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CLIMATE CHANGE AND THE POSSIBILITY OF A JUST TRANSITION: WHO SHOULD WE TELL, WHAT SHOULD WE TELL, AND HOW?

JUST TRANSITION COMMUNICATION GUIDE FOR PUBLIC INSTITUTIONS



IMPRESSUM

Just Transition Communication Guide for Public Institutions

SEPTEMBER 2026

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INTRODUCTION

This guide was prepared to support the communication processes of central and local public institutions that work on just transition or wish to relate this topic to their area of responsibility. The guide does not focus on determining the substance of just transition policy; rather, it centers on how existing, planned, or contemplated processes can be communicated to the public and relevant stakeholders in language that is clear, understandable, cautious, and conducive to participation.

As YADA Foundation, in previous years we had the opportunity to support the work of various organizations active in the fields of climate change and ecology and to generate knowledge on the issue in different field contexts. Building on this experience, we implemented the **'Communication Roadmap for Just Transition in Türkiye'** with the support of the 'German-Turkish Climate Cooperation: Strengthening Civil Society for Climate Action Project,' commissioned by the German Federal Ministry for the Environment, Climate Action, Nature Conservation and Nuclear Safety (BMUKN), financed by the International Climate Initiative (IKI), and carried out under GIZ's (Deutsche Gesellschaft für Internationale Zusammenarbeit) Climate Diplomacy Action Programme. Through the **'Just Transition Perception Research'** conducted under the project, we examined national and local perceptions of the issue and assessed the interviews in terms of communication needs and cautions. The guide in your hands is an accessible and practical output of this research and dialogue process, focused on public communication.

The guide aims to provide common ground for communication on just transition in Türkiye. Insights from the research findings, field experience, discourse analysis, the Germany study visit, and stakeholder meetings are reconsidered from the perspective of public institutions' communication with different stakeholders. The aim is to contribute to an approach that makes the status of official information and the limits of institutions' mandates visible; explains risks and opportunities together; takes account of differences between central and local contexts; and makes participation and feedback part of communication. The guide brings together the conceptual background, research findings, and practical recommendations in a form that can be used on its own, without requiring reference to another publication.

We hope that this guide, a product of learning, discussion, and collective production, will serve as a useful resource for people and units in public institutions that communicate on just transition or are preparing to work in this field. We thank the participants who shared their experiences and views during the research process; the stakeholders who enriched the work with their ideas at the Agora Meetings and workshops; and the Climate Alliance team, whose knowledge, experience, and cooperation contributed throughout the project.

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Brief Information About the Project

Through the '**Communication Roadmap for Just Transition in Türkiye'** project, we aimed to understand how the economic, social, and technological transformation processes accelerated by the climate crisis are perceived in Türkiye; to reveal how the just transition approach is evaluated by different social actors; and to contribute to the development of a more inclusive communication approach in this field. To this end, we carried out a comprehensive discourse analysis examining how just transition discourse is constructed on social media and how it is produced by different actors. In this research, we used the X platform (formerly Twitter) for social media discourse analysis. Since Meta's data access policies significantly limit researchers' ability to systematically analyze content shared in closed groups and content visible only to friends, X was chosen as the primary data source because it provides data suitable for comparable and quantitative discourse analysis.

In addition, we conducted in-depth interviews at the national level with civil society organizations, trade unions, academics, and political actors. Through **field research in Soma, Tavşanlı, and İskenderun**, we explored local experiences in coal regions and industrial cities.

After completing the research, we organized three separate Agora Meetings in Istanbul, İlzmir and Diyarbakır to collectively evaluate, develop, and consolidate the findings with different segments of society. We designed these meetings not simply as events where research results were presented, but as participatory dialogue spaces where participants from different cities and fields of work could discuss the findings in light of their own experiences and jointly evaluate needs, concerns, and recommendations regarding just transition.

Through the 'Communication Roadmap for Just Transition in Türkiye' project, we aimed to understand public perceptions and narratives concerning just transition in Türkiye and to develop communication approaches that would strengthen stakeholder participation and public support in energy and social transformation processes. Prepared in light of the research findings and discussions at the Agora Meetings, this guide translates that body of knowledge into a communication framework that public institutions can use. The recommendations in the guide are not intended to define policy, programmes, or commitments on behalf of any institution. They contain communication recommendations that institutions can adapt to their own mandates, responsibilities, and official processes concerning just transition.

Guide Roadmap

When designing the guide, we sought to address three needs together:

- Provide common conceptual ground for public employees encountering the issue of just transition for the first time,
- Make the research findings produced under the project readable from a public communication perspective,
- Provide principles, message frameworks, and checklists that central and local public institutions can adapt to their own areas of responsibility.

The guide consists of two main parts. The first covers the concepts of just transition and climate justice, the policy context in Türkiye, the Germany case, and findings from the project research. It thereby establishes common conceptual and contextual ground before communication begins.

The second part focuses on communication practices in public institutions. It includes core principles, differences between central and local roles, stakeholders' information needs, a method for constructing messages, participation and channel selection, sample-language tables, and checklists for before, during, and after communication.

Although the sections complement one another, the guide was designed so readers can consult the topic they need directly. The sample language is not ready-made official wording; it must be adapted in light of the institution's mandate, the current status of the decision, verified data, and the local context.

CONCEPTUAL BACKGROUND

What Exactly is 'Just Transition'?

The foundations of the idea of just transition date back to the 1970s, when U.S. trade union leader Tony Mazzocchi argued that the costs of environmental policies should not be borne by workers. The term 'Just Transition' began to be used in the 1990s to describe this approach and later became one of the fundamental concepts of international climate policy.

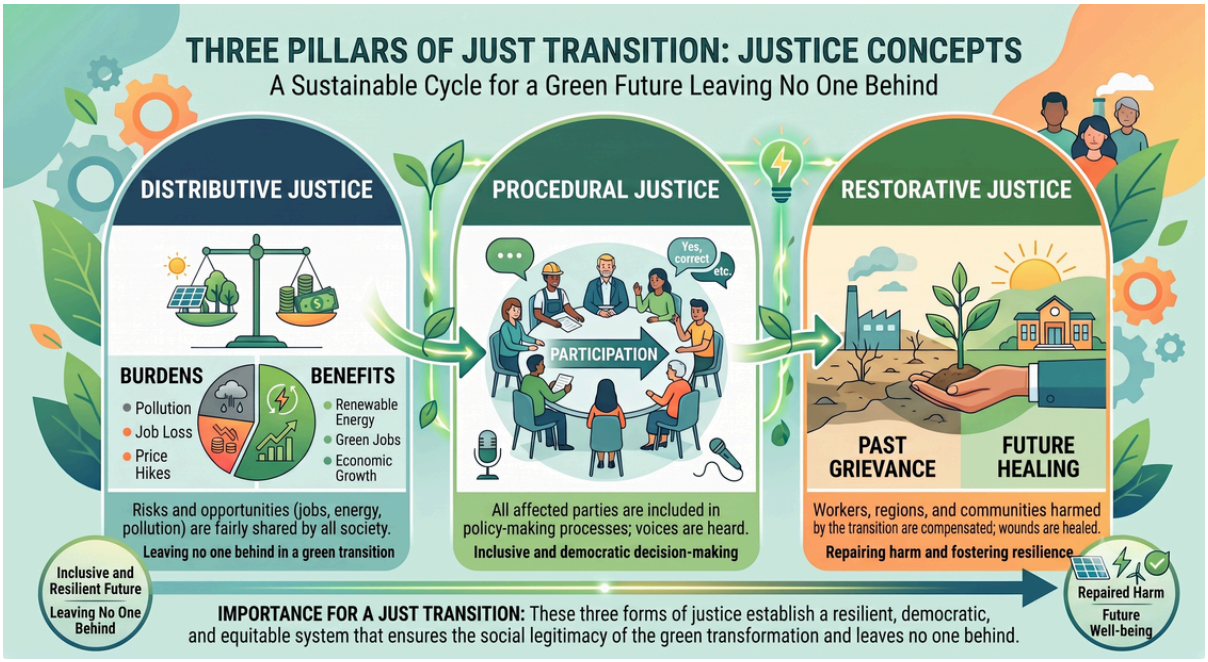
As the concept evolved, the fair distribution of resources (distributive justice), inclusive decision-making processes (procedural justice), and an aim to remedy past inequalities through the transformation process (restorative justice) emerged as the three core dimensions of justice within just transition (Wang and Lo, 2021).

In other words, understanding just transition requires understanding these three concepts:

Distribution of Resources: Refers to the equitable distribution of the environmental, social, and economic risks arising from the transition to a low-carbon economy (such as job losses and rising electricity prices), as well as green job opportunities and technological benefits, across different segments of society.

Inclusive Procedures: Advocates for democratic, transparent, and participatory decision-making processes in energy and climate policies, ensuring that the voices of local communities, workers, and especially vulnerable groups directly affected by the transition are included in these processes.

Restorative Characteristics of the Process: Focuses on implementing compensatory, supportive, and restorative policies (such as compensation, targeted assistance, or restructuring) for regions harmed by the phase-out of traditional energy industries, workers who lose their jobs, and disadvantaged communities that have long been exposed to fossil fuel pollution.



At its core, just transition means managing both the risks and the opportunities of the transition to a net-zero economy together, ensuring that no one is left behind (Bir Buçuk Derece, n.d.).

The Spectrum of Approaches to 'Just Transition'

Since the concept is open to different interpretations by different actors at every stage, the Wuppertal Institute (2022) classifies approaches to just transition into four categories along an axis between preserving and transforming the existing system:

- **The Status Quo Approach** limits the transition to compensation and vocational training programmes for workers, without developing critiques of or proposals for existing systems.
- **Managerial Reform** adds standards and social dialogue based on negotiations among governments, trade unions, and employers.
- **Structural Reform** focuses on guaranteeing the distribution of benefits and participation in decision-making processes.
- **The Transformative Approach**, unlike the other approaches, argues that solving the climate crisis requires a complete overhaul of the current economic and political system.

In practice, a significant share of just transition policies is positioned between managerial reform and structural reform. These approaches focus on issues such as social dialogue, institutional coordination, employment policies, and participation in decision-making, while debates about the economic and social system envisioned by the transformative approach receive relatively limited attention (Wuppertal Institute, 2022). This requires just transition to be understood not only as a technical or administrative transformation, but also as a question of justice that asks how the costs and benefits of transformation will be shared among different segments of society.

Therefore, just transition is not only a technical or managerial issue; it is also a matter of justice, and more specifically, climate justice.

What is Climate Justice?

Climate justice is an ethical, political, and rights-based framework that argues that the risks, costs, and responsibilities arising from the global climate crisis should be addressed equitably, taking historical inequalities and structural power dynamics within the international system into account (Okereke, 2010).

The climate crisis does not affect everyone equally. Different regions of the world and different social groups experience its impacts in different ways. Injustice appears both internationally and nationally. 'Developed' countries, which have contributed to creating the climate crisis, are significantly less affected by its consequences than 'less developed' countries. Similarly, vulnerable groups with smaller carbon footprints become even more vulnerable when facing the negative impacts of climate change.

So, what exactly do we mean by justice? Research identifies five fundamental mechanisms of justice. Some overlap with the dimensions of just transition. Here, the traces of a discussion on a more 'global scale' are particularly evident.

1. **Distributive Justice:** Seeks the fair distribution among social groups of the socioeconomic and environmental burdens of the climate crisis (pollution, risks, and costs), as well as the benefits of climate action, such as green job opportunities or renewable energy. It focuses particularly on the present and future needs of marginalized communities.

2. **Procedural Justice:** Advocates for inclusive, democratic, and transparent decision-making mechanisms in climate governance and planning processes. It aims to overcome structural barriers such as language barriers, institutional racism, caste systems, gender-based discrimination, and gender injustice, ensuring the proactive participation of historically excluded groups.

3. **Recognition Justice:** Recognizes different identities, local and Indigenous knowledge systems, cultural worldviews, and values as legitimate. Moving beyond Western-centered paradigms requires that women, Indigenous peoples, and forms of invisible care work be recognized as rights-bearing actors in climate solutions.

4. **Corrective / Compensatory Justice:** Focuses on historical responsibilities and past rights violations, including apologies, compensation, and financial reparations. Based on the 'polluter pays' principle, it argues that the Global North should provide climate finance to the Global South because of its historical emissions and compensate for lost development opportunities.

5. **Temporal and Intergenerational Justice:** Aims to protect the health and well-being of both present and future generations. It involves planning for the long-term impacts of decisions, embedding mitigation measures within a fair process, and moving beyond a human-centered perspective to consider the well-being of 'more-than-human' beings (other species and ecosystems) in future generations.

If we wanted to summarize all of this in a single sentence: 'The climate issue is a rights issue.' And within that issue, just transition holds a critical place.

CLIMATE POLICIES AND JUST TRANSITION IN TÜRKİYE



CLIMATE POLICIES AND JUST TRANSITION IN TÜRKİYE

Following the ratification of the Paris Agreement by the Grand National Assembly of Türkiye in 2021, Türkiye announced its target of reducing greenhouse gas emissions to net zero by 2053. The Green Deal Action Plan, National Energy Plan, Renewable Energy 2035 Roadmap, Long-Term Climate Strategy, 12th Development Plan, Medium-Term Programme, and the Climate Law that entered into force in 2025 have created a framework in which climate, energy, industry, employment, and development are increasingly addressed together. In this process, just transition has also become a policy area that appears more frequently in different policy documents and was defined legally for the first time through the Climate Law.

In its Intended Nationally Determined Contribution submitted to the Secretariat of the United Nations Framework Convention on Climate Change in 2015, Türkiye envisaged reducing emissions growth by 21% compared with the reference scenario. In the updated Nationally Determined Contribution announced in 2022, this rate was raised to 41%, and emissions were targeted to peak in 2038. Türkiye therefore does not yet have a target for reducing greenhouse gas emissions in absolute terms. Yet phase-out projections compatible with the 2053 net-zero target indicate that Türkiye needs to shut down its last coal-fired thermal power plant within the next 15 years—in other words, it needs to phase out coal.

Coal Economy and Coal Phase-Out

At the time this guide was prepared, Türkiye had no announced decision to eliminate coal consumption in electricity generation or industry. Nevertheless, the data examined and the field interviews conducted under the project indicate that the coal economy is being affected by market conditions, legal processes, technological developments, and changes in international trade.

Employment in the coal sector has decreased by 33% over the last 15 years, participation in thermal power plant tenders is steadily declining, and some existing plants are closing because of profitability problems and debt. Thus, even though a coal phase-out has not been officially declared, a silent transformation is taking place. This creates the risk that transformation in coal regions will begin before a planned policy process and that the instruments needed to manage its economic, social, and spatial consequences have not yet been established.

The Development of Just Transition Within the Policy and Legal Framework

Just transition efforts became more visible in public administration from 2021 onward. Following the European Union's announcement of the European Green Deal, the Ministry of Trade published the Green Deal Action Plan in 2021 and established the 'Just Transition Specialized Working Group' under the Green Deal Working Group. This initial framework emphasized the green transformation of sectors engaged in trade with the European Union and the effects of that transformation on employment. There is not yet a detailed study concerning coal mining and coal-fired thermal power plants.

The 12th Development Plan (2024–2028), the first development plan to include the concept of just transition, envisaged establishing just transition mechanisms to protect the workforce from the negative effects of the green transition, preparing a just transition strategy, and conducting needs assessments for regions that could be most affected by the green transition. The Climate Change Mitigation Strategy and Action Plan (2024–2030) expanded this framework. It includes preparing a National Just Transition Strategy, strengthening social dialogue, preparing the workforce for transformation, increasing the participation of groups requiring special policy attention, and reducing the risk of energy poverty.

With the Climate Law, which entered into force in 2025, the concept and principle of just transition were legally defined for the first time. It became mandatory to take just transition requirements into account in greenhouse gas mitigation activities and local climate change action plans. Articles 12 and 13 of the Law also established a legal basis for developing mechanisms to finance just transition activities and enable relevant actors to benefit from support.

These developments show that just transition in Türkiye is evolving beyond a conceptual topic into a legal and institutional policy field. Nevertheless, current efforts are still shaped largely around the green and digital transformation of industry, compliance with the Emissions Trading System (ETS), preparing the workforce for transformation, and protecting employment. Although the Long-Term Climate Strategy foresees the development of just transition policies at national, regional, and sectoral levels, coal phase-out and the economic and social transformation of coal regions are not yet at the center of this policy framework.

From a public communication perspective, it is important to address and follow current legislation separately from approaches that are still under development.

Communicating the Sectoral and Regional Framework

The National Just Transition Strategy, whose preparations are discussed in the source documents for this guide, is expected to cover different policy areas, including employment, social protection, social assistance, occupational health and safety, and migration, on the basis of sectoral and regional analyses. The current preparation process emphasizes the green and digital transformation of industry and compliance with the ETS. The approach to how the economic and social transformation of coal regions will be addressed within this framework cannot yet be clearly traced through existing documents and publicly available information.

In this context, in addition to just transition finding a place in public policy in Türkiye, it is important to clarify which sectors, regions, and social groups the emerging approach will cover. On the one hand, just transition is gaining a legal basis, a national strategy is being prepared, and policy instruments for sectoral transformation are being developed. On the other hand, it is not yet clear how the impacts of the contraction that has occurred or may occur in coal mining and coal-fired thermal power plants on employment, local economies, and regional development will be addressed within these efforts. Similarly, the framework for economic diversification, social protection, local governance, and financing mechanisms in coal regions, and how these regions will participate in policymaking processes, have not yet been clarified.

The National Just Transition Strategy and the secondary legislation to be prepared under the Climate Law constitute a new stage at which the scope and implementation tools of just transition policies may be defined in greater detail. It will be important in this process to determine how planning, governance, and financing instruments for coal regions will be addressed together with economic diversification, employment transformation, local development, and the management of the social impacts of transformation.

In conclusion, although Türkiye's policy framework on just transition has developed significantly in recent years, the current picture does not yet include a coal phase-out policy or a comprehensive transformation framework for coal regions. Although there is no official decision to phase out the coal sector, the possible impacts of contraction trends in the sector on employment and local economies remain an ongoing policy issue. The fact that place-based planning, governance, and financing tools for the transformation of these regions have not yet been clarified is another notable feature of the current framework. For this reason, the extent to which the emerging national and sectoral just transition framework will encompass the specific needs and transformation dynamics of coal regions will be one of the important policy issues in the period ahead.

When public institutions explain information and processes within their mandates, they should identify the responsible institutions, the legal or administrative status of the decision, its effective date, and the application or participation channels. If a matter within another institution's mandate is being communicated, people should be directed to the relevant official source rather than being given assumptions or interpretations.

In conclusion, as the policy framework develops, the role of communication is not to present elements that have not yet been finalized as though they were complete, but to explain the current situation, the possible effects of change, the role of institutions, and the points that remain uncertain in an understandable way. This approach contributes to managing different expectations and building a more trustworthy relationship with the public.

CASE STUDY: GERMANY



CASE STUDY: GERMANY

One of the essential components of conceptual work on just transition is a detailed examination of examples from around the world. In Türkiye, many different studies have also been written in this context. The experiences of Germany, Spain, South Africa, Poland, and Chile have been discussed and analyzed in detail in reports from different perspectives. As part of the project through which we prepared this guide, we had the opportunity to explore the Germany case in depth through a study visit and meetings with different experts.

Throughout the study visit, we had the opportunity to examine first-hand knowledge and good practices in the fields of climate governance, just transition, climate communication, and civil society participation, and to exchange experiences. As part of the visit, we organized a workshop in Berlin with leading civil society organizations working on climate policy and advocacy, as well as organizations active in environmental protection, energy transition, labour, gender equality, and public policy in Germany. During the workshop, participants were invited to reflect and discuss the following guiding questions together:

- What processes made just transition a public issue in Germany?
- Was there a central conflict around concepts such as climate action and development?
- How did public demand for just transition emerge? How was trust built, and how were workers and other segments of society included in decision-making processes?
- What were the roles of local governments, the central government, national policies, and other stakeholders during the transition process?
- How were gender equality and youth participation addressed throughout these processes?

During our study visit to Germany, we held meetings with public institutions, academics, and civil society representatives in different regions, particularly **Berlin, the Ruhr Region, and Lausitz (Cottbus)**. We also visited the **Inden-Lucherberg open-pit lignite mine, the Bergheim-Niederaußem thermal power plant area, the Zollverein Industrial Heritage Site, listed as a UNESCO World Heritage Site, and the Cottbuser Ostsee transformation site** to examine Germany's coal phase-out and regional transformation practices on site. These examples demonstrate that, thanks to long-term planning in former coal regions, mining sites have been transformed into lakes, recreational areas, and industrial heritage sites, while environmental restoration has been addressed together with economic diversification, infrastructure investment, and new investment areas.

At the same time, one of the most important outcomes of the study visit was our observation that discussions on just transition in Germany are, in practice, conducted primarily around spatial transformation, environmental restoration, and economic restructuring. By contrast, the long-term social impacts of the coal phase-out on the everyday lives of workers, women, local communities, and other affected groups occupy a comparatively limited place in public debate and expert assessments. We did not interpret this as a shortcoming of the study visit, but rather as an important observation showing that just transition in Germany is largely framed through physical and economic transformation.

This experience offers an important lesson for Türkiye. Focusing only on the technical, environmental, and economic dimensions of just transition is not enough; there is also a need for an approach that makes visible how workers, women, young people, and local communities experience transformation, placing lived experiences and social impacts at the center.

In this section of the guide, we aim to reinforce the concept of just transition by sharing the main findings of this study visit and examining its central issues through an example.

The 'discussion paper' shared with us during the study visit (Schoen and Wältring, 2023) summarizes the process as follows:

"Compared with Türkiye, coal phase-out entered Germany's agenda at a much earlier stage. Although texts written today analyze Germany's energy transition through a climate lens, it would be too strong a claim to say that climate was the primary motivation behind the coal phase-out when the process first began."

The paper identifies the initial motivations behind the process under two headings:

- **Competitiveness Crisis:** In Germany, especially in the Ruhr Valley, hard coal could no longer be extracted from open pits or shallow depths. Mining had to be carried out at depths of up to 1,500 meters, which dramatically increased production costs.
- **Global Market and Energy Diversification:** Following the liberalization of the energy sector, cheap imported coal from countries such as the United States, South Africa, and Australia replaced domestic production. At the same time, the diversification of the energy mix toward inexpensive imported oil, natural gas, and nuclear energy reduced demand for domestic coal. Today, however, the 'slogan' of the ongoing energy transition has changed, and the process is now being discussed under the following headings.
- **Climate Change and Sustainability:** Since the 2000s, the motivation for coal phase-out has become fully centered on the climate crisis, reducing greenhouse gas emissions, and environmental protection.
- **International Commitments and Legal Targets:** The European Union Emissions Trading System (EU ETS), established in 2005 to implement the Kyoto Protocol, compelled polluting industries to reduce emissions. Later, following the 2015 Paris Agreement and the EU's 2050 net-zero targets, Germany legally committed to becoming greenhouse gas neutral by 2045. This made the complete closure of coal-fired thermal power plants and lignite mines, which are responsible for a major share of electricity generation emissions, mandatory.

Germany began its fossil fuel phase-out process in the 1960s and has gradually set the goal of becoming completely coal-free by the late 2030s. The document divides this long process into three main periods:

- **1960s–1970s (Centralized / Protective Period):** Large government subsidies (such as the Kohlepfennig) were provided to the sector to prevent economic collapse, while early retirement schemes and social compensation mechanisms were introduced for workers.
- **1980s–1990s (Bottom-Up Period):** A fundamental paradigm shift took place, with a focus on endogenous local potential, SMEs, and university-industry cooperation. Through the IBA Emscher Park model, former mining sites were transformed into industrial heritage tourism areas and technology parks.
- **2000s and Beyond (Regulatory / Sustainable Period):** The transformation became integrated with climate targets and legally established coal phase-out timelines (Kohleausstieg).

According to the paper, 'leaving no one behind,' one of the core principles of just transition, includes socioeconomic steps taken to protect workers, vulnerable populations, and affected communities that could be harmed during the transition. The main measures and steps implemented in Germany under this objective were:

- **Social Security and Protection Safety Net (Baseline Policies):** Workers and businesses were provided with unemployment insurance, income support, and access to a professional public healthcare system as a safety net during periods of crisis.
- **Early Retirement Incentives:** State-supported early retirement plans were introduced to protect the socioeconomic status of mine workers during the transition (for example, retirement at age 50 for underground miners and 57 for surface miners).
- **Reskilling and Vocational Training:** Career counselling infrastructure was expanded, specialized skills training was financed, and dual vocational education programmes were supported to help young people and workers leaving the sector adapt to new lines of work.
- **Employment Support and Job Creation:** While major infrastructure investments and the construction sector created temporary employment, employers received subsidies for workers transitioning into new and mass-employment sectors such as automotive manufacturing, light industry, and electronics.
- **Regional and Urban Development Investments:** Road networks were modernized, and hospitals, parks, and a new university network were established to improve the attractiveness and living standards of mining-affected cities.
- **Transformation of Former Industrial Sites:** Coal and mining sites were converted through IBA projects into startup hubs, business parks, cultural heritage sites, and tourism destinations, creating new livelihoods for local communities.
- **Social Dialogue and Workers' Rights:** Legal rights (Mitbestimmung) that allow workers to have a say in company management and sector-level collective bargaining were preserved, ensuring that transition compensation was negotiated fairly.

This foundational analysis provides a highly comprehensive overview of the Germany case while also enabling us to identify its main challenges.

The motivation behind coal phase-out changed over time: Germany's coal phase-out process was initially driven by financial motivations. The cost of producing coal in Germany became so high that continuing production no longer made sense. Coal phase-out therefore became an essential part of an unavoidable transformation. The transformation was not limited to abandoning coal; it also involved moving away from the heavy industrial sectors associated with Germany toward industries aligned with the needs of a new era. Transforming energy effectively meant transforming the country's entire economic strategy.

Social issues were not at the center: Over time, these steps began to be considered within the climate agenda. However, because the transition process was not initially designed around social issues, the most critical social concern became preventing the loss of rights. Although steps were taken to prevent rights losses, the intersectional dimension of the issue does not occupy a central place in Germany's transition narrative. Systematic data, policy instruments, and communication narratives about how women, young people, children, care work, and vulnerable groups experience the transition remain comparatively less visible. This makes it more difficult to understand the social impacts of a transformation that has unfolded over many years. In this sense, it is possible to say that the transition was just in terms of protecting workers from losing rights. However, there is no clear answer to the question, 'Can we speak of justice for all segments of society?' This observation also demonstrates that the social dimension of just transition should not be evaluated only through employment and workers' rights; there is a need for a more inclusive communication approach that makes visible the needs, experiences, and inequalities of different social groups.

What can we learn from this?

- Climate is not always a precondition for work carried out toward a 'Just Transition.' Transitions driven by economic reasons, such as the cost of coal production making production itself financially meaningless, can, over time, find a place within discussions of climate and justice.
- The social dimension of just transition must be part of the process from the very beginning. When social impacts, inequalities, and the needs of different social groups are not taken into account at the outset, it becomes extremely difficult to address this gap later. For this reason, gender equality, youth, workers' rights, and other intersecting inequalities should be incorporated into decision-making processes and communication strategies from the start, as basic conditions of a just transition. Although the context in which the transition is discussed may evolve over time (from economic concerns to climate needs), a transition that is not inclusive from the outset cannot be made inclusive later. The economic, environmental, and technical dimensions of transition may evolve over time, but inclusivity cannot simply be added afterward; it must be established as a foundational principle from the outset of the transformation.
- Cultural tools and places of memory are important communication instruments for explaining just transition and strengthening public dialogue. As illustrated by the Ruhr Museum, preserving coal history and making it visible is valuable. However, these spaces should not reduce transformation to a symbolic success story; they should also make the labour struggles and social costs of the past visible, keeping collective memory alive.

Of course, the German case is one in which the European Union's and the country's own financial resources were mobilized, and determination was shown to sustain the process despite its long duration. It also has features that can inspire work on other issues such as governance. In this guide, however, we took care to focus on the part of the analysis that can serve as a reference for communication in Türkiye.

THE CURRENT STATE OF PERCEPTIONS OF JUST TRANSITION IN TÜRKİYE



THE CURRENT STATE OF PERCEPTIONS OF JUST TRANSITION IN TÜRKİYE

In this section, based on the findings of our research and the discussions held during the Agora Meetings, we have compiled the issues that all stakeholders should jointly place on their agenda for communication on just transition.

What Do We Understand by Just Transition?

How is Just Transition Discussed on Social Media?

As part of the research, we conducted a discourse analysis to identify the narratives developed by social media users (actors) in Türkiye around coal phase-out and just transition and to map the dominant discourse frames, actor profiles, and discourse producers. The study was conducted using the following methodology:

- Tweets posted on[1] the X platform during the past year were collected. A total of 5,101 tweets were screened based on keywords and criteria of relevance to the research context. Of the 5,101 tweets, 362 were selected for analysis according to contextual relevance and diversity criteria.
- The tweets included in the sample were tagged according to profile, content, and engagement characteristics under seven separate categories.
- The analyzed tweets were coded into five main discourse groups and thematic concepts within those groups according to their content (Table 1).

DISCOURSE GROUP	CODED CONCEPTS
1. Core Concepts	Coal phase-out, just transition, just transformation, climate justice, climate crisis, energy transition, green energy, fossil fuels, health.
2. Labour Discourses	Privatization, mine workers, thermal power plant workers, unemployment, trade unions, workplace deaths, Çayırhan.
3. Resistance Discourses	Western narrative, domestic coal, energy independence, foreign imposition, concerns about unemployment, critical narratives around the Climate Law.
4. Political / Institutional Discourses	Net zero, Climate Law, ETS (Emissions Trading System), Paris Agreement, COP processes, carbon neutrality, fossil fuel policies, Green Deal, CBAM (Carbon Border Adjustment Mechanism), thermal power plant closure policies.
5. Local / Regional Discourses	Akbelen, Muğla, Soma, Amasra, Zonguldak, Tavşanlı, Kangal, Afşin-Elbistan.

Table 1. Discourse groups and coded concepts

[1] This research used the X platform (formerly Twitter) for social media discourse analysis. The main reason was that systematic and scalable access to Facebook data for research purposes is significantly restricted. Facebook data were not included in the analysis because of the technical and administrative restrictions Meta imposes on access to data for research and because a significant proportion of content on the platform is produced in closed groups and private posts. These conditions significantly limit the possibility of conducting systematic and comparable quantitative discourse analysis on Facebook.

The study's most central findings can be summarized as follows:

Demands are more visible; resistance remains in the minority: Of the 362 tweets in the dataset, 41% (148 tweets) belonged to the Core Concepts group, producing information and awareness content around coal phase-out, just transition, and climate justice. Resistance Discourses accounted for only 32 tweets (8.8%). This is not a systematic limitation of the dataset; it reflects the discourse environment: on Turkish-language X, voices advocating coal phase-out are much more numerous and organized, while opposing voices are fragmented and receive relatively low engagement. This does not mean there is a broad public consensus around a coal phase-out. Rather, it indicates a discourse structure in which the climate movement is more organized and visible on X than other actors.

Local/regional narratives receive higher engagement than other narratives: Concrete local crises such as Akbelen, Amasra, and Soma attract significantly more attention than abstract climate narratives. The Akbelen sub-tag alone appeared in 22 tweets and generated the highest engagement figures. Abstract policy frameworks do not attract people's attention; concrete cases and local stories do.

Although there are political differences in resistance, there is common ground on which the discourse converges: Resistance to just transition and coal phase-out creates an interesting space where the 'right' and 'left' poles converge. Right-wing discourse frames coal phase-out as a 'Western plot'[2] based on nationalist concerns about sovereignty. Left-critical discourse opposes the issue from a clear position that workers will bear the cost.

The existing positive and more widespread discourse is produced by a relatively homogeneous group: Tweets supporting just transition and coal phase-out are predominantly posted by middle-aged men with medium or high socioeconomic status.

Platforms, initiatives, and coalitions produce discourse, but their engagement is low: Most content on the issue comes from these actors—in other words, institutional civil society actors. However, this content does not receive sufficient engagement. By contrast, posts shared by opinion leaders generate markedly higher engagement.

The discourse clusters identified in the analysis can be summarized as follows:

- **Core Concepts Discourse Group:** Content indicating frames concerning the core concepts of just transition and coal phase-out, and approaches to these issues, was categorized under this group.
- **Labour Discourse Group:** Content concerning mine workers' rights, privatization, unemployment, and related issues was categorized under this group.
- **Resistance Discourses Group:** Content opposing just transition, energy transition, and similar issues, and expressing resistance to them was included under this heading.
- **Political / Institutional Discourse Group:** This category primarily included content addressing the issue at the level of high politics and the national or global agenda.
- **Local / Regional Discourse Group:** Content at the intersection of local resistance and energy transition was also assessed under this group.

[2] The expression 'a Western plot' refers to a resistance narrative identified during the research. Within this narrative, just transition and coal phase-out policies are framed as agendas imposed on Türkiye by Western countries or international organizations rather than arising from Türkiye's own needs.

Table 2 shows the prevalence of these groups within the tags used and the keywords under which the content was categorized. The percentages in the table indicate their shares of the total.

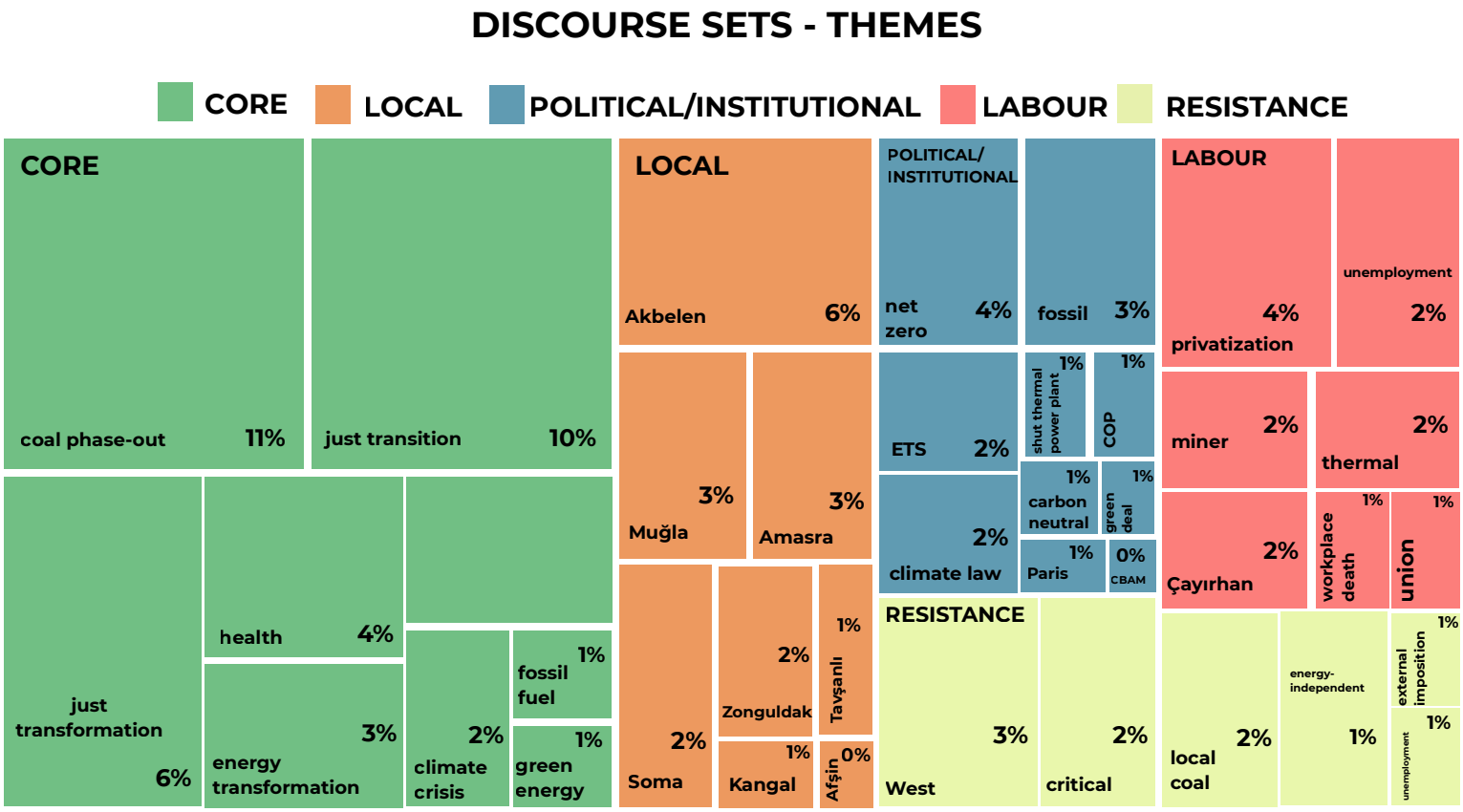


Table 2. Share of social media discourse-cluster tags in total discourse

The key findings for the discourse groups are as follows:

Core Concepts Discourse Group: The dataset examined shows that the expression 'just transition' became more visible over time alongside 'just transformation' and 'coal phase-out.' Technical-economic frames such as the current account deficit, import dependence, and energy security received greater reach and engagement than abstract climate arguments, while the visibility of health-related frames declined during the review period. Non-public institutions (platforms, initiatives, and coalitions) stood out in content production, although some individual accounts and opinion leaders achieved up to three times greater reach. The political-profile analysis shows that content in this dataset was concentrated more among left-wing and liberal profiles, while the share of right-wing and nationalist profiles remained at approximately 1%. This distribution describes the X dataset examined, not society as a whole.

Labour Discourse Group: Labour-themed content became more visible in 2025, when the Climate Law and the privatization of Çayırhan were on the agenda at the same time. Frames such as privatization, mine-worker identity, unemployment, 'national wealth,' and 'energy independence' created shared sensitivities across different political profiles. Although content under the unemployment heading received the highest engagement per person, it was produced in limited numbers; the workplace-deaths heading appeared only temporarily, flaring up and fading around particular incidents. Finally, the actor distribution shows that the CSO ecosystem remained in the background in this group and that real individuals—and then political accounts—had disproportionate power in spreading the discourse and achieving the highest engagement (an average of 234.9 likes).

Resistance Discourses Group: Resistance content intensified in two different periods and for different reasons. In 2022, frames concerning Europe's energy policies and 'Western hypocrisy' in the context of the Russia-Ukraine war came to the fore; in 2025, criticism of the Climate Law became prominent. Although the grounds for criticism differed by political profile, the strategic importance of hard coal in industry was one of the recurring themes. Content from right-wing and nationalist profiles received greater engagement but spread to a limited audience. At the actor level, unlike in just transition discourse, individual voices remained entirely weak and news accounts dominated this discourse (with exactly 836 times the views of individual voices); the theoretically powerful 'we will lose our jobs' argument and the direct voices of workers in coal regions were almost entirely absent from the discourse on X.

Political / Institutional Discourse Group: This group, in which technical policy terms such as 'net zero,' 'ETS,' 'CBAM,' and 'Paris Agreement' are used intensively, is the most specialized area of the dataset. The discourse increased during periods when Türkiye's official climate steps and civil society and expert assessments of those steps were visible. Although the rationales of different political profiles diverged (the left saying 'there is no coal phase-out,' and the far right claiming it is a 'global enslavement project'), the responsibility of major fossil fuel companies formed a shared frame in some content. Finally, platforms, initiatives, and coalitions, which made up 35% of the group, remained confined to a narrow expert circle with an average of 11.9 likes despite their policy monitoring and documentation; institutions and political accounts that spoke infrequently but reached large audiences when they did (an average of 270.8 likes and 144 reposts) stood out as the group's most influential actors.

Local / Regional Discourse Group: In the X data examined, 2025 was the period in which more local content was produced, with local issues such as Akbelen, Muğla, and Soma coming to the fore. Visibility was fueled not only by anniversaries but also by current events (such as developments concerning olive groves); institutions, political actors, and opinion leaders were effective in bringing some local issues onto the national agenda. The Akbelen time series shows that the local struggle became more visible only with external support (such as Nejla Işık's inclusion in the BBC 100 Women list and posts by opposition leaders), and that institutions/political actors and opinion leaders dominated engagement in bringing it onto the national agenda. The near-complete absence from X discourse of inland coal basins such as Afşin-Elbistan (Kahramanmaraş), Kangal (Sivas), and Tavşanlı (Kütahya), including Afşin-Elbistan, which holds Türkiye's largest lignite reserves, creates an important contrast that reflects the disproportionate visibility of struggles in coastal regions. This difference reflects the distribution of visibility on the platform examined, not the magnitude of local problems.

What does this analysis tell us from the perspective of public communication?

- Content that frames just transition and coal phase-out positively is more visible in the X dataset examined. Nevertheless, this finding should not be read as a distribution of views across society as a whole; it must be assessed within the limitations of the platform used, the sample, and the review period.
- The higher engagement received by opinion leaders and individual accounts on some content points to the importance of intermediary actors who can communicate technical information briefly and clearly.
- The greater interest in everyday stories and local developments shows that abstract policy objectives need to be connected with daily life. However, when local examples are left on their own, just transition may be perceived as a problem affecting only certain regions. While linking local experience to a national transformation framework, communication should also make visible the fact that different regions do not have the same needs.

The Place of the Concept of Just Transition in Communication

The field component of the research was carried out using qualitative methods to understand Türkiye's different regional experiences of just transition and stakeholders' communication needs. Field visits were conducted in coal-producing regions (Soma and Tavşanlı) and İskenderun, where the iron and steel industry is concentrated; experts from different fields who work at the national level were also interviewed. Interviews were conducted with different stakeholder groups, including workers, trade union representatives, local governments, civil society organizations, women's organizations, youth representatives, professional chambers, academics, and local opinion leaders.

The field interviews show that, for some participants, the concept of 'just transition' creates a need for explanation rather than facilitating communication. The difficulties highlighted in participants' statements cluster around comprehensibility and awareness, connections with everyday life, the concept's local resonance, and institutional trust.

- **Comprehensibility and Awareness:** The concept was introduced into Türkiye very recently. Some participants interviewed found the concept new and part of specialist language. Although climate change is more widely recognized, there is largely no concrete understanding of what 'just transition' encompasses.
- **Connection with Everyday Life:** Participants' accounts indicate that the causal relationship between daily practices and climate policies cannot always be established. When topics such as coal phase-out or sectoral transformation are explained without being connected to local economic realities, the concept can remain distant and abstract.
- **Local Resonance and Legitimacy:** In the interviews, participants stated that the concept could be perceived as part of an externally introduced, 'Western-origin' agenda. When considered together with the economic and cultural meanings attached to existing energy resources (the perception that fossil fuels are 'domestic and national'), this perception can create tension in communication. Meanwhile, Türkiye's highly advantageous position in terms of renewable energy is largely unknown.
- **Trust:** Participants generally expressed concern. There is apprehension that the word 'just' will not be convincing unless supported by concrete practices and/or will be used as a label to present a compulsory transformation positively.

This highlights the importance in communication of using the concept together with verifiable information on processes, responsibility, and participation; framing it in a way that connects with citizens' everyday lives; defining protection mechanisms within integrated public planning; and giving importance to participation.

Whose Issue is Just Transition?

In the field research, experts' responses to the question 'Whose issue is just transition?' focused mostly on coal regions and workers in mines and thermal power plants. Although these groups are among those directly concerned by the transformation, the effects of changes in energy and production systems need to be considered within a broader stakeholder framework. Otherwise, we may face the reality that the effects of an 'unjust transition' will affect the entire economic and social structure.

This situation can be understood through the following key conclusions:

- The possibility of a contraction or closure in mining or thermal power plant operations may create economic and social change—through labour mobility and migration—in both regions that lose workers and regions that receive migrants. The direction and scale of these effects may vary by region and over time.

- Changes in employment may affect not only workers, but also households and local services. Possible issues include young people's concerns about the future, women's paid and unpaid labour, women's isolation as they remain in the home, and families' income security.

- The energy agenda may affect businesses of different sizes and supply chains, especially in energy-intensive sectors. An unplanned transformation may increase uncertainty for both employers and workers, multiplying the social and economic costs of transformation compared with a planned transition.

At the same time, with a just transition:

New sectors and economic activities create new employment opportunities. New sectors have the potential to bring with them a new economic model for the future and to create a multiplier effect. (However, public communication should not promise definite outcomes before the number, quality, location, and working conditions of jobs and the means of accessing them are known. Public institutions' preparation of action plans in coordination with their stakeholders and/or participation in processes and their efforts to increase participation can therefore make it possible to establish a direct link with the realistic outcomes of this communication.)

New fields of work may become more accessible to different social groups. The likelihood of realizing this possibility will be greater to the extent that interconnected elements such as education, care, transportation, recruitment, and working conditions can be brought together. (Communication should make these conditions visible and should not guarantee the outcome in advance.)

REGIONAL ANALYSIS: HOW IS JUST TRANSITION PERCEIVED IN TAVŞANLI, SOMA, AND İSKENDERUN?



Regional Analysis: How is Just Transition Perceived in Tavşanlı, Soma, and İskenderun?

Field Findings from Coal Regions (Soma and Tavşanlı)

The field interviews in Soma and Tavşanlı show that, among local stakeholders, there are concerns about changes in the structure of the coal-based local economy, particularly as a result of market conditions and privatizations. Some participants report that employment has contracted, link privatization processes to social and spatial inequalities, and state that young people's tendency to see their future in the coal sector has weakened.

Interviews with experts at the national level indicate that the 'coal-based local ecosystem' reinforces dependence on coal, yet also point to a quiet, shared acceptance in coal regions that the coal sector is coming to an end. People no longer see their future in this sector. This situation increases the potential for just transition to be perceived by local opinion leaders as an opportunity to address inequalities.

Needs and Expectations of the Region: The local actors interviewed spoke of economic diversity that prioritizes nature-friendly agriculture and tourism, together with a new, institutional industrial structure compatible with human dignity. For the process to succeed, communities need participatory mechanisms through which they can determine their own future, preferential access to financing, and a legal planning commitment capable of building regional policies at the national level.

It is critically important for the communication strategy to adopt an approach that makes these expectations visible and places the voices and demands of local actors at the center.

Field Findings from the Iron and Steel Region (İskenderun)

The field interviews in İskenderun indicate that the concept of 'just transition' is entirely unknown, that the climate crisis and green transition are not agenda items, and that the local agenda is shaped mainly around livelihoods, economic conditions, the post-earthquake process, and reconstruction. Some civil society representatives state that their field of activity is limited, while some participants express concerns about fairness in the distribution of public support. These statements are not a general judgment about public institutions; they point to the need for trust, clear criteria, and transparent application processes in communication.

The Situation in Industry and Concerns About the Future: The interviews show that technical preparations for the energy transition in industry are being considered together with high energy demand, costs, and economic conditions. Some business representatives express concerns about the short-term use of renewable resources and the fairness of international carbon regulations.

Employment and Working Culture: Trade union, civil society, and local community representatives share concerns that technological and sectoral change could increase production while reducing employment. Young people's pursuit of 'quick earnings' instead of labour-intensive jobs points to an important change in working culture.

In the communication context, the concerns mentioned in communication with employers should be listened to without being dismissed; official obligations, timelines, and information on existing support should be shared separately from interpretation; and public communication in general should make the experiences and expectations of different groups visible separately rather than presenting these assessments as a single social trend.

What does this situation tell us from the perspective of public communication?

Use of the concept: When used on its own, 'just transition' may remain distant or unclear. The concept should be explained by connecting it with the target group's everyday concerns and information needs.

Communication on just transition becomes understandable to the extent that it can establish verifiable links between climate objectives and people's lives, livelihoods, and shared future.

Communication actor	Which concept?	Target group	Why?
Local public institutions and local expert units	**Development, well-being, employment, health, the local economy, and just transition**	**Local stakeholders**	The research shows that the climate agenda can be perceived as distant at the local level, especially in coal regions. By explaining the institution's mandate and the official status, the issue can be connected with everyday life, local well-being, and development. Moving away from the 'abstract' language of climate and using language that connects with social values and everyday concerns (employment, health, and the local economy), while explaining what the transformation means in the lives of different segments of society, can make it easier to 'speak the same language' as stakeholders.
National policy and communication units	**Sectoral transformation, risks, opportunities, and just transition**	**National stakeholders; workers, families, and employers**	Just transition is not an issue that concerns only specific regions. A national message should explain sectoral and regional differences, known risks, verified opportunities, and uncertainties together. The presence of different actors working toward a central objective and the adoption of a participation-centered approach to processes will be among the fundamental steps that support long-term trust in the process.

The relationship between coal phase-out, sectoral transformation, and just transition

The research findings show that just transition can struggle to connect with broader segments of society when it is explained only through coal phase-out. The issue should be addressed together with the differing circumstances of sectors, regions, workers, and businesses, and an official decision should be distinguished from a possible scenario.

Cautious language that explains risks and opportunities together

Transformation in energy and industry does not produce the same outcome for everyone, especially in periods of economic uncertainty. Risks should not be minimized in public communication, and opportunities should not be guaranteed without data, authority, and finalized implementation information. Instead of claiming that everything will turn out positively, an approach that takes risks into account can create a more realistic perception and an opportunity to build trust among stakeholders.

For example:

- Unemployment may be a risk. It should be explained how this risk is addressed in the plan. New jobs, training, or support should be explained with their scope, conditions, and timeline only if they have been officially decided.
- Relocation may be a risk. It should be explained how this risk is addressed in the plan. Possibilities concerning new sectors and technologies should be shared transparently, together with local data and plans.

COMMON ISSUES HIGHLIGHTED DURING THE AGORA (MEYDAN) MEETINGS



COMMON ISSUES HIGHLIGHTED DURING THE AGORA MEETİNGS

Easy from a Distance, Difficult Up Close

The concepts of just transition and climate justice are not unfamiliar to institutions engaged in rights-based work or to decision-makers taking steps for the public good. However, when it comes to taking action on the issue, things can become more difficult.

For this reason, we opened the 'Agora' Meetings held within the scope of our project activities with the following question: 'What is the biggest challenge you face when working, or when you want to work, on climate change and/or just transition?' At the opening of the events, before discussing the issue together at all, we encountered a picture that closely paralleled the findings of the research we had conducted as part of the project:

1. Language, Communication, and Conceptual Challenges

Being Trapped in Technical Language and Disconnecting from Everyday Life: One of the most frequently emphasized issues was that the climate crisis and just transition are discussed in highly technical, scientific language. This makes it difficult to explain the concepts to shopkeepers, young people, and the broader public in their own language and to connect them with everyday life.

Conceptual Ambiguity and the Difficulty of Explanation: The fact that the concept of 'just transition' is not yet sufficiently understood in our country makes it difficult to communicate what it means both to people who have recently joined organizations and to broader segments of society.

Awareness Does Not Turn into Behaviour: Although there is awareness of climate change in society, the failure of this awareness to translate into lasting behavioural change, the perception of 'what difference will it make if I do something?', and conspiracy theories constitute significant obstacles.

2. Perceptions Concerning Ownership, Participation, and Institutional Capacity in Public Institutions

Perceptions Concerning Institutional Ownership: Some participants in the Agora Meetings state that they cannot see a clear area of ownership within public institutions when it comes to just transition and climate policies, and that the work of different public stakeholders is progressing in a fragmented manner. This perception demonstrates the need to explain the roles and responsibilities of institutions more clearly, especially at the local level, and the need for integrated communication about working relationships within the public sector.

Differences in Knowledge and Capacity Among Institutions: Participants indicate that there are differences in knowledge, priorities, and approaches concerning just transition and climate transformation among different institutions and levels of administration. This makes aligning common concepts, current information, and referral channels within public institutions an important communication need.

Perceptions of Participation and Institutional Counterparts: Some participants report that civil society actors have difficulty accessing decision-making processes or identifying the relevant public unit. This finding does not mean that all existing mechanisms are dysfunctional; rather, it indicates the need both to review and improve participation mechanisms and for institutions to make more visible the subjects, stages, and channels through which they seek views.

Communication of Policy and Legislation: Climate Law No. 7552 established a framework that incorporated the concept of 'just transition' into national legislation. During the research and Agora Meetings, questions were raised about how this framework would be implemented with respect to workers, women, young people, local communities, participation processes, financing instruments, and regional planning. These questions indicate current needs and also point to urgency: as implementation steps develop, the need to explain the scope, responsibilities, timeline, and eligibility conditions clearly will increase.[3]

3. Lack of Resources, Financing, and Capacity Within Civil Society

Financial Difficulties and the Challenge of Finding Ethical Financing: There is a lack of resources and networks needed to sustain work. Participants also stated that accessing ethical financing—funding that is aligned with the values of climate and just transition work, does not undermine independence, and does not come from the fossil fuel sector or other sources that may create conflicts of interest—is a significant challenge.

Lack of Experts, Data, and Institutional Capacity: Qualified human resources, experienced experts, and data collection opportunities in this field are limited. The fact that expertise largely has to be maintained through 'project-based' work makes it difficult to build institutional knowledge and continuity.

Difficulty Entering the Field and Starting Work on Just Transition: Organizations that do not consider climate change their primary area of work, as well as individuals and organizations that are just beginning to work in this field, stated that they do not know where to begin with just transition. The lack of inclusive guidance mechanisms, shared learning spaces, and networks that can establish connections between institutions emerged as a major need.

4. Need for Alignment Between Macro Policies and Local Contexts

Visibility of Local Needs: Participants state that nationally developed strategy and communication language do not always connect sufficiently with local conditions. Because different regions do not have the same economic structure, social fabric, existing infrastructure, and priorities, they emphasize that common messages should take local needs into account and be supplemented with local knowledge.

[3] Climate Law No. 7552 entered into force after being published in the Official Gazette No. 32951 dated 9 July 2025. Article 2 of the Law defines 'just transition,' while the details regarding its implementation are left to secondary legislation.

Prioritization and Scale: The view is also expressed that, during periods of difficult economic conditions, social inequalities, and intense local environmental problems, the climate agenda can be perceived as an issue distant from social life and people's needs. When the connection between national objectives and urgent local needs is not established, communication can struggle to resonate.

5. Lack of Coordination Between Trade Unions, Labour Organizations, and Environmental Organizations

Need for Common Ground: Participants state that organizations working in the fields of labour and the environment cannot always establish common ground for discussion. This can make it difficult to address the environmental objectives of transformation and workers' concerns about livelihoods and rights within the same communication.

Coordination and Inclusivity: The interviews mentioned difficulties in coordination among organizations and in establishing connections with actors newly entering the field. Within their mandates, public institutions can support open, regular, and feedback-based communication spaces in which the parties can listen to one another.

This guide aims to respond to the communication dimension of the problem areas identified in the research. Communication alone cannot be expected to solve problems of institutional capacity, policy design, financing, or implementation; however, participatory, open, and consistent communication can contribute to understanding the work carried out in these areas and to building more trustworthy relationships with stakeholders.

Up to this point, we have addressed the conceptual background, policy context, and research findings. The next section translates this body of knowledge into principles, methods, sample messages, and checklists that public institutions can use.

JUST TRANSITION COMMUNICATION FOR PUBLIC INSTITUTIONS



JUST TRANSITION COMMUNICATION FOR PUBLIC INSTITUTIONS

This section provides a general framework that public institutions can use when preparing communication activities on just transition. The recommendations are a common starting point for all central and local institutions; the institution's statutory responsibilities, decision-making authority, access to information, and local conditions determine how they should be applied.

Communication on just transition is not a final-stage narrative exercise used to present an adopted decision more positively. Communication is an ongoing public relationship that encompasses participation in decision-making processes, what information will be shared and when, who will be listened to, how different views will be answered, and how uncertainties will be expressed.

Every institution does not have to speak on the same issue. However, in processes that fall within the mandates of multiple institutions, the concepts, data, timeline, and responsibilities must not contradict one another. Rather than evading a question it cannot answer, an institution can build greater trust by clearly stating which institution is responsible for the matter or when the information will be updated.

The Basic Sequence in Public Communication

Verified status → What it means for people and institutions → The responsible institution's role → Channel for views, applications, or information → Next update

Core Principles of Public Communication

The principles below concern not only the words used, but also how information is prepared, shared, and updated. A well-written text cannot build trust on its own unless supported by the institution's internal information and decision-making processes.

Make the limits of authority and responsibility visible: The institution should state clearly on which matters it makes decisions, on which matters it is the implementing or coordinating body, and on which matters it refers people to another institution. Broad expressions such as 'the public sector,' 'the state,' or 'the authorities' can obscure responsibility.

Distinguish decision, preparation, and assessment stages: A regulation that has entered into force, a draft under preparation, an option under consideration, and a possibility that is merely being researched should not be described using the same verb forms. Expressions such as 'has been decided,' 'is being prepared,' 'is being assessed,' and 'is projected' should be chosen carefully. Before decided processes begin, participation and contributions will be prominent; during implementation, feedback and information about implementation are important.

Use verifiable and up-to-date information: Numerical data, targets, dates, and programme information should be provided, wherever possible, together with the official source and the date of the latest update. If data from different sources do not measure the same thing, the difference should be explained.

Use clear, everyday language: Terms such as net zero, ETS, CBAM, decarbonization, and reskilling should be explained when first used; where possible, they should be connected with people's work, income, health, access to energy, local economy, and plans for the future. Simplification does not mean abandoning technical accuracy; it means explaining while preserving the meaning. Outside technical documents, direct communication with citizens should focus on information about 'what will change in citizens' lives' instead of technical terms.

Explain risks and opportunities together: Language focused only on opportunities can obscure concerns about livelihoods and the loss of rights, while language focused only on risks can fix the perception of change as a threat. It should be stated that effects may not be the same for all groups; risks and possibilities should be addressed together; and targets that have not been sufficiently planned should not be guaranteed.

Adapt to the local context: The same national objective can raise different questions in a coal region, an industrial city, an agriculture-based district, or a metropolitan area. While the message's core information remains consistent, its examples, audiences, and level of detail can vary according to local conditions.

Distinguish participation from information provision: Presenting information at a meeting is only one part of participation. It should be explained which issues are open to views, how those views will be recorded, who will assess them, and how feedback on the outcome will be provided.

Be inclusive and accessible: Language, meeting time, venue, digital access, disability, and care responsibilities can affect participation. Workers, families, women, young people, small businesses, and groups with limited access should be seen not only as 'those affected,' but as interlocutors with knowledge and experience. For example, it would not be possible for a four-person family consisting of a father working in a mine, a mother with a baby, and a child attending middle school to participate in a meeting held during working hours. The needs of different groups should also be taken into account, and support for circumstances such as disability should be planned in advance.

Ensure consistency across institutions: If central and local units explain the same process using different language, it should be clarified whether the difference stems from authority or the local context. A shared list of concepts, an up-to-date question-and-answer document, and an internal referral point support consistency. Different institutions communicating in different language on the same issue damages trust in public communication as a whole and makes communication more difficult.

Differences Between Roles in Central and Local Public Communication

It is neither possible nor necessary to draw a strict distinction between central and local public institutions in every situation. The distinction should be made when responsibility for decision-making, implementation, data production, service delivery, or communicating local feedback to higher levels genuinely differs. In other circumstances, shared and coordinated language is more functional.

Points to Consider in Central Public Communication

Central institutions' communication should explain national objectives, the status of legislation, the allocation of responsibilities among institutions, and the sectoral framework. Long-term objectives should not be presented as outcomes that will arise automatically; communication should specify which instruments have been decided and which remain in preparation.

If the effects on sectors and regions are not the same, this difference should be acknowledged explicitly. A national statement should not create the impression that a locally finalized timeline exists for investment, closure, employment, or support when it does not.

In communication with employers, official elements such as obligations, transition periods, reporting, or application requirements should be presented separately from guidance, incentives, or financing opportunities. A support programme that does not exist should not be implied; if support is available, the responsible institution, conditions, date, and official source should be provided.

Different institutions using the same concept with different meanings at the central level can create confusion locally. Inter-institutional briefing notes, common definitions, and current referral lists should therefore form part not only of external communication, but also of internal institutional communication.

Communication at the central level should emphasize that just transition work across the country is being carried out 'toward a shared objective and with central direction' and should be able to communicate clearly to local institutions the resources and channels necessary for participation.

Points to Consider in Local Public Communication

The main contribution of local institutions is to understand specific local needs, develop recommendations, explain concretely what national objectives and regulations mean locally, and communicate local questions and experiences to the relevant decision-making authorities. This role does not require a local institution to make promises about outcomes outside its own authority.

Local communication can explain what information is available and what is not yet available concerning the employment structure, business size, transportation, health, environment, housing, migration, and local services. If local data are limited, this limitation should also be shared; individual views should not be presented as findings representing the entire region.

In meetings and consultations, special attention should be paid to reaching not only institutional actors, but also directly affected workers, families, small businesses, women, young people, and disadvantaged groups. What matters is not only the breadth of the participant list, but also how opportunities to speak are distributed and how views are recorded.

If a local institution does not have the answer to a question, it should record the question, state the channel through which it will refer the matter to the responsible institution, and specify the time by which it will respond. A traceable referral mechanism should be established instead of leaving the question unanswered or making a definitive statement beyond the institution's authority.

Local governments play an important role as a bridge between central authorities and citizens; at the same time, as service providers, they should place participation at the center from the planning stage onward to fulfill their responsibilities.

Shared Responsibilities

Central and local institutions share responsibility for participation, accurate communication of the official status, data consistency, explicit communication of uncertainties, reaching different stakeholders, and feedback. Differences in institutional roles do not require contradictory messages to be given to the public.

If one institution's communication touches on another's mandate, the responsible unit, terminology, date, and referral channel should be coordinated before the message is published. This coordination does not mean every institution must use the same text; it means providing non-contradictory and complementary information about the same reality.

Stakeholder Framework: With Whom Are We Sharing What Information?

There is no single order of stakeholder priority that applies to every situation in just transition communication. Priorities should be determined according to the sector, region, stage of the decision, and potential sphere of impact in question. A stakeholder map should answer not only 'Whom will we inform?', but also 'Who has what information, who may be affected and how, and who has authority over which decision?'

Workers, Trade Unions, and Households

Workers' core information needs concern job security, continuity of employment, timing, wages and rights, occupational health and safety, skills needs, and possible support. For households, income security, the burden of care, migration, and access to services may also become important. Abstract language about opportunities is no substitute for answers to these questions. Communication should be based on locally appropriate plans developed in light of the local economy, demographics, and needs.

Training, job placement, compensation, or social support that has not been officially decided during implementation should not be presented as though it exists. When existing programmes are communicated, eligibility conditions, the place of application, the date, and the responsible institution should be stated clearly.

Employers, SMEs, and Business Organizations

For employers, compliance with legislation, investment needs, energy and input costs, skilled labour, supply chains, and competitiveness may come to the fore. Because large companies and SMEs may not have the same access to information and financing, one uniform language should not be used for all businesses. The employer's scale, as well as sectoral differences, should be taken into account when developing messages.

Public communication should treat employers not merely as a group expected to comply, but as stakeholders that carry responsibility for and provide information about effects on workers and the local economy. In addition to obligations, occupational health and safety, informing workers, social dialogue, and verified support opportunities should be discussed explicitly.

Employers' obligations during the process should be communicated clearly, plainly, and according to a timeline; clarity of information should be ensured throughout processes; and, where necessary, understandable messages should be prepared to help small businesses access transition support.

Local Communities and Local Organizations

For local communities, transformation may relate not only to jobs and income, but also to the environment, health, land use, transportation, housing, migration, and municipal services. Local professional chambers, cooperatives, associations, neighbourhood heads, and opinion leaders can make different experiences visible; however, no single actor should be assumed to represent the entire locality.

The impact of participation on ownership of the process must never be forgotten. Local communication should explain from the outset which issues have been decided, which remain open for discussion, and to what extent views can have an impact. Concealing the limits of participation can lead to a greater loss of trust later.

Civil Society, Professional Organizations, and Academia

These actors can contribute through research, monitoring, field knowledge, technical expertise, and access to different groups. When seeking cooperation or views, public institutions should clarify what information they need, at which stage the contribution will be assessed, and how feedback on the outcome will be provided.

Although the knowledge and experience of these actors working in Türkiye are extensive, reports and studies prepared at both the local and national levels provide a major resource. These institutions should also be drawn upon in relevant boards, and measures should be taken to encourage the participation of local institutions in particular.

Critical views should not be treated as communication errors or institutional opposition. Claims that cannot be answered immediately should be recorded and answered, together with their sources; opinion and verified information should be distinguished from one another.

Women, Young People, and Groups with Specific Access Needs

The effects of transformation may differ according to gender, age, disability, income, education, migration experience, and care responsibilities. Grouping these people under a single heading of 'vulnerable groups' can obscure their different information and participation needs.

Communication should assess not only the risks of being affected, but also access to decision-making processes. Meeting times, transportation, digital tools, plain language, sign language, and other accessibility measures determine who can actually participate.

The General Public and the Media

For the general public, the just transition should not be presented as an issue that belongs only to coal regions or experts. The links among access to energy, production, working life, health, local economies, and long-term well-being should be explained without overgeneralization and without language that creates fear or offers guarantees.

Communication with the general public and the media should, as far as possible, make visible the link between central direction and meeting local needs, and should not remain trapped in technical information.

The need for short messages in media communication does not eliminate the need for technical accuracy. Providing a more detailed briefing note, data source, frequently asked questions, and an institutional contact alongside the statement reduces misunderstandings that may result from compressing the issue into a single sentence.

How Should a Message Be Constructed?

A public message should not explain only what the institution wants to do; it should also answer the audience's questions: 'What is happening, how might it affect me, what is certain, what is uncertain, and whom can I contact?' The following seven steps can be adapted to different types of text, from press releases to meeting presentations.

Short Message Formula

Situation + rationale + possible/verified impact + institution's authority + participation or information channel + update date

Step 1: Define the situation: The subject may be a law, plan, project, preparation, research study, investment, or local implementation. The first sentence should clearly state the subject's name and current status.

Step 2: Explain the rationale: Why is the process being carried out? Rationales such as a legal obligation, the public interest, climate objectives, changes in trade, health, or local needs should be explained without conflating them.

Step 3: Identify the sphere of impact: Who, which sectors, or which regions may be affected, and how, should be explained on the basis of the available data. If the impact is unknown, communication should state that 'the impact assessment is ongoing'; positive or negative outcomes should not be communicated without data.

Step 4: Distinguish the known from the unknown: Finalized timelines, budgets, rights, obligations, or application information should be presented separately from options on which no decision has been made. This distinction is especially important for managing the expectations of workers and businesses.

Step 5: State the institution's role: The institution may be the decision-maker, implementer, coordinator, data provider, service provider, or communicator of views. Passive sentences used without specifying the role obscure responsibility.

Step 6: Provide a participation or information channel: If views are being sought, state the subject, method, and deadline; if information alone is being provided, give a route for questions or access to the official source. The channel must be accessible and operational.

Step 7: Define the next update: If the process is ongoing, explain when or after which development new information will be shared. If a definite date cannot be given, identify the stage that will trigger the update.

The factual layer of the message: Information on the decision, date, data, authority, and source. At this layer, interpretation is separated from the official status.
The meaning layer of the message: Explains what the issue may mean for people's everyday lives, the business community, the local economy, or public services. This layer should not take precedence over the factual layer.
The relationship layer of the message: Shows how the institution listens, responds, and provides updates. Instead of saying 'trust us,' the processes and channels that support trust are made visible.

Making Participation Part of Communication

Participation does not mean that every view will be accepted exactly as expressed. For participation to be trustworthy, it is necessary to explain from the outset which issue is open, who holds decision-making authority, how views will be assessed, and how feedback on the outcome will be provided.

Before a Consultation or Meeting

- The purpose and scope of participation and its place in the decision-making process should be defined.
- Directly and indirectly affected groups and barriers to access should be identified and measures should be taken.
- Participants should be given an understandable briefing note, agenda, and opportunity to submit questions in advance.
- Issues that have been decided should be distinguished from those open to views.
- The people who will facilitate the meeting, keep records, and answer technical questions should be identified.

During a Consultation or Meeting

- The institution's role and authority and the purpose of the meeting should be explained at the outset.
- A balance should be established between presentation time and time for listening and questions.
- No guesses should be made in response to questions whose answers are unknown; the question and the person responsible for responding should be recorded.
- If technical terms are still not understood after being explained, examples and everyday equivalents should be used rather than repeating the same wording.
- Facilitation methods should be used to support the participation of groups that have fewer opportunities to speak.

After a Consultation or Meeting

- The main themes of the views expressed should be summarized with due regard for personal data and security.
- It should be explained which recommendations will be considered, which fall outside the institution's authority, and why.
- Questions awaiting answers should be answered through the designated channel and within the specified period.
- When a new decision or change occurs, stakeholders who previously participated should also receive the update.
- The impact of participation on the decision or implementation should be made visible, even if that impact is limited.

Channels and Communication Tools

The channel should be selected not according to the length of the message, but according to the complexity of the issue, the audience's access, the need for feedback, and the official nature of the information. No single channel can meet every communication need.

Official website and document repository: This should be the main reference point for current decisions, legislation, timelines, application information, data sources, and question-and-answer documents. If old versions are removed, the update date and a summary of changes should be retained.

Face-to-face local meetings: These are appropriate for explaining complex impacts, gathering local information, and building trust-based dialogue. However, a summary and an alternative feedback channel should be provided for those unable to attend.

Direct institutional communication: Detailed information can be shared with employers, trade unions, professional organizations, or local institutions through official correspondence, technical meetings, and coordination mechanisms. This communication should not replace information made available to the general public.

Press and social media: These provide broad reach and rapid updates but are limited in their ability to convey complex information on their own. Short posts should direct people to a detailed official source; important exceptions or uncertainties not included in the headline should not be left invisible.

Question-and-answer and contact channels: Frequently asked questions can be updated as a living document. If a telephone line, email address, or application system is used, the institution should determine who will answer questions, within what period, and on the basis of which official information.

Uncertainty, Misinformation, and Trust

In long-term, multi-actor processes such as just transition, it is natural that not every answer will be known at the outset. Rather than concealing uncertainty or creating an appearance of certainty, explaining what is unknown and how that information will be produced creates more trustworthy communication.

When false or outdated information is corrected, the new text alone should not be shared; what has changed, the source of the correct information, and why the previous statement was updated should also be explained. The language of correction should not be condescending or accusatory.

A common internal question-and-answer resource, spokesperson, and referral point reduce contradictory responses. Nevertheless, every question may not need to be answered from a single center; the responsibility and limits of response of the relevant expert units should be made visible.

When a claim that causes public concern arises, it is not enough merely to say that the claim is false. The verified information currently available, the points that remain unknown, the status of the decision, and what people can do should be explained plainly. This approach does not replace a crisis communication plan; it is part of everyday, ongoing institutional communication.

SAMPLE LANGUAGE AND MESSAGE FRAMEWORKS



SAMPLE LANGUAGE AND MESSAGE FRAMEWORKS

The examples in this section were prepared to help public institutions explain technical issues related to the just transition more clearly and understandably, and in ways connected to the audience's everyday life. The messages are not intended for verbatim use; rather, they are designed to provide a foundation that can be adapted primarily to the institution's area of responsibility, the current status of the process, and the available official information.

A clear public message does not merely list uncertainties. It also sets out, in understandable terms, the purpose of the process, the public institution's approach, and the social benefit it seeks to protect. Finalized information is communicated directly; issues on which no decision has yet been made are explained separately, in a way that does not overshadow the main message.

Explaning Technical and Distant Language

Technical or Distant Language	Clearer Public Message
Compliance with the ETS and CBAM will be ensured in line with the net-zero target.	Production and trade conditions are changing with the transition to a low-carbon economy. Work concerning the ETS and CBAM aims to prepare the relevant sectors for these new conditions. Current information on [the scope and timeline of the regulation and the steps businesses need to take] is available from [official source].
Just transition mechanisms will be established.	Just transition aims to address together the effects of economic transformation on workers, businesses, and regions. In this context, [name of mechanism/programme], currently under preparation, will provide [support, service, or opportunity for participation] for [the need addressed or target group].
Green transformation is inevitable.	Energy and production systems are changing. We want to manage this change as a planned process that protects workers' rights, addresses businesses' need to adapt, and safeguards the economic future of regions.
Capacity-building activities will be carried out.	Under [name of programme/work], activities concerning [information, skills, or institutional need] will be carried out for [target group]. The programme's scope, timeline, and conditions for participation will be shared through [official source].

Explain Objectives Clearly and Outcomes with Restraint

In just transition communication, setting out a strong objective is not the same as guaranteeing an outcome that has not been finalized. Public institutions can state the objective they seek to achieve through transformation clearly and explain separately the scope and current status of the instruments intended to achieve it.

Overly Certain or One-Dimensional Language	Clear and Balanced Public Message
No one will be left behind.	The aim of just transition is to ensure that the burden of transformation is not placed solely on workers, households, businesses, or particular regions. To this end, it is important to identify groups that may be affected at an early stage, protect rights and livelihoods, and include local needs in planning.
Green transformation will create thousands of jobs.	Green transformation has the potential to create new fields of employment. For us, however, what matters is not only the number of jobs, but also where those jobs will be created and their quality, wages, and security. Employment estimates will be shared together with the methods and sources on which they are based.
This region will benefit from the transformation.	We aim for the transformation to generate lasting benefits for [region]. To achieve this, diversification of the local economy, adaptation by existing businesses, workers' livelihood security, and the region's development priorities will be addressed together.
Workers will receive vocational training.	Vocational training is one of the tools that support workers' access to new fields of employment. [Name of programme] will be implemented during [date/period] to connect workers' existing experience with fields of employment expected to develop in the region. Participation conditions and support after the training will be explained through [official source].

From One-Way Information Provision to Two-Way Communication

Participation is not limited to announcing that a meeting was held or that views were sought. A public message should also show which issue is open to views, how contributions received will be assessed, and when the results will be shared.

One-way or Unclear Language	Public Message that Makes Participation Visible
The public was informed.	At the meeting held on [date], we shared the information currently available on [subject]. You can submit your questions and views through [channel] until [deadline]. The outcome of the assessment of views received will be shared with the public after [date/stage].
Stakeholders were included in the process.	[Workers, employers, local governments, professional organizations, and other relevant groups] shared their views at the [stage] of preparing [policy/plan/project]. Contributions received are being assessed under [headings]. It will be explained, together with the reasons, which recommendations have been reflected in the process and which fall outside the institution's area of responsibility.
The decision has been taken; implementation will begin.	[Name of decision] was adopted on [date]. Implementation will begin for [scope] as of [start date]. What the decision means for workers, businesses, and local communities, as well as application and information channels, is being shared through [official source].
Local needs will be taken into account.	In the work being carried out for [region], data on employment, the local economy, public services, and environmental conditions are being assessed together with the views of residents. Regional priorities and the responses to those priorities will be shared with the public after [date/stage].

Clarifying the Message for Each Stakeholder

Just transition does not affect everyone in the same way. The core information should therefore remain consistent for all stakeholders, but the message should be made concrete according to the questions and responsibilities of different groups.

For workers and their families

We are addressing the effects of the transformation on working life together with workers' rights, income security, and new employment opportunities. Under [name of decision or process], the finalized matters that may affect workers are [information]. Information on rights, existing support, and application channels is available from [responsible unit and contact channel].

For employers and SMEs

The transition to low-carbon production may affect businesses' production processes, investment decisions, and commercial conditions. Under [name of regulation/programme], obligations concerning [business group] will apply as of [date]. Adaptation steps, responsible institutions, and finalized support can be followed through [official source].

For local communities

This transformation is not limited to the future of a single sector or facility; it also concerns employment, the local economy, and public services in the region. The work being carried out for [region] will address together the needs of workers, families, businesses, and local communities. Views and questions can be submitted through [channel].

For civil society, trade unions, and professional organizations

[Name of policy, plan, or project] is currently at the [preparation/assessment/implementation] stage. [Specified issues] are open to stakeholder views. Data, field experience, and policy recommendations can be shared through [channel] until [deadline]. The results concerning how the views were assessed will be announced after [date or stage].

The shared aim of these examples is not merely to make the message sound more positive. The aim is to explain clearly the institution's approach, the official status, the groups that may be affected, and the path to be followed. A strong public message does not conceal its objective, does not guarantee an outcome that has not been finalized, and does not treat its audience merely as listeners.

QUICK CHECKLISTS

The following lists can be used for a quick final check when preparing a text, presentation, meeting, or announcement. Every item does not need to be completed by the same person; responsibilities can be shared among communication, legal, technical, local implementation, and management units.

Before Communication

□ Have the subject's official status and most up-to-date source been verified?
□ Have the decision, preparation, assessment, and possibility stages been distinguished from one another?
□ Are the institution's authority and responsibility and the matters it will refer to another institution clear?
□ Has it been assessed who may be directly or indirectly affected?
□ Have the different information needs of workers, households, employers, SMEs, and local communities been taken into account?
□ Is there any conflict in data, dates, or concepts between central and local statements?
□ Have unknown or unfinalized points been stated explicitly?
□ Are risks and opportunities balanced, and are promises about outcomes evidence-based?
□ Were technical terms explained when first used?
□ Was the core official information preserved while adapting the message to the local context?
□ Does the message imply support, training, employment, or financing opportunities that do not exist?
□ Is the participation, question, or application channel actually operational and accessible?
□ Were the source, date, contact, and next-update information provided?

During Communication

□ Were the institution's role and the purpose of the communication explained at the outset?
□ Were information provision and consultation processes distinguished from one another?
□ Was time allocated for listening and questions as well as for the presentation?
□ Were questions whose answers are unknown recorded without speculation?
□ Was the method of explanation changed when technical language was not understood?
□ Was the participation of groups with fewer opportunities to speak or limited access supported?
□ Were requests and questions outside the institution's authority referred correctly?
□ Were the differing responsibilities and concerns of workers and employers addressed without reducing one to the other?

After Communication

□ Were the information shared, questions asked, and answers provided recorded institutionally?
□ Were a responsible unit and response time designated for questions awaiting answers?
□ Were participants informed about how their views would be assessed?
□ Were matters outside the institution's authority referred to the relevant institution?
□ When new or corrected information was published, was the nature of the change explained?
□ Were important updates communicated to stakeholders previously contacted?
□ Were the channel's reach and the quality of feedback assessed?
□ Were recurring questions and concepts that were not understood noted for the next communication?

SHORT-MESSAGE PREPARATION FORM

Before a statement is published, the following fields can be completed in a one-page internal note:

Subject and current date: [Name of document/decision/project — date]

Official status: [In force / decided / in preparation / under assessment / under research]

Institution's role: [Decision-maker / implementer / coordinator / service provider / data provider / referring body]

Verified core information: [No more than three short points and their sources]

Known impacts and uncertainties: [For whom, in which region or sector; what is known, what is unknown]

What the stakeholder can do: [Obtain information / submit a view / apply / attend a meeting / contact another institution]

Contact and update: [Official link, responsible unit, date or next stage]



CONCLUSION: STRENGTHENING TRUST, OPENNESS, AND A SHARED LANGUAGE

The perception research, discourse analysis, and field findings presented throughout this guide all whisper one reality to us: in Türkiye, treating just transition merely as a technical energy transformation, a narrow field of expert jargon, or an open-ended financing negotiation leads us into a social dead end. If transformation remains a 'commercial reaction' imposed by external dynamics such as carbon border adjustments or emissions trading systems, it cannot gain legitimate acceptance locally, within civil society, or in the labour movement.

For civil society actors, trade unions, local governments, and central public institutions, the only way to make a just transition possible is to redefine the issue as a plan for social welfare and development. We must place today's pressing economic realities, not abstract scenarios about the future, at the heart of our communication strategies. In short: 'The anxiety of making it to the end of the month and the struggle to prevent the end of the world are not independent of one another.'

Communication on just transition is a task that goes beyond simplifying the technical content of climate and energy policies. While making visible the links that transformation has with working life, local economies, health, public services, and social inequalities, it also requires preserving the distinction between official information and expectation, decision and preparation, and opportunity and possibility.

The project research shows that the concept of 'just transition' does not carry the same meaning for every group and raises different questions concerning technical language, connections with everyday life, local resonance, institutional counterparts, and trust. The existence of these questions does not mean that communication has failed. For public institutions, the central issue is to establish a communication system that makes questions visible and explains the information, authority, and process on which answers are based.

The roles of central and local institutions are not the same on every issue; however, accurate information, clear responsibility, consistency across institutions, accessibility, and feedback should be shared principles. The needs of workers, households, employers, local communities, civil society, and other stakeholders should not be lost within the same message; differing effects should be explained without exaggeration or minimization.

Trust is built not by a single powerful sentence, but by updating information in a timely manner, not concealing uncertainties, ensuring that promises are consistent with authority and resources, and providing feedback about what happened to participants' views. We hope this guide will help public institutions plan and develop communication on just transition on the basis of these principles.

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