the transition. This part of the study presents examples of these instruments as used in various countries and regions.

<sup>29</sup> <https://foreignpolicy.com/2021/11/12/coal-climate-south-africa-cop26-agreement/>



*The first category covers training activities such as on the job training, skill transformation and skill learning for reemployment of workers employed in the sectors affected by transition. The second category covers early retirement plans and other social welfare measures for those who cannot be reemployed due to age or skills mismatch. The last category covers activities conducted to ensure diversity in the economy and to support transition to new sectors in the regions affected by the transition.*

It is necessary to emphasize that almost all countries mentioned above are providing required social and socioeconomic support for priority groups as part of the just transition plans, using established/expanded just transition funds. In most cases dedicated funds are used to facilitate just transition. Therefore, financing is as crucial as the design of the policies needed for other aspects of transition if a just transition is to be successful. In order to accomplish this goal, dedicated funds should be spent in compliance with the principles discussed above.

Among the countries covered in the analysis, Canada, Australia, and Scotland<sup>30</sup> are implementing reskilling activities through direct funding. Just transition funds are used also for the reskilling of young miners in Spain, workers to be employed in offshore wind technologies in Denmark, peat coal workers in Ireland<sup>31</sup> and employees in the Eastern Wielkopolska Region in Poland. Other mechanisms facilitating the adaptation of existing labour force for just transition include on the job training and skill training. Denmark, Philippines, the US, Japan and India all aim to enable just transition at the national and local scale through funding of these mechanisms.

To elaborate further on the examples mentioned above:

- **Canada:** As a country aiming to achieve the net zero greenhouse gas emissions target by 2050, Canada set the target at the federal level, while the states carry their share of the burden. For instance, the state of Alberta, which has been generating 55% of its electricity using coal, is planning to phase out coal-based power generation infrastructure by 2030. In 2016, two programs were introduced for this purpose. The first is the Coal Workforce Transition Program (CWTP) aiming to support employees in regions that will be affected by the phasing out of coal. The second one is the Coal Community Transition Fund (CCTF) focusing on the employees as well as the larger population living in coal regions, with a view to providing them with easily accessible support. Following Alberta's decision to phase out coal, in 2018 Canada announced the goal of phasing out coal at the federal level and established an extensive Task Force<sup>32</sup> comprised of unions, the business world, non-governmental organizations, academics, and local governments. Additionally, the federal government enacted a Just Transition Act in 2019, providing the legal framework for the principle of supporting the future and livelihood of workers and communities during the transition to a low carbon economy<sup>33</sup>.
- **Australia:** In 2016, following the announcement of the decision to close down the coal plant in Latrobe Valley, one of the most important employers in the region, a transition process took start. An employment transformation service to facilitate this process was introduced, supported by a fund of 300 million AU\$ provided both by the federal government and the state government<sup>34</sup>. Skill transformation programs, reemployment programs and a consultancy service to help households to better tackle the financial issues facing them are among the activities supported.

<sup>30</sup> [https://www.kiconet.org/wp/wp-content/uploads/2021/09/JT\\_English.pdf](https://www.kiconet.org/wp/wp-content/uploads/2021/09/JT_English.pdf)

<sup>31</sup> Department of the Environment, Climate and Communications, "Just Transition Fund," Government of Ireland, <https://www.gov.ie/en/publication/ed10d-just-transition-fund/>.

<sup>32</sup> Task Force on Just Transition for Canadian Coal Power Workers and Communities

<sup>33</sup> Hadrian Mertins-Kirkwood and Clay Duncalfe. April 2021. Roadmap to a Canadian Just Transition Act: A path to a clean and inclusive economy.

<sup>34</sup> Béla Galgóczi, "Phasing out coal: A just transition approach," Working Paper, European Trade Union Institute, 2019, pp. 31–32; Sinéad Mercier, "Four case studies on just transition: Lessons for Ireland," Ireland's National Economic & Social Development Office, May 2020, pp. 85–114; Darryn Snell, "Just transition? Conceptual challenges meet stark reality in a 'transitioning' coal region in Australia," Globalizations vol. 15 (no. 8), pp. 557–562.

- **Scotland:** Aiming to reduce greenhouse gas emissions by 75% until 2030 and to reach net zero emissions by 2045, Scotland established a Just Transition Committee in 2018 as part of its efforts towards this goal<sup>35</sup>. Bent on building a structure where the benefits and costs of transition to a net zero economic system are shared equally, the Committee is also trying to minimize costs and maximize benefits through preventive measures. In line with this vision, the Government Program for 2020-2021 provided direct financing amounting to a total of 1.6 billion £ to support up to 5,000 new employment opportunities and allocated an additional 100 million £ to the Green Business Fund<sup>36</sup>. For workers facing the risk of unemployment as fossil fuels are phased out, a sector-specific Oil and Gas Transition Training Fund, together with the institutional structure for management and implementation, had also been established in 2014 consisting of a program of reskilling and vocational training to facilitate reemployment and placement into desirable jobs in alternative industries. Having successfully implemented this program, and encouraged by this successful experience, Scotland moved to expand other programs for retraining the labour force to meet the requirements of clean industries, and accordingly developed new strategies in 2017 and 2020 in the form of the National Transition Training Fund and the five-year Climate Emergency Skills Action Plan<sup>37</sup>.
- **Denmark:** In 2009, the country faced the need for a just transition program in an industry other than the energy sector, as some shipyards were closed. The government of Denmark and unions set up a reskilling program to provide shipyard workers with the skills required for offshore wind technologies<sup>38</sup>.
- **Ireland:** Following the Government's decision in 2019 to accelerate phasing out of peat, a just transition plan was developed for the Midlands region, which accounted for a substantial portion of the peat production in the country. The plan involves a fund aiming to reskill workers and to help communities through the transition process. It is reported that, as of January 2021, conditional financing of 27.8 million € in total has been allocated through this fund for 47 different projects in the region<sup>39</sup>.
- **Germany:** The "Growth, Structural Change and Employment Committee" was established in 2018 with the purpose of providing a just transition for the labour force employed in coal regions in accordance with the climate goals of Germany. The Committee aims to create alternative employment opportunities through supporting alternative energy systems, transport infrastructure and research institutes in the affected regions. For this purpose, the federal government and state assemblies have committed to provide a fund reaching 40 billion € by 2038 for the regions affected by the transition<sup>40</sup>.
- **Spain:** A 250 million € fund is allocated for a 10-year period as part of a scheme to close down coal mines. The fund is intended for programs that will ensure reskilling of young employees and their employment in other sectors, as well as the early retirement of relatively older members of the labour force working in the coal industry<sup>41</sup>.

<sup>35</sup> Scottish Government, "Just Transition Commission," no date, <https://www.gov.scot/groups/just-transition-commission/>.

<sup>36</sup> Scottish Government, "Scotland's green recovery," <https://www.gov.scot/news/scotlands-green-recovery/>.

<sup>37</sup> [https://www.kiconet.org/wp/wp-content/uploads/2021/09/JT\\_English.pdf](https://www.kiconet.org/wp/wp-content/uploads/2021/09/JT_English.pdf)

<sup>38</sup> The European Trade Union Confederation (ETUC), A guide for trade unions: Involving trade unions in climate action to build a just transition, 2018, p. 26; Lindø Offshore Renewables Center, "About," <https://www.lorc.dk/about>

<sup>39</sup> Department of the Environment, Climate and Communications, "Just Transition Fund," Government of Ireland, <https://www.gov.ie/en/publication/ed10d-just-transition-fund/>.

<sup>40</sup> Florence Schulz, "Germany begins allocating €40 billion to coal regions to start phase-out," Euractiv.com.

<sup>41</sup> <https://www.wri.org/update/spains-national-strategy-transition-coal-dependent-communities>

- **Romania:** Embracing an approach comparable to that of Spain, Romania also committed to pay compensation in cash to coal sector employees in the process of closing down coal mines<sup>42</sup>. In parallel, microcredit is to be provided to achieve the diversification of economic activities as part of the just transition program being implemented. With this program, over 13 thousand new jobs will be created, more than half of which will be in the coal mining regions.
- **New Zealand:** The country presents another endeavour to diversify economic activities in fossil fuel dependent regions. To support the goal of net zero emissions by 2050, a Just Transition Centre for the transition of the Taranaki region, which is dependent on offshore oil and natural gas industry, was established in 2017<sup>43</sup>. The “Taranaki 2050 Roadmap” announced in 2019 provides a framework for supporting alternative sectors to provide sustainable employment, enabling the region’s transition, with direct and indirect consequences for the transition to a green economy<sup>44</sup>.
- **USA:** In the US, through the POWER initiative put into effect in 2015 and detailed below, a fund of 283 million US\$ is provided for 293 projects aiming to diversify economic activities of coal regions by 2020<sup>45</sup>.
- **Japan:** Japan, a country where nearly 200 thousand jobs were lost due to the closing of coal mines during 1940-2000, has spent 4 billion JPY to support those who lost their jobs. Anticipating radical changes to achieve ambitious emission targets, Japan has been focusing on mechanisms that will reduce costs of the transition and provide direct benefits by supporting the transfer of employees to other sectors<sup>46</sup>.

*Country examples reveal that just transition debates to date have been limited mainly to the global north.*

The examples presented above show that the just transition debates to date have been limited mainly to the global North<sup>47</sup>. In emerging big coal economies such as China, India and Indonesia, just transition strategies are less pronounced. However, given the fact that coordination at the global level is required for the climate goals to be achieved, it is evident that planning for a gradual exit from coal and a strategy for doing this in a fair manner is also needed for these countries. This statement also applies to Türkiye even though its coal mining industry is not as big as the countries mentioned above. Türkiye has to develop a just transition approach taking multidimensional effects of energy transition into account.

### Financing of Just Transition

Even though global climate finance grew by leaps and bounds in volume in the last decade to 632 billion US\$ during 2019-2020, achieving climate goals will require an even further increase by 2030 reaching six times the current annual figures<sup>48</sup>. Likewise, funding levels for adaptation programs are also significantly lower than what is necessary for financing the required activities to adapt to currently experienced and possible future impacts of climate change.

<sup>42</sup> World Bank. 2006. “Poverty and Social Impact Analysis of Mining Sector Reform in Romania: A Policy Note.” Washington, DC. <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/940921468758986818/poverty-and-social-impact-analysis-of-mining-sector-reform-in-romania-a-policy-note>.

<sup>43</sup> Just Transition Centre, Just transition in action: Union experiences and lessons from Canada, Germany, New Zealand, Norway, Nigeria, and Spain, 2019, p. 7.

<sup>44</sup> Venture Taranaki, Taranaki 2050 Roadmap: Our Just Transition to a Low-Emissions Economy, July 2019.

<sup>45</sup> [https://www.kiconet.org/wp/wp-content/uploads/2021/09/JT\\_English.pdf](https://www.kiconet.org/wp/wp-content/uploads/2021/09/JT_English.pdf)

<sup>46</sup> [https://www.kiconet.org/wp/wp-content/uploads/2021/09/JT\\_English.pdf](https://www.kiconet.org/wp/wp-content/uploads/2021/09/JT_English.pdf)

<sup>47</sup> Pai, S., Harrison, K. and Zerrifi, H. (2020). A systematic review of the key elements of a just transition for fossil fuel workers. Clean Economy Working Paper Series. WP 20-04. Smart Prosperity Institute. <https://institute.smartprosperity.ca/sites/default/files/transitionforfossilfuelworkers.pdf>

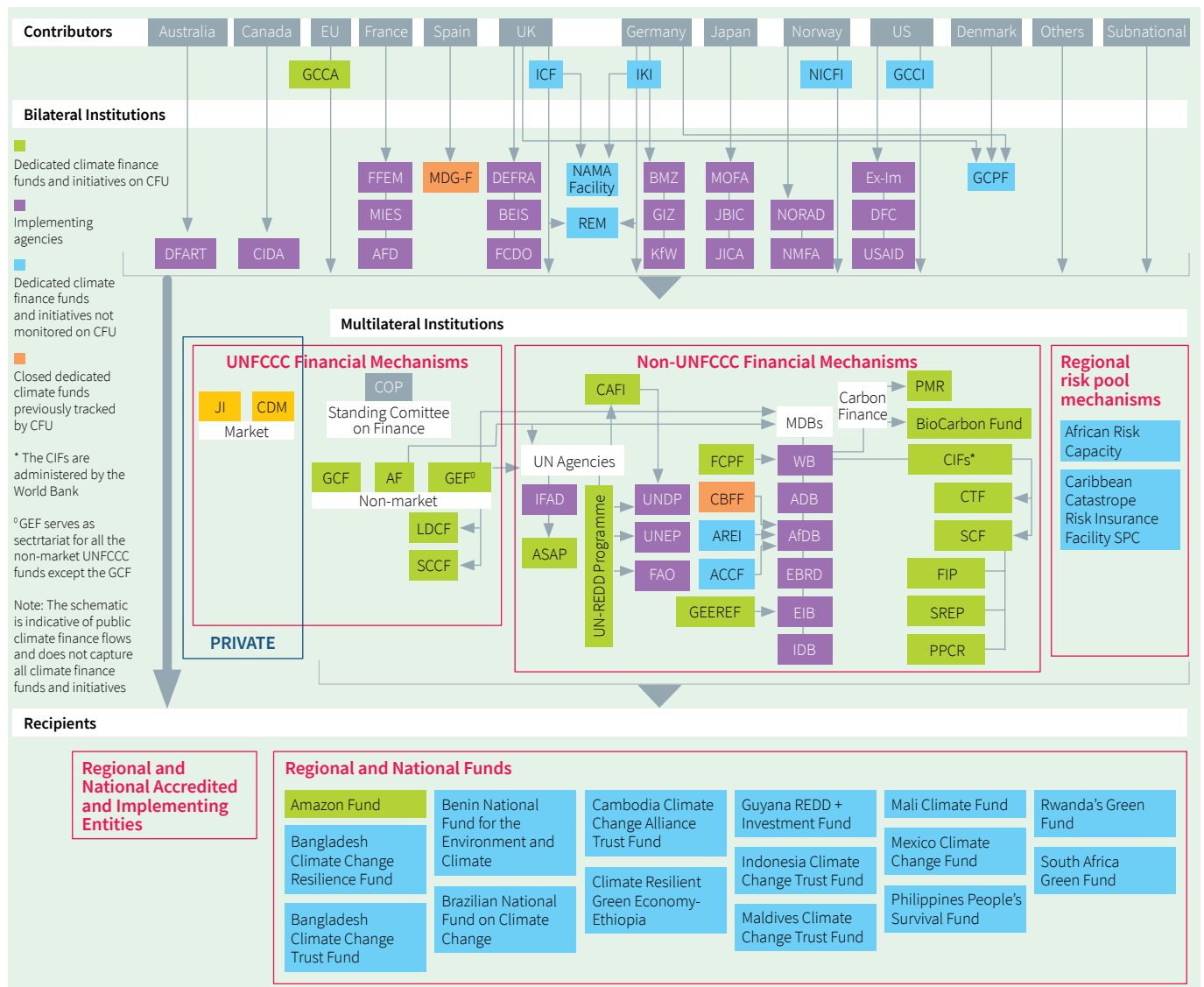
<sup>48</sup> Global Landscape of Climate Finance 2021, Climate Policy Initiative – December 2021 <https://www.climatepolicyinitiative.org/wp-content/uploads/2021/10/Full-report-Global-Landscape-of-Climate-Finance-2021.pdf>



**Achieving climate goals will require a nearly six-fold increase in annual climate finance by 2030 compared to current levels.**

At this point, a few words to provide information on the general structure of global climate finance may be useful. Global climate finance funds are comprised of amounts provided by bilateral and regional funds within as well as outside the United Nations Framework Convention on Climate Change (UNFCCC) system. The multilayer structure of global climate finance is shown in Figure 2. In accordance with the “common but differentiated responsibilities and respective capabilities” principle set out within the scope of the United Nations Framework Convention on Climate Change (UNFCCC) and recognized in the Paris Agreement, developed countries provide climate finance support to developing countries through three mechanisms: Global Environment Facility (GEF), Green Climate Fund (GCF), and Adaptation Fund (AF). These resources account for nearly half of all climate finance funds.

**Figure 2: International Climate Finance Diagram**



As transition policies become part of the mainstream discourse and as the necessity of a comprehensive just transition approach is accepted, just transition financing becomes part of the debate on climate finance. It is noteworthy that the Green Climate Fund (GCF) as part of the United Nations' climate finance system has specified "providing support for the livelihood of people and communities" as one of 8 strategic areas for which it provides resources<sup>49</sup>. However, this fund designed with the aim of channelling 100 billion US\$ per annum in aid from developed countries to emerging countries as of 2020, has fulfilled only 10% of this figure as of today. In the 26th Conference of the Parties it was announced that the target would be achieved in 2023.

The EU, which set out to lead the global transition agenda and presented an ambitious Green Deal framework with the Fit for 55 package, designed its approach to budgeting in a more detailed manner. The Fit for 55 package involves a series of new regulatory proposals and amendments of the current EU regulations to help reduce the EU's net greenhouse gas emissions by at least 55% compared to the levels measured in 1990, by year 2030. The changes in regulations aim to introduce a consistent and balanced transition framework towards climate goals. To achieve this, the Fit for 55 Package seeks to ensure a socially fair transition, to strengthen the industries in the EU by preserving the union's innovative and competitive power, and to provide fair competition conditions for the players in third countries having commercial relationships with the EU. The ultimate goal is to elevate the EU to a position where it will lead the global efforts in the climate change scene.

*The Just Transition Fund (JTF) is the basic financial pillar of the Just Transition Mechanism in the EU.*

The Just Transition Fund (JTF) is the basic financial pillar of the Just Transition Mechanism in the EU<sup>50</sup>. This fund is being designed as an instrument to provide special support to regions most affected by transition in the context of the EU's goal of being the first climate neutral continent by mid-century. An important leg of the mechanism aims to mobilize an investment of 89-104 billion € within the scope of InvestEU to further reinforce the just transition plan, while a contribution of 40 billion € will be provided to the mechanism by JTF<sup>51</sup>. In addition to ensuring fairness of the transition, as discussed in the previous sections, the provision of justice in a broader sense and eliminating regional differences and structural injustices in the EU are among the fund's aims. Thus, financial support of at least 150 billion € is to be provided to affected regions in the form of direct funding and through mobilization of private sector investments.

Within the scope of the Territorial Just Transition Plans supporting regional green transition plans of EU countries, a total of 17.5 billion € will be provided through the fund, at 2018 prices. Out of that figure, 7.5 billion € will be made available for use in compliance with the 2021-2027 budget of the EU, and the remaining 10 billion € will be made available for use from NextGenerationEU fund to be provided between 2021 and 2023<sup>52</sup>.

<sup>49</sup>[https://www.greenclimate.fund/sites/default/files/document/gcf-project-portfolio-eng\\_1.pdf](https://www.greenclimate.fund/sites/default/files/document/gcf-project-portfolio-eng_1.pdf)

<sup>50</sup>[https://ec.europa.eu/info/strategy/priorities-2019-2024/european-green-deal/finance-and-green-deal/just-transitionmechanism/just-transition-funding-sources\\_en](https://ec.europa.eu/info/strategy/priorities-2019-2024/european-green-deal/finance-and-green-deal/just-transitionmechanism/just-transition-funding-sources_en)

<sup>51</sup> European Commission, "A European Green Deal: Striving to be the first climate-neutral continent," [https://ec.europa.eu/info/strategy/priorities-2019-2024/european-greendeal\\_en](https://ec.europa.eu/info/strategy/priorities-2019-2024/european-greendeal_en); European Commission, "The Just Transition Mechanism: making sure no one is left behind," [https://ec.europa.eu/info/strategy/priorities-2019-2024/european-green-deal/actions-beingtaken-eu/just-transition-mechanism\\_en](https://ec.europa.eu/info/strategy/priorities-2019-2024/european-green-deal/actions-beingtaken-eu/just-transition-mechanism_en).

<sup>52</sup>[https://ec.europa.eu/regional\\_policy/en/information/publications/communications/2021/the-territorial-just-transitionplans](https://ec.europa.eu/regional_policy/en/information/publications/communications/2021/the-territorial-just-transitionplans)

Member states will be entitled to transfer additional sources to JTF from their national allocations within European Regional Development Fund (ERDF) and European Social Fund Plus (ESF+), provided that this sum shall not exceed three times the allocated amount. Expenditures from the EU budget may be supported through co-financing in line with adaptation policy rules.

The fund is expected to help reduce socioeconomic costs which would arise due to the transition to a low carbon economy, and to diversify and expand the scope of economic activities in affected regions. In this regard, supporting productive investments in small and medium sized enterprises; creating new companies, research and innovation, environmental rehabilitation, clean energy, improving skills of workers and reskilling, job seeking aid and active involvement of job seeker programs into the process will amount to an effective transition of carbon intensive sectors that will be most affected by emission mitigation measures. The fund is expected to trigger investments amounting to approximately twice the actual amount of the fund (30 billion €).

In the US, a Just Transition Fund is established to finance the POWER (Partnership for Opportunity and Workforce and Economic Revitalization) program put into practice by the Obama administration<sup>53</sup>. POWER is an initiative established under the coordination of ten federal organizations to deal with employment losses in coal mining, coal-based power plant operations, and other supply chain activities related to coal. The program is also designed to support affected communities and employees because of the changes the energy sector is facing. The federal government allocated 120 million US\$ for the transition projects developed as per the demand from local communities, and funded through the Just Transition Fund.

As mentioned in the previous section, there are examples of funding for just transition practices being provided through coalitions of countries. The 8.5 billion US\$ fund pledged by the US, the UK, France, Germany, and the EU at the Conference of the Parties to support South Africa's efforts to phase out coal is one such initiative.

Multilateral development banks are also providing resources for just transition initiatives. EBRD included financing of just transition mechanisms in its Green Economy Transition Approach document<sup>54</sup> covering 2021-2025. Just Transition for All initiative<sup>55</sup> conducted by World Bank reports that since 1995 the organisation made 3 billion US\$ available for efforts to ensure an orderly transition in countries where coal mines and coal-based thermal plants are about to be closed down. Other activities supported by the World Bank include investments that would establish links between the phasing out of coal supply chain investments, such as mining, transport and power plants, and the development of renewable energy programs as replacements.

*Multilateral development banks also provide resources for just transition initiatives in countries where they are active.*

<sup>53</sup> <https://www.justtransitionfund.org>

<sup>54</sup> EBRD – Green Economy Transition Approach (2021-2025)

<sup>55</sup> <https://www.worldbank.org/en/topic/extractiveindustries/justtransition>

Accelerating Coal Transition (ACT) fund<sup>56</sup>, again made available by the World Bank within the scope of Climate Investment Fund (CIF), supports governments in their endeavours to achieve climate goals by means of facilitating coal phaseout. The ACT fund, while aiming to achieve climate goals and support energy transition, orchestrates support from a regional development perspective to assist local communities that will be impacted by the transition.

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<sup>56</sup> <https://www.climateinvestmentfunds.org/topics/accelerating-coal-transition>



## Part 4: Just Transition Debate in Türkiye

In Türkiye, the last G20 country to ratify the Paris Agreement, adoption of climate policies speeded up especially after the EU Green Deal and thus the just transition approach was delayed in becoming part of the official agenda. The case is apparent in the development process of the Green Deal Action Plan aiming to present a comprehensive roadmap towards transition as Türkiye's response to EU Green Deal, with the Ministry of Commerce as the coordinating agency. The plan prioritized actions and working groups that will contribute to orderly implementation of trade with the EU, the most significant trade partner of Türkiye, in congruence with the core area of the Ministry of Commerce. The Action Plan published in July 2021<sup>57</sup> makes references to the concept of just transition mostly within the context of fair approach to third countries as part of the EU Green Deal. The concept is referred to in the section on green finance with emphasis on the critical importance of access to required financial resources in terms of sustaining inclusive and fair economic and social development in the face of the social effects of the crisis.

*A more in-depth approach to just transition became part of the Action Plan work in progress with the establishment of the "Just Transition Specialized Working Group".*

However, a more in-depth approach to just transition found its way into the Action Plan activities with the establishment of the "Just Transition Specialized Working Group" as the process was ongoing. The number of SWGs increased in parallel to the transformation of the Action Plan from a text to help control the effects of the European Green Deal on Türkiye to a document aiming to facilitate the transition of the Turkish economy into a low carbon one in a more integrated manner. The scope of just transition was defined by the Ministry of Labour and Social Security (ÇSGB) which became the coordinating body of the SWG. The recently established Green and Social Economy Transition Department in the Ministry is closely following up the work on just transition. As of the date of this report, the SWG is proceeding with its activities, but has not yet produced a policy framework document or a well-defined approach. In the activities of the Climate Change Parliamentary Investigation Committee of the Grand National Assembly of Türkiye<sup>58</sup>, which also served as the scene of the parliamentary debate on Türkiye's ratification of the Paris Climate Agreement, the notion of justice is mostly a reference to climate justice in the context of the existing economic structure<sup>59</sup>. On the other hand, the dissenting opinion added to the National Assembly Investigation Committee Report by the main opposition party, called for the government to take immediate measures regarding the climate crisis and underlined the necessity to phase out coal gradually during the process and in compliance with the principles of just transition<sup>60</sup>.

While the concept of just transition has not yet appeared in Türkiye's official documents on climate change and/or energy transition policies, one of the initiatives of the government to fill this gap was the "Climate Migration, Just Transition and Other Social Policies Committee," one of the one of the 7 committees gathered under Türkiye's first Climate Council on 21-25 February 2022. The committee addressed the subject with the contribution of academics, non-governmental organizations and other relevant institutions and organizations. During the meetings of the committee, it is observed that the activities of non-governmental organizations working in the

<sup>57</sup> <https://ticaret.gov.tr/data/60f1200013b876eb28421b23/MUTABAKAT%20YEŞİL.pdf>

<sup>58</sup> Full name of the committee: Parliamentary Investigation Committee Established for the Purpose of Defining the Measures to be Taken to Minimize the Impact of Global Climate Change, the Fight Against Drought and Efficient Use of Water Resources

<sup>59</sup> For the report of Investigation Committee, visit <https://www5.tbmm.gov.tr/sirasayi/donem27/yil01/ss300.pdf>

<sup>60</sup> <https://www.cumhuriyet.com.tr/haber/chp-tbmm-iklim-arastirma-komisyonu-raporuna-serh-koydu-komur-terk-edilmelisu-ve-iklim-yasasi-cikarilmali-1892891>

field in particular have provided the background for discussions. The committee's recommendations on just transition can be summarized as follows:

*In line with global developments and national conditions, rights-based, reparative approaches should be adopted in response to injustices that may occur due to climate change.*

- In the efforts on the social aspects of the fight against climate change, rights-based approaches should be adopted. Gender equality should be taken into consideration in the planning of regulations and measures.
- By taking global developments and national conditions into consideration, rights-based, restorative approaches should be adopted in response to injustices that may occur due to climate change.
- When taking action for dealing with climate change, as well as in processes regarding climate justice, it is essential to base these on fundamental human rights, such as the rights to health, education, and development. It is also crucial to defend the interests of vulnerable groups like children, women, elderly, disabled, as well as prioritizing gender equality, empowerment of women and intergenerational justice. Social determinants should be taken into account in setting national policies focusing on persons and groups affected by climate change.
- The approaches related to climate justice should be based on the “shared but differentiated responsibilities and respective capacities principle” clearly and decisively acknowledged in the United Nations Framework Convention on Climate Change and Paris Climate Agreement and in compliance with Türkiye’s net zero emission goal for the year 2053 with a view to supporting international efforts.
- In policies to be formulated for the fight against climate change, priority should be given to decoupling economic growth from environmental destruction with emphasis on climate justice and green transition components.
- Opportunities of access to information regarding climate change should be improved. Equal and effective participation opportunities to decision making and implementation processes should be strengthened, covering entire segments of the community. In this context, effective roles in decision making and implementation processes regarding climate change should be assigned to vulnerable groups including but not limited to women and youth. Women’s leadership should be encouraged.
- Regulations to provide effective application channels to access climate justice should be prioritized.
- All plans, programs and strategies to be developed with respect to climate change, including the Nationally Determined Contribution statements Türkiye is required to submit under the Paris Climate Agreement, in line with the net zero emission and green development targets, should take gender equality and just transition into account.
- In the mechanisms that may need to be established to ensure climate justice, gender-sensitive budget and investment opportunities through a gender lens should be developed and efforts should be made to ensure the integration of these opportunities.
- Amendments should be made to environmental impact assessment regulations to ensure that environmental, climate change and social impacts are measured in accordance with international standards and included in the impact assessment reports.
- The changes to be introduced in disaster action and training plans in the context of climate change should aim for a change in behaviour in general by taking into consideration the needs of vulnerable groups before, during and after disasters.

- New units should be established or the job descriptions of existing units should be reviewed and necessary institutional arrangements introduced for awareness raising, coordination between related institutions and organizations and effective implementation of climate change centred activities in the public sector.
- Just transition is a strategic framework in which the transition to a climate-neutral economy is carried out by effectively operating the social dialogue mechanism, leaving no one behind while assessing risks and opportunities in the transition process to create decent employment opportunities, with priority given to vulnerable groups.
- Decent “green jobs” which provide full social protection and which have a carbon emission reducing effect, should be increased. In order to protect the work force impacted by climate change, programmes for the acquisition of green and digital transformation-oriented skills should be developed in cooperation with the social partners.
- Appropriate social protection measures should be developed for workers and families who will be adversely affected by climate change and the transition.
- Efforts should be made on the effective use of existing resources and the transfer of international financial resources within the scope of establishing a national loss-damage coverage mechanism and for covering the losses and damages established.
- Related actions for Türkiye’s net zero emission target for 2053 should be developed in reference to binding international regulations taking into account the industries under transition together with their supply chains. Impact assessment studies should be conducted for a sustainable, fair and equitable transition, especially in coal mining and coal-based electricity generation sectors, along with the 5 industries prioritized in the carbon border adjustment mechanism –cement, electricity, fertiliser, iron-steel and aluminium– as well as agriculture. Support mechanisms should be restructured and developed in this context.
- Incentive and subsidy mechanisms should be designed and implemented in such a way that financing and investments are directed towards projects and enterprises that fulfil the just transition principles. In the context of ensuring a just transition, efforts should be made to support the green transformation of micro, small and medium enterprises as well as priority sectors.
- The employment impacts of the 2053 net zero emission target should be assessed on a sectoral basis together with the Nationally Determined Contribution statement to be prepared in accordance with the Paris Climate Agreement Potential for decent employment opportunities should be analysed with a medium and long-term perspective.
- Cooperation and coordination between various organizations as well as local administrations should be strengthened in the just transition process to ensure an inclusive and participatory approach. In the just transition process, policies on employment, industry, technology, local/regional development, climate and education should be coordinated, and mechanisms should be established to enable the participation of government agencies, non-governmental organisations and all stakeholders affected by the process.

*Together with the Nationally Determined Contribution to be declared as part of the Paris Climate Agreement, the employment impacts of the 2053 net zero emission target should be assessed on a sectoral basis. Potential for decent employment opportunities should be analyzed with a medium and long-term perspective.*

- Social dialogue (between public representatives of workers' and employers' unions) should be a key element in formulating policies in the context of just transition. Efforts should be made to raise awareness among all stakeholders.
- The capacities of the relevant institutions should be increased in order to fill the data/information gaps in the activities to be carried out to ensure just transition.
- In the context of the net zero emission target for 2053, a just transition mechanism should be established for the sectors that will be adversely affected and a portion of the revenues from the Emissions Trading System and other carbon pricing mechanisms should be transferred to this mechanism.
- Efforts should be made to increase academic studies on climate migration, climate justice, gender equality, vulnerable groups and just transition, and research and development on this subject should be supported.

All of the decisions stated above indicate that just transition is discussed in-depth during the activities of the committee. However, for these discussions to become a part of the main transition agenda and for a more systematic approach toward just transition to raise awareness particularly at policy-makers level, more ambitious transition goals should be set at the political level. These assessments are a common point brought forward during the preparation of the report by the representatives of the private sector who actively followed the Climate Council and who already started implementing their own transition plans. In the discussions, it was also emphasized that the signals for transition provided by the state are not sufficiently strong yet, and therefore, the just transition concept has yet to be fully adopted by the public sector.

*Although planning for individual regions share certain common main principles of just transition, they are differentiated due to the specifics of transition needed in the light of regional socioeconomic structures and physical infrastructure.*

Although the just transition component has yet to appear as a crucial point in the official documents on Türkiye's low carbon economy transition agenda, non-governmental organisations working in the field of climate and environment are increasingly embracing this issue. Civil society organisations fighting for more ambitious climate goals and arguing that the most important component of this is that the transition should be planned in a just manner. These organizations have been continuously publishing briefs and reports and conducting case studies in coal regions that are likely to be prioritised in the transition. As the transformation agenda has entered the agenda of an even wider group of stakeholders thanks to domestic as well as international dynamics, more attention is now being paid to the NGOs' work on just transition. As the transition becomes an important agenda item for an increasingly broader set of stakeholders driven by both national and international dynamics, the work of NGOs on just transition is attracting more attention.

One of the pioneers of the just transition agenda in Türkiye is Climate Action Network-Europe (CAN-E) which published an informative report on the subject in 2019<sup>61</sup>. The report emphasizes that, in face of the urgency of the climate crisis, transition to a low carbon economy must be just and reasonable. It also defines the ideal decarbonization process as a transition which offers opportunities of adaptation to changing conditions without compromising human and natural welfare. The report cites examples of successful just transition agendas in various European countries including Spain, Germany, Slovakia, Denmark, and the United Kingdom, as well as the costs of unplanned sectoral changes like those incurred in Ukraine, Bulgaria and the US. In this context, the problems associated with the social collapse and high unemployment rates due to unplanned transition ignoring just transition principles are pointed out.

<sup>61</sup> İklim Dostu bir Ekonomiye Adil Dönüşüm Nasıl Gerçekleşebilir? CAN-E Bilgilendirme Raporu, Aralık 2019 [http://www.caneurope.org/content/uploads/2019/12/TR\\_JTbriefing\\_Final\\_16.12.pdf?utm\\_source=apost](http://www.caneurope.org/content/uploads/2019/12/TR_JTbriefing_Final_16.12.pdf?utm_source=apost)



A more recent report<sup>62</sup> is published jointly by Friedrich-Ebert-Stiftung and Acceleration Initiative, with a focus on green just transition in Türkiye. The report underlines that Türkiye does not yet have the political instruments required for dealing with the transition needed due to climate change. After pointing out the problems Türkiye will face in case measures are not taken for preventing climate change and adaptation to its existing effects, the report proceeds with policy recommendations to strengthen Türkiye's position on this front. The report also calls attention to the need to ensure the policies' compatibility with climate goals as part of a "Green Just Transition" involving the improvement of social welfare programs.

As underlined in previous sections, the issue of just transition is an approach requiring to be framed in accordance with the specific characteristics of each region. Although planning for individual regions share certain common main principles of just transition, they are differentiated due to the specifics of transition needed in the light of regional socioeconomic structures and physical infrastructures. One of these local approaches can be seen in the report prepared by Greenpeace<sup>63</sup> which is engaged in a 'just transition' campaign for Zonguldak, the capital of hard coal of Türkiye. Showing that the coal-based economy of Zonguldak poses a risk for both public health and the environment, as well as social welfare and economic stability, and that the coal economy shrinking in an unplanned manner would have negative effects on the welfare of the city population, the report aims to express that better living options are possible for Zonguldak together with the transition. The report proceeds to state that just phasing out of coal will serve to enhance the environment-friendly economic potential of the city, expanding employment opportunities based on regional tourism, considering the province's natural beauty and historical sites.

In addition to these reports, online NGO gatherings have been organized, with the purpose of drawing lessons from both national and international experiences and optimizing the achievements of global just transition approaches. A series of meetings to discuss socioeconomic effects of the transition to decarbonized economies were held under the title Global Just Recovery Gathering<sup>64</sup> on 9-11 April, 2021 by 350.org, an international environment NGO, to facilitate the sharing of experiences worldwide, in reference also to the pandemic. Just recovery vision in Türkiye was also discussed in this 3-day event as the key component of overcoming both the pandemic and the climate crisis. Participants underlined that significant opportunities exist for Türkiye to initiate an energy transition and the importance of each region developing its own roadmap for a just transition in the light of its own dynamics, experiences and capabilities. In other words, the local community's contribution to the regional efforts was deemed crucial. Past experiences have shown that, as the majority of people working in fossil fuel industries will have to be transferred to industries requiring different skill sets, appealing to knowledge offered by local stakeholders on how to create value would be more effective than centralized or top-to-bottom approaches. It was nevertheless stressed that the use of central support mechanisms is a prerequisite for a just transition.

*The participating trade unions from Türkiye drew attention to the need for a radical transformation as well as specific planning for Türkiye.*

<sup>62</sup> İklim Krizine Karşı Yeşil Adil Dönüşüm: Türkiye için Politika Önerileri Kasım 2021 [https://www.ivmehareketi.com/wpcontent/uploads/2021/12/iklim-Krizine-Karsi-Yesil-Adil-Donusum\\_Kasim-2021.pdf](https://www.ivmehareketi.com/wpcontent/uploads/2021/12/iklim-Krizine-Karsi-Yesil-Adil-Donusum_Kasim-2021.pdf)

<sup>63</sup> Zonguldak'ta Kömür Endüstrisinin Şehrin Ekonomik ve Toplumsal Yapısı Üzerindeki Etkisi, Greenpeace 2021 [https://www.greenpeace.org/static/planet4-Turkiye-stateless/2021/10/b94eed91-zonguldak-iktisat-sosyoloji-raporu\\_25\\_08.pdf](https://www.greenpeace.org/static/planet4-Turkiye-stateless/2021/10/b94eed91-zonguldak-iktisat-sosyoloji-raporu_25_08.pdf) 59

<sup>64</sup> <https://tr.justrecoverygathering.org>

*In order to support the labour force in the sectors that will be most affected by the transition, accessible education services should be provided, programmes for gaining new skills should be developed and the prestige of vocational high schools should be restored, so that they can actively participate in the employment dimension of the transformation.*

Unlike the just transition debate in Europe, where labour organisations have paved the way, in Türkiye the trade unions do not stand out with their focus on this issue. This point was also emphasised in interviews with other stakeholders. The fact that a comprehensive transformation plan has not yet been put into practice in Türkiye may also have an impact on this approach of trade unions. In an online seminar<sup>65</sup> organised in January 2022 by the Climate Action Network - Europe (CAN-E), which has been working with trade unions in Türkiye to discuss just transition, the representatives of the Confederation of Turkish Trade Unions (TÜRK-İŞ), the Confederation of Revolutionary Trade Unions of Türkiye (DİSK), the Confederation of Workers' Rights Trade Unions (HAK-İŞ) and the Confederation of Public Employees' Trade Unions (KESK) shared their organisations' approaches to just transition. In the same seminar, ITUC and European Trade Union Confederation (ETUC) discussed the just transition agenda and the role of trade unions from a global perspective. The participating trade unions from Türkiye drew attention to the need for a radical transformation as well as unique planning approach for Türkiye. Such planning, centred on the common good, should address both economic and social development. The policies to be developed should be complementary to each other, and policies that contradict the main direction of transformation should be completely abolished. Another significant point raised was that a transition that is not well-planned entails the risk of recreating current injustices by strengthening them. Therefore, planning should take into account not only the technical dimensions of the transformation, but also its varying economic and social effects felt by different segments of society. Such planning should first target the segments of society that are most vulnerable to both the climate crisis and the impacts of the transformation. In order to support the labour force in the sectors that will be most affected by the transformation, accessible education services should be provided, programmes for gaining new skills should be developed and the prestige of vocational high schools should be restored, so that they can actively participate in the employment dimension of the transformation.

Other online meetings addressing various dimensions of just transition were also organised by civil society organisations working in the field. One example is the online seminar organised by the Green Thinking Association<sup>66</sup>, which focused on just transition from a gender perspective. In this seminar, the areas where gender should be mainstreamed in the context of green and just transition in Türkiye and the citizen-based mechanisms that can empower women were discussed. Another example is the online seminar organised by Heinrich Böll Stiftung association. It provided a venue for discussing ways to overcome and mitigate the deepening economic, social and political crises in the fields of climate and biodiversity, which threaten our future, and evaluated how existing injustices can be addressed with the transition to a sustainable order. The sessions also saw discussions on the historical and conceptual framework of just transition, the importance of environmental justice in the context of the Green New Deal and the need for just transition in Türkiye.

Various studies by research-oriented organisations also contributed to the just transition agenda developed by climate and environmental NGOs through the transfer of international experiences and field experiences. For example, in the "Socioeconomic Effects of Power System Transition in Türkiye" report prepared by SHURA Energy Transition Centre<sup>67</sup>, evaluated the costs and benefits of energy transition, as well

<sup>65</sup> <https://www.youtube.com/watch?v=JniGPLWWViQ&t=5795s>

<sup>66</sup> <https://www.youtube.com/watch?v=FBsbJl8Z1RI>

<sup>67</sup> <https://www.shura.org.tr/wp-content/uploads/2021/07/Turkiyede-Elektrik-Sistemi-Donusumunun-Sosyoekonomik-Etkileri-2.pdf>

as its projected effects on employment. The report states that it is technically and economically feasible to increase the share of renewable energy in Türkiye's electricity generation to 50 per cent by 2030 and to achieve a 10 per cent improvement in energy efficiency compared to current targets. This amount, which is about 6 billion US\$ higher than the investment needed in the baseline scenario, comes with many additional benefits by reducing fossil fuel dependency. For example, it is estimated that healthcare and environment-related costs could be reduced from 2.5 billion US\$ to 1.1 billion US\$ per year, carbon emissions could be reduced by 1.3 billion US\$, and imported fuel costs could fall 1 billion US\$ per year. Other benefits on the table include the potential to create 43,000 additional jobs by 2030 for energy transition, compared to the baseline scenario. However, the report also recognises that there could be job losses in very traditional sectors such as textiles and apparel, agriculture, food and hospitality, and therefore highlights the importance of carefully managing the negative impacts on these sectors to ensure a just transition.

A recent study by the Climate Action Network Europe (CAN-E)<sup>68</sup> to understand the scale of the coal economy, which is at the centre of the transition to a low-carbon economy, shows that employment in the coal industry of Türkiye, based on the total number of employees employed in coal mines and thermal power plants, has been on a rapid downward trend, particularly as a result of the effects of privatisation in the sector. According to the report, the number of employees registered for mandatory social security in coal and lignite mining has declined by approximately 26 per cent in the last 10 years (2008-2019). The added value of coal in the economy is also decreasing. The share of the value added of coal and lignite mining in GDP declined from 0.14 per cent in the early 2000s to 0.08 per cent in 2018. The report also states that Türkiye is a net importer of coal, as hard coal production decreased by 50% in the period 2005-2019 and the volume of imports increased between 2003 and 2019.

The issues caused by the coal economy also appear in the Atlas of Environmental Justice<sup>69</sup>, a collective initiative by a number of stakeholders including the Political Ecology Working Group. The Atlas mapping environmental conflicts in a collective and participatory manner with the contribution of local movements, environmental activists, researchers and concerned citizens, has identified 158 conflicts of concern for Türkiye<sup>70</sup>. The distribution of these conflicts by source reveals that approximately 30 per cent of these (46 conflicts) are related to coal investments. When all fossil fuels are included, this ratio approaches 35 per cent. Thus, preparing a plan for phasing out fossil fuels starting with coal will also contribute positively to environmental justice. However, the transition should be implemented in a way that does not lead to new conflicts, taking into account the conflicts arising from other investments in the mining or the electricity sector which may be needed to support the energy transition, and which were identified in the same Atlas.

*Some academic studies from Türkiye, with a focus on environmental and climate justice, also address the justice of the transition process itself.*

Some academic studies from Türkiye, with a focus on environmental and climate justice, also address this issue from a just transformation framework. For example, an academic study<sup>71</sup> examining the anti-coal movement in Aliğa from this perspective is especially noteworthy with its depiction of the struggle that has been going on since

<sup>68</sup> Türkiye'de Kömüre Dayalı Ekonominin ve İstihdamın Analizi, CAN-E Haziran 2021, [https://caneurope.org/content/uploads/2021/06/Komure-Dayali-Istihdam-ve-Ekonomi\\_CAN-Europe.pdf](https://caneurope.org/content/uploads/2021/06/Komure-Dayali-Istihdam-ve-Ekonomi_CAN-Europe.pdf)

<sup>69</sup> <http://www.ejolt.org>

<sup>70</sup> <https://tr.ejatlas.org/commodity>

<sup>71</sup> Turhan Ethemcan, Begüm Özkaynak and Cem İstikender Aydın, (2019). "Coal Ash and Other Tales: The Making and Remaking of the anti-Coal Movement in Aliğa, Türkiye," Transforming Socio-Natures in Türkiye: Landscapes, State and Environmental Movements, (ed) Onur İnal ve Ethemcan Turhan (London: Routledge), 166-186 [https://library.oapen.org/bitstream/handle/20.500.12657/24605/9781138367692\\_oachapter9.pdf?sequence=1](https://library.oapen.org/bitstream/handle/20.500.12657/24605/9781138367692_oachapter9.pdf?sequence=1)

the 1990s in Aliğa, a heavy industry centre historically dependent on highly polluting sectors. The climate and environmental injustices created by the plan presented as an economic development model for the people of the region are discussed, and the importance of an alternative approach within the framework of just transformation is underlined. Another study<sup>72</sup> analysing the anti-coal movement in Gerze states that the movement in question is born out of environmental concerns, as well as the fact that development policies have not been produced through adequately democratic processes. The study thus emphasizes the principle of local and participatory planning of just transformation. An introductory article for the special issue of the Energy Research and Social Science journal<sup>73</sup> argues that the designs to eliminate fossil fuel dependency in energy infrastructure require a transformation vision centred on social justice, equality and sustainability, and proceeds with examining the energy policy and local movements in various countries, including Türkiye. In another study<sup>74</sup>, it is determined that the measures taken for adaptation to climate change in agriculture are can render the seasonal agricultural workers –arguably the most vulnerable segment in the sector– even more vulnerable. It is also pointed out that not only the measures to be taken for mitigation in climate policies, but also the measures to be taken for adaptation to the impacts should be designed with the principle of justice in mind.

*The political acceptability of the transition is deemed to depend especially on its effects on employment.*

The political favourability of the transformation is deemed to depend especially on its effects on employment. Studies looking at the employment impacts of energy transition focus more on the new employment opportunities that green investments will bring. One such report<sup>75</sup>, published by the Istanbul Policy Centre, quantifies the employment co-benefits of increased renewable energy investment in Türkiye. Focusing on the solar and wind energy sectors, the study shows that Türkiye can significantly increase employment in this field by increasing the share of renewable energy. The study finds that if an ambitious transformation in the energy sector is pursued, up to 61,400 full-time equivalent jobs can be created in the solar energy sector and 147,700 full-time equivalent jobs in the wind energy sector between 2018 and 2028, and estimates that employment in the wind and solar sectors will be a higher proportion of skilled labour compared to national average.

Another report<sup>76</sup> prepared by the International Labour Organization (ILO), which aims to provide information on and an analysis of job creation in Türkiye's transition to a green economy, covers the experiences of selected companies in their transition to a greener business model, and identifies companies as the main drivers of change through green practices they embrace and the green jobs they create. Based on face-to-face and in-depth interviews with officials working in sustainability or other relevant departments of selected companies, the study reached the following conclusions: Green transformation in Türkiye will not be without challenges. However, it is not optional for businesses which need to reduce their negative impacts, especially on the environment, and which want to maintain their leadership in their respective sectors. On the other hand, the study notes the importance of ownership of the process by both the top management

<sup>72</sup> Murat Arsel, Bengi Akbulut and Fikret Adaman (2015) Environmentalism of the malcontent: anatomy of an anti-coal power plant struggle in Türkiye, *The Journal of Peasant Studies*, 42:2, 371-395 <https://www.tandfonline.com/doi/abs/10.1080/03066150.2014.971766>

<sup>73</sup> Bridge, Gavin, Begüm Özkaynak and Ethemcan Turhan (2018). "Energy infrastructure and the fate of the nation: Introduction to special issue", *Energy Research & Social Science*, Volume 41, 1-11 <https://www.sciencedirect.com/science/article/pii/S2214629618302251>

<sup>74</sup> Turhan, Ethemcan, Christos Zografos, Giorgos Kallis, (2015). "Adaptation as biopolitics: Why state policies in Türkiye do not reduce the vulnerability of seasonal agricultural workers to climate change," *Global Environmental Change*, Volume 31, 296-306, <https://www.sciencedirect.com/science/article/pii/S0959378015000229>

<sup>75</sup> IPC (2019). Future Skill and Job Creation through renewable energy in Türkiye. June 2020, Istanbul. [https://www.cobenefits.info/wp-content/uploads/2019/11/COBENEFITS-Türkiye\\_Employment\\_ExecReport\\_200611.pdf](https://www.cobenefits.info/wp-content/uploads/2019/11/COBENEFITS-Türkiye_Employment_ExecReport_200611.pdf)

<sup>76</sup> Yeşil Ekonomide İnsana Yakışır İşler: Türkiye'den İyi Örnekler Vaka Çalışması, ILO 2015, [https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---ilo-ankara/documents/publication/wcms\\_368300.pdf](https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---ilo-ankara/documents/publication/wcms_368300.pdf)



and all employees of the companies, along with references to how crucial cooperation with NGOs and other institutions, especially government agencies, is.

Again, in the field of developing green businesses, the Istanbul Political Research Institute (IstanPol) carried out a brief assessment of three sectors that seem to have a higher potential for green and just transition, and published various policy recommendations for these sectors<sup>77</sup>. The report, the political framework of which is drawn on the axis that the “Green Just Transition” has started to find a growing place in the post-pandemic economic recovery plans of developed countries, points out that combining the fight against climate change with the goals of economic development, social welfare and economic development has become mainstream, especially in the US and the EU, where this idea emerged as the “Green New Deal”. Then the report proceeds to underline the need for a transition plan that takes into account the needs of lower and middle class individuals working in fossil fuel-based and other polluting sectors that need to be downsized or eliminated as part of the transition to a low carbon economy. The necessity of designing social programmes to support affected individuals and communities in the transition process, and the principle of “leaving no one behind” as the cornerstone of the Green Just Transition are also emphasized.

Similar to the work of research-oriented NGOs, academic studies, too, have mostly referred to the concept of just transition through green growth, with little emphasis on the jobs that are likely to be lost in the transition to a low-carbon economy. Ateş and Ateş (2015)<sup>78</sup> argued that there are many developments that necessitate a socioecological transition for Türkiye and that a different growth perspective should be implemented against various risks. The authors analyse the necessity of the Green Growth concept for Türkiye, using a multi-faceted method. The results obtained show that the socioecological transition is no longer optional, but a mandatory path that must be followed for countries to ensure high-quality sustainable growth. From Türkiye’s perspective, the Green Growth strategy can be expected to contribute in a wide range of areas, from resource efficiency to compliance with international agreements and frameworks, from the creation of new lines of business and opportunities to the development of new products and markets, and even to the handling of social and environmental impacts. The study also emphasises that the implementation of a “Green Growth” strategy requires a very comprehensive and long-term effort and most importantly a change of mentality.

*The just transition agenda is not only a part of the programs of government agencies, NGOs and research organisations, but also a concern of the private sector.*

The just transition is an agenda item not only for government agencies, NGOs and research organisations, but also for the members of the private sector. Feeling the urgent need to adapt rapidly to the changes in the ways of doing business as dictated by the European Green Deal, the private sector is also keeping an eye on the just transformation issue in a broader framework. In the interviews, it was stated that the private sector considers just transformation as a transformation plan in which not only employees but also small and medium-sized enterprises (SMEs), which have relatively lower adaptation capacity, will not be left behind. Here, it was underlined that large companies with higher adaptation capacity can support the transformation of SMEs in their supply chains, through practices that facilitate the development of institutional capacity, the transfer of good practices and access to the necessary financing opportunities.

<sup>77</sup> Türkiye için Yeşil Adil Dönüşüm Fırsatları ve Politika Önerileri, İstanpol 2021, <https://www.istanpol.org/post/türkiye-için-yeşil-adil-dönüşüm-fırsatları-ve-politika-önerileri>

<sup>78</sup> Sosyoekolojik Dönüşüm Karşısında Türkiye: Bir Alternatif Olarak Yeşil Büyüme [https://www.researchgate.net/publication/299511680\\_Sosyo-Ekolojik\\_Donusum\\_Karsisinda\\_Turkiye\\_Bir\\_Alternatif\\_Olarak\\_Yesil\\_Buyume](https://www.researchgate.net/publication/299511680_Sosyo-Ekolojik_Donusum_Karsisinda_Turkiye_Bir_Alternatif_Olarak_Yesil_Buyume)

The 15<sup>th</sup> Industry Congress<sup>79</sup> organised by the Istanbul Chamber of Industry (ISO) brought together major industrial investors and relevant stakeholders around the theme “There is Another Way Out: Co-designing Transformation for a Sustainable Future”. As a venue to discuss the developments and trends towards a new and modern world, including strategies to address environmental and climate issues and social problems, the event saw how “green and digital” the global transformation is. It was also emphasised that the transition process must be fair and inclusive for the benefits to be sustainable.

The twin transformation in question (green transformation and digital transformation) requires a tailored approach to the socioeconomic impacts of the transformation process. Still, the literature on Türkiye’s position on the journey of digital transformation is rather limited, with two conference papers recently been published by Gökalp et al. (2018; 2019) being the exception. The first one<sup>80</sup> focused on the relationship between digital transition and employment, and provided a detailed analysis of how digital transformation will lead to the disappearance of certain jobs and professions in the coming years, while new ones will take their places. The automation of routine processes is expected to lead to a reduction in employment in many sectors while new positions and new areas of employment will appear due to up-and-coming needs. For example, the transition will entail the replacement of a low-income labour force using physical labour with a highly qualified labour force with matching education and income levels. The second study<sup>81</sup> focuses on the professions that will be affected by the digital transition, examining the new ones that will be needed and the competencies required. Short-, medium- and long-term recommendations are provided for training programs and models, to raise required human resources with necessary skills. Such efforts will help the labour force to be equipped with new skills and to adapt to transformation.

A number of reports on various industries also express observations on the global digital age and Türkiye’s digital transition. For instance, a study by KPMG (Klynveld Peat Marwick Goerdeler)<sup>82</sup> emphasises that in the crux of the matter in discussions within the scope of Society 5.0 is “technology-supported social transition”. It is also stated that digital transformation refers to more than just the development of technology. Such a transformation will also entail re-orienting skills and capacities with the people and the society in mind. In the report, it is underlined that the integration processes of technology for the benefit of society will also bring about a mental change. In this context, it is asserted that factors such as inequality, poverty, environmental policies, clean energy, and gender equality should be taken into account in combination in the context of social transition.

<sup>79</sup> <https://www.isoyesilblog.com/15-sanayi-kongresi-adil-ve-kapsayici-donusum-nasil-mumkun/>

<sup>80</sup> Dijital Dönüşümün İstihdama Etkisi: Mesleki Açidan Fırsatlar ve Tehditler, 2018

[https://www.researchgate.net/publication/328582491\\_Dijital\\_Donusumun\\_Istihdama\\_Etkisi\\_Mesleki\\_Acidan\\_Firsatlar\\_ve\\_Tehditler](https://www.researchgate.net/publication/328582491_Dijital_Donusumun_Istihdama_Etkisi_Mesleki_Acidan_Firsatlar_ve_Tehditler)

<sup>81</sup> Dijital Dönüşümün Etkisinde Verimli İstihdam Yönetimi: Yol Haritası Önerisi, 2019

<https://dergipark.org.tr/tr/download/article-file/738518>

<sup>82</sup> Dijitalleşme Yolunda Türkiye 2021, KPMG

<http://tbv.org.tr/wp-content/uploads/2021/04/Dijitalleşme-Yolunda-TürkiyeRaporu-v9.pdf>

Similarly, the report published by McKinsey & Company<sup>83</sup> analyses the impact of productivity gains achieved through automation, artificial intelligence and digital technologies on different sectors and professions. The opportunities to be seized and the challenges to be overcome in the transformation of the workforce and the competencies in Türkiye, with a view to guiding the efforts to prepare individuals and organisations for this new world, are presented and supported by data. The results show that the digital transition offers great opportunities for Türkiye in terms of increasing productivity and creating many new jobs. The report also emphasises that in order to take advantage of this opportunity, Türkiye needs to invest in talent transition to develop new competencies the business environment of the future will need. It is crucial that all stakeholders, including companies, associations, government agencies, educational institutions and individuals, act and work together for such transition to be carried out effectively.

<sup>83</sup> İşimizin Geleceği: Dijital Çağda Türkiye'nin Yetenek Dönüşümü McKinsey & Company 2020, [https://www.mckinsey.com/tr/~/\\_media/McKinsey/Locations/Europe%20and%20Middle%20East/Turkiye/Our%20Insights/Future%20of%20Work%20Turkiye/Isimizin-Gelecegi-McKinsey-Turkiye-Raporu\\_Ocak-2020.pdf](https://www.mckinsey.com/tr/~/_media/McKinsey/Locations/Europe%20and%20Middle%20East/Turkiye/Our%20Insights/Future%20of%20Work%20Turkiye/Isimizin-Gelecegi-McKinsey-Turkiye-Raporu_Ocak-2020.pdf)







## Part 5: A Brief Policy Framework for Just Transition

*Türkiye should announce its short- and medium-term targets, policy and action proposals for the 2053 net zero emission target, and thus inform all stakeholders about the scope and pace of transformation in a way that leaves no room for doubt.*

In any discussion of energy transition, the urgency of a transition plan in line with climate targets gains prominence. The fact that the transformation is multi-dimensional in terms of its technological, economic and social aspects shows that participation and an inclusive approach are essential for fair management of the process. A transformation that is dependent on nothing but market conditions, without any policy direction, will not be able to meet climate targets. In such a case, the breadth of the segments that will be affected by the transition creates the possibility of encountering serious social risks if these impacts cannot be turned into advantages. Therefore, in the transition to a low-carbon economy, there is need for a collaborative management mechanism where risks as well as opportunities are taken into consideration and the risks are measured and governed fairly. This mechanism, which will primarily target vulnerable groups and eliminate existing injustices, should be placed at the main axis of the transition, with all relevant policies entailing solid references to the concept of just transition.

This study, which analyses the concept of just transition along with its definition, principles and practices, and summarises the current situation in Türkiye. It aims to present a general framework to enable Türkiye, which is expected to soon take steps towards more ambitious climate targets such as the 2053 net zero emission target, to achieve this transformation in a just manner. Policy recommendations in the light of Türkiye's circumstances and international experiences to date are summarised below.

**1) The transition message should be strong, and its direction and pace should be stated clearly:** In Türkiye, energy transition and climate policy are agenda items which are gaining ever increasing prominence. The ratification of the Paris Climate Agreement and the announcement of the 2053 net zero emissions target have closed important gaps in Türkiye's climate agenda. However, interim targets and concrete and effective policies that will help Türkiye meet the 2053 target have not been introduced yet. Against this background, the stakeholders have been slow to internalize the target as solid strategies in the relevant fields have not yet materialized. The current relative transformation is due to the acceleration of investments in areas such as renewable energy and energy efficiency, as technological developments and global climate policies render low-carbon investments ever more advantageous under current market conditions. Especially in the field of renewable energy, the contribution of the Renewable Energy Sources Support Mechanism (YEKDEM), which is being implemented in Türkiye, should not be disregarded. However, the climate targets can be met only with a policy framework that will enable a faster transformation, reaching beyond the market conditions. The scope and pace of transformation are the most critical determinants of just trans policies. The kind of impacts expected in specific sectors or regions can be established only with reference to the scope and pace of transformation, while the measures to take against these effects would be based on the information obtained. Otherwise, given the need for comprehensive planning in determining the measures to be taken in such an extensive subject as just transition, failure to intervene in a timely manner may increase the losses stemming from the transition process. For this reason, Türkiye should announce its short- and medium-term targets, policy and action proposals for the 2053 net zero emission target, and thus inform all stakeholders about the scope and pace of transformation in a way that leaves no room for doubt. Having provided the

perception of a more predictable future in this way, it will be possible to ensure that the relevant stakeholders undertake their duties and responsibilities regarding a just transition in a way that serves the common framework.

**2) The design should be implemented in active dialogue with all stakeholders, with priority given to local actors:** Factors to be addressed in line with climate targets, such as the scope and pace of transformation, and the sectoral and regional distribution of possible impacts, even if it is subject to a central decision-making process, necessitate the inclusion of stakeholders from different fields in the policy design process. The transition entails more than a change in technology/engineering practices, and therefore dialogue should not be limited to policy makers, private sector institutions and business organisations. Deliberations and negotiations should be expanded to include workers, trade unions, local communities and other relevant organisations, taking into account the socio-economic dimensions of the transformation. A social dialogue mechanism should be created to ensure a just transition that secures the future and livelihoods of workers and local communities. Such an inclusive mechanism will not only ensure that the transformation is designed on a common ground, but will also increase support from those who will be directly affected by the transition.

*Expanding the scope of Specialized Working Groups convened within the same framework as the Green Deal Action Plan to cover “regional development” will ensure that this process, which already includes “just transition,” will be implemented with a more holistic approach.*

**3) Regional plans should be prepared with the participation of all regional actors and coordinated by central actors:** As part of the inclusive social dialogue mechanism to be established, regional plans should be prepared in a participatory manner. In regions where fossil fuel-dependent sectors are concentrated, it is observed in the field that although the people of the region are unhappy with the effects of air pollution and carbon dioxide concentration in the atmosphere, they still depend on carbon-intensive activities to make a living and thus will not support a transition in the absence of an alternative economic activity in the region. Central planning often does not coincide with the realities of specific regions or may ignore some important stakeholder groups. For this reason, the transition should be planned in a process that involves all regional actors. Alternative economic activities should be developed taking into account the means and opportunities available in the region, mechanisms to support these areas should be defined, and thus, each region should be able to prepare its own low-carbon development plan. Since these new regional development plans will be designed to help meet the climate and development targets at the national level, they should be implemented with the help of central coordination. In this respect, it would be useful to orient all activities carried out by Regional Development Agencies within the more general framework of transition to a low-carbon economy. Another step to be taken in this context would be related to the Specialised Working Groups coordinated by the Ministry of Trade and convened within the same framework as the Green Deal Action Plan, in which all relevant institutions and organisations take responsibility and contribute in line with their areas of authority. Expanding such working groups to cover “regional development” as well will ensure that this process, which already includes “just transition”, will be implemented with a more holistic approach.

*Revenues from the Emissions Trading System (ETS), soon to be implemented at the national level, could be considered as the primary source for setting up such a fund, as in the case of the EU ETS.*

- 4) The scope of the just transition should be well defined and financial resources should be created in line with this scope:** In line with Türkiye's 2053 net zero emissions target, the just transition process should be planned to be as broad as possible, with appropriate strategies consistent with the goals of social protection, social inclusion and decent work for all. A national just transition fund should be established as part of the just transition plan. The fund should be utilized to support climate action and the activities related to employment risks locally and in relevant industries within the context of just transition. This just transition fund could cover investments in vocational education and training, reskilling and retraining, investments in extended social protection for workers and workers' families, and programmes to extend grants, loans and start-up capital to diversify regional economies. Revenues from the Emissions Trading System (ETS), soon to be implemented at the national level, could be considered as the primary source for setting up such a fund, as in the case of the EU ETS. Furthermore, as the goals to phase out coal become more widespread and extensive, the growing number of international just transition subsidies should also be pursued for additional funding. In addition to the financing opportunities created, the funding to be created for just transition necessitates a review of the existing tax-subsidy mechanisms. Incentives extended to activities conflicting with the 2053 net zero emission target in the form of government subsidies should be gradually eliminated within a plan ensuring security of energy supply and price stability.
- 5) The components of the education and training system that support just transition should be designed and implemented with specific reference to the needs of the regions:** While the just transition strategy designed at the national level is shaped according to local and regional opportunities and needs, education programmes should be designed in a way to ensure that vulnerable segments of society and workers in the regions have the skills and training they need for the transition. The curricula should be created accordingly, and easy access to the programmes should be ensured. At all levels of the educational system, including formal and non-formal education, necessary arrangements should be made to provide new skills to the labour force, especially for disadvantaged groups. In addition, measures should be designed to ensure that workers in the informal sector are trained and recruited for formal sector jobs in relevant industries.
- 6) Mechanisms should be established to facilitate the just transition for SMEs taking a supply supply chain approach:** It is observed that large companies have higher adaptive capacities and easier access to financial resources to support transition to a low-carbon economy and managing climate risks. Especially companies that have diversified their activities are already taking initiatives to manage transition risks in many different areas, including employment. On the other hand, it is quite difficult to say that SMEs have the means to manage transition risks. Yet, if SMEs fall behind in transformation, their delay will lead to disruptions in supply chains and cause widespread socioeconomic impacts. It is therefore necessary to support the transformation of SMEs and provide them with the necessary technical assistance and access to financial resources. In addition to the support mechanisms to be designed and implemented by the government, another line of support should be established with the guidance of large companies with which the smaller firms are in contact within the value chain. This type of support should be designed to facilitate access to financing and technical assistance, creating a common vision of transition.

**7) Companies should be encouraged for voluntarily reporting of transformation risks in their respective sectors:**

Similar to voluntary processes such as climate risk or carbon reporting, companies transitioning to more sustainable production processes within the scope of Green Deal compliance should be encouraged to disclose their employment risks and their plans to minimise these risks. This practice should start with enterprises in carbon-intensive sectors and expanded to other sectors, and companies should be supported by relevant public authorities to develop appropriate reporting practices in accordance with just transition principles, guidelines or standards to be prepared through cooperation with international organizations. Such report and strategies should be monitored to ensure their compliance with national and regional targets and strategies

**8) Mechanisms to monitor, evaluate, redesign and reposition the effectiveness of just transition mechanisms should be introduced, taking into account that this design is not a one-off process and may vary by region and time:**

The design of just transition mechanisms should be subjected to two-stage monitoring to ensure the effective operation of the policies. The first stage should entail a regional and/or sectoral monitoring mechanism to observe the functioning and results of the policy instruments that have been put into effect. In this way, it will be possible to monitor the effectiveness of the decisions taken during the implementation phase, and to intervene when necessary to increase effectiveness, by identifying the problems. The second stage of monitoring is an evaluation mechanism for the transition impacts that may occur in the future in the light of rapidly changing trends and technologies. This mechanism, which may be applied from a more central position compared to the first stage, can be designed as a specific planning unit. Such a unit would ensure that necessary interventions at different levels of training are implemented in a timely manner to meet changing demands by predicting the types of employment and skill categories that may be needed in the future in the light of global developments, as in the “skills forecast<sup>84</sup>” tool offered by the European Centre for Vocational Training Development (CEDEFOP). The effectiveness of the system can be improved and increased through observations and analyses to be made at these two stages and feedback provided for the design of the just transformation mechanism.

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<sup>84</sup> <https://www.cedefop.europa.eu/en/tools/skills-forecast>





## NOTES

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### **Istanbul Policy Center**

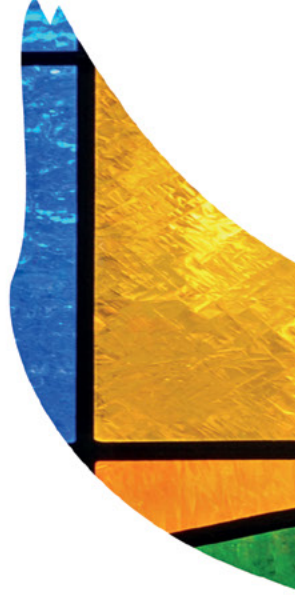
Istanbul Policy Center (IPC) is a global policy research institution that specializes in key social and political issues ranging from democratization to climate change, transatlantic relations to conflict resolution and mediation. IPC organizes and conducts its research under three main clusters: IPM-Sabancı University-Stiftung Mercator Initiative, Democratization and Institutional Reform, Conflict Resolution, and Mediation. Since 2001, IPC is providing decision makers, opinion leaders, and stakeholders objective analyses and innovative policy recommendations.

### **European Climate Foundation**

The European Climate Foundation (ECF) is founded to help Europe to become a low carbon community and to assume the leading role in fighting against climate change in the international arena. ECF focuses on “how” transition to a low carbon society would be, by keeping away from every kind of ideologies. Within the scope of cooperation with its partners, ECF aims to contribute these debates by putting forward the paths that will play the key role in this transition and results of different alternatives.

### **Agora Energiewende**

Agora Energiewende develops evidence-based and politically viable strategies to advance the goal of successful transition to clean energy in Germany and Europe being in the first place and the rest of the world. Being a think tank and policy laboratory, Agora provides a productive exchange of ideas while aiming to share knowledge with stakeholders from politics, business, and academic world. Our policy proposals are practical and free of prior ideological commitments. Agora, a non-profit organization funded by donations, has dedicated itself not to corporate and political benefits but to fighting against climate change.



Bankalar Caddesi,  
Minerva Han, No:2, Kat:3  
34420 Karaköy / İstanbul  
Tel: +90 212 292 49 51  
E-mail: info@shura.org.tr  
[www.shura.org.tr](http://www.shura.org.tr)

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