REPUBLIC OF TÜRKİYE
MINISTRY OF LABOUR AND SOCIAL SECURITY

SUMMARY BOOKLET

National Just Transition Strategy and Action Plan

2027–2029

Managing the effects of climate change and the green and digital transformations on the world of work, leaving no one behind.

Directorate General of Labour · Ankara, November 2026



AT A GLANCE

A national framework for a just transition in the world of work

Climate change and the green and digital transformations are reshaping production, jobs, skills and working conditions around the world, and Türkiye is no exception. The National Just Transition Strategy is Türkiye's framework for managing the effects of these changes on the world of work, ensuring that the costs are not borne by a few and the benefits are shared widely. Prepared under the coordination of the Ministry of Labour and Social Security, the Strategy comes with an Action Plan for 2027–2029.

1,000+
stakeholders engaged during preparation

17 · 33
sectors and thematic working topics addressed during preparation

2 · 3
components, thematic and sectoral, with three thematic policy axes

78
actions in the 2027–2029 Action Plan

19
lead institutions, with six to seven partners per action on average

2×
monitoring rounds a year, with public reporting

IN THIS BOOKLET

01	Our definition	3
02	Why a strategy, and on what basis	4
03	How we prepared it	5
04	Participation and social dialogue	6
05	In the field	7
06	Evidence with the Central Bank	8
07	Vision, goals and structure	9
08	Focus areas: themes and sectors	10
09	Themes in figures	11
10	Sectors in figures	12
11	The Action Plan 2027–2029	13
12	From strategy to delivery	14

What just transition means for Türkiye

Just transition is a holistic policy approach to the structural changes brought by climate change and the green and digital transformations. It looks at jobs and incomes, working conditions and skills, social protection and health, regional development and social inclusion together, and it reaches beyond workers to households, businesses, supply chains, regions and the groups most likely to be affected.

IN LAW · CLIMATE LAW NO. 7552 (2025) Unofficial translation

"Just transition: In the fight against climate change and the process of green growth, policies and practices that include everyone—with priority given to those most likely to be affected by the process, such as children, women, the elderly, and people with disabilities—where the employment process is managed through appropriate measures, new job opportunities are created, and economic, environmental, and social gains are maximized."

THREE DRIVERS OF CHANGE, ONE APPROACH

Climate change

Rising temperatures, extreme weather events and air pollution are posing an increasingly significant threat to workers' health and safety. These factors are also affecting working conditions and threatening livelihoods and business continuity.

Green transformation

The shift towards low-carbon, resource-efficient production methods and clean technologies is reshaping investment priorities, job prospects, and the skills that businesses require. These changes are also transforming value chains.

Digital transformation

Artificial intelligence, automation and digital technologies are reshaping tasks, skill requirements and ways of working, creating new jobs and transforming existing occupations.

MORE THAN COMPENSATION: FOUR KINDS OF POLICY

PREVENTIVE

Anticipate

Spot risks early, by sector, region, occupation and group.

TRANSFORMATIVE

Prepare

Equip workers with the skills to adapt to and shape the transition, and prepare the future workforce.

OPPORTUNITY-CREATING

Open doors

Ensure fair access to decent jobs and support inclusive regional development.

COMPENSATORY

Protect

Safeguard incomes, strengthen social protection and ensure safe working conditions throughout the transition.

Why a national strategy, and on what basis

If the costs and gains of transformation are not shared fairly across sectors, regions and groups, new social and economic inequalities can emerge. Scattered measures cannot prevent this. A single framework with shared goals, clear responsibilities and measurable indicators can.

Multidimensional

Skills, jobs, social protection, health, inclusion and regional development are linked and must be tackled together.

Multi-stakeholder

The effects reach beyond workers to households, businesses, supply chains, regions and groups that need targeted support.

An area of cooperation

No single institution holds all the tools. Public bodies, social partners, business, academia, local government and civil society act together.

A CLEAR MANDATE

Climate Law No. 7552 2025	Defines just transition in law for the first time. Article 12 allows up to 10% of specified revenues to be used for just transition.
Twelfth Development Plan 2024–2028	Calls for a just transition strategy prepared with all parties, as part of the twin green and digital transition (Measure 696.4).
National Employment Strategy 2025–2028	Tasks the Ministry of Labour and Social Security with preparing the national just transition strategy (Measure 1.2.3).
Medium-Term Programme 2027–2029	Moves to delivery: implementation, coordination, monitoring and evaluation, and stronger social dialogue on the twin transition.

ALSO ALIGNED WITH

- Climate Change Mitigation and Adaptation Strategies 2024–2030
- 2030 Industry and Technology Strategy
- Türkiye AI Action Plan 2026–2030
- Second Nationally Determined Contribution

WIDER INTERNATIONAL CONTEXT

- Paris Agreement
- UN 2030 Agenda for Sustainable Development
- ILO Guidelines for a just transition (2015)
- European Green Deal
- UNFCCC Just Transition Work Programme

A multi-stage, participatory and evidence-based process

Stakeholders were consulted at the start, during the analysis and again on the draft. Data analysis, consultation and field observation moved forward side by side, each feeding the next.

1,000+	17	33	200+
stakeholders engaged	sectors analysed	cross-cutting themes	participants reviewing the draft

16 Jun 2022 — **Where it began.** The Just Transition Policies Specialised Working Group (AGEP) holds its first meeting.

Aug–Nov 2025 — **Dialogue in the provinces.** Worker–employer meetings on the changing world of work.

Oct 2025 — **International experience.** Knowledge-sharing session with the International Labour Organization (ILO).

Dec 2025 — **Launch workshop, Ankara.** Parallel thematic and sectoral sessions gathered early views and set out the roadmap.

Apr 2026 — **Analysis and sectors.** Data analysis with the Central Bank of the Republic of Türkiye begins; sector consultation meetings.

May 2026 — **Themes and capacity.** Thematic consultation meetings; ILO training with international experts.

Jun 2026 — **Field visits.** Fourteen workplaces and institutions visited in Ankara.

Oct 2026 — **Draft under review.** More than 200 stakeholders assessed the draft Strategy and Action Plan in thematic and sectoral sessions; written comments followed.

Nov 2026 — **Final text.** Comments incorporated; the Strategy and its Action Plan for 2027–2029 finalised.

Prepared with the world of work, not only for it

The aim was a strategy shaped not by desk analysis alone but by shared deliberation, drawing on the knowledge and experience of stakeholders.



Just Transition Workshop · Ankara, December 2025


Sector meetings · April 2026


Stakeholder sessions

AROUND THE TABLE

- Public institutions
- Workers' and employers' organisations
- Professional and sector bodies
- Businesses and SMEs
- Universities
- Local governments
- Civil society organisations
- International organisations, including the ILO

SOCIAL DIALOGUE AS A GOVERNANCE PRINCIPLE

Participation is more than collecting views. Representatives of workers and employers, with all relevant stakeholders, take part meaningfully and continuously in setting priorities, designing policy tools and assessing results, in preparation, implementation and monitoring alike.

34 of 78 actions name the social partners as cooperating bodies

WITH THE ILO Awareness-raising and interactive training programmes brought in other countries' experience and early feedback on the Strategy.

Seeing the transformation where it happens

Desk analysis was tested against reality. We visited firms, vocational high schools, a university, organised industrial zones, a technopark, an academy, a model factory and sector bodies to see working conditions, workforce structure, skills needs and the capacity to transform at first hand.

10–17 June 2026 · Ankara · 14 sites across agriculture, industry, education and defence



Technopark and model factory


Vocational education


Agricultural machinery


Smart greenhouse


Cement sector

Evidence first: analysis with the Central Bank

At the heart of the Strategy's evidence base are data-driven analyses carried out in cooperation with the Central Bank of the Republic of Türkiye (CBRT). They were combined with a review of national and international literature, policy documents, legislation and statistics.

THE DATA

Registered employment records of the Social Security Institution (SGK) for 2015–2025, classified by NACE Rev. 2 and focused on the activities most exposed to transformation.

The findings describe registered employment; informal work lies outside their scope.

WHAT THE SECTOR ANALYSES COVER

- Employment trends and sensitivity to economic cycles
- Age and gender structure
- Occupations and wages
- Firm size
- Concentration across provinces

THREE TRENDS ACROSS THE 17 SECTORS

16 of 17
The workforce is ageing

From 2015 to 2025 the share of workers aged 15–34 fell in every sector except defence, while the share aged 56 and over rose. Knowledge transfer and pre-retirement mentoring are most urgent in heavy industry.

Skills
more than job loss

In most sectors the transformation is expected to work through skills alignment and changing tasks rather than job losses. Reskilling and upskilling therefore need priority alongside income support.

Below 50%
women's share in every sector

Women's share of employment rose in all 17 sectors but stays below half everywhere, and below the national average of 33% outside finance, retail, textiles and tourism.

Vision, goals and principles

VISION

A Türkiye that manages the effects of climate change and the green and digital transformations on the world of work without leaving anyone behind, where quality and inclusive employment is secured and societal resilience is strong.

SEVEN GOALS

1. Anticipate and manage the social and economic impacts of the transformation
2. Strengthen the workforce's capacity to adapt
3. Strengthen equal access to the opportunities of transformation, and inclusion
4. Protect and improve the quality of jobs and workers' social well-being
5. Strengthen economic and social resilience
6. Reflect the sectoral and regional dimensions of the transformation in policy design
7. Build participatory, coordinated and evidence-based governance of just transition

TEN PRINCIPLES

- Leave no one behind
- Human-centred and socially just
- Inclusion and equal opportunity
- Social dialogue and participation
- Holistic and policy-coherent
- Foresight and early preparation
- Sectoral and regional differences
- Expanding opportunities
- Evidence-based and measurable
- Continuous learning and adaptability

TWO COMPONENTS THAT WORK TOGETHER

COMPONENT 1

Thematic policies

Three policy axes, built on assessments of 33 working topics.

COMPONENT 2

Sectoral policies

Tailored responses for 17 sectors, including those under the EU CBAM.

Underpinned by chapters on good governance, financing, and monitoring, evaluation and coordination.

Two components: three thematic axes, seventeen sectors

The Strategy rests on two complementary components. Thematic policies are organised under three policy axes, drawing on assessments of the 33 working topics addressed during preparation. Sectoral policies cover 17 sectors.

COMPONENT 1 · THEMATIC POLICIES

AXIS 1

Skills Alignment for a Just Transition

Identifying the skill needs that change with the green and digital transformation; strengthening vocational and technical education, higher education, lifelong learning, reskilling, upskilling and career guidance.

AXIS 2

Inclusive Transformation

Helping women, young people, persons with disabilities, older people and other groups requiring special policies benefit from the opportunities of transformation, and building SMEs' capacity to transform.

AXIS 3

Social Protection and Societal Resilience

Stronger social protection; greater societal resilience to climate and transformation risks; progress on occupational safety and health, public health, environmental and social compliance, and social dialogue.

COMPONENT 2 · SECTORAL POLICIES FOR 17 SECTORS

Linked to the EU Carbon Border Adjustment Mechanism (CBAM)

Steel · Aluminium · Energy · Cement · Fertilisers

Affected through other channels: technology, supply chains, regulation, demand and digitalisation

Chemicals and plastics · Mining (critical and strategic minerals) · Recycling and waste · Textiles and apparel · Automotive · Information and communication technologies · Defence industry · Agriculture · Tourism · Retail · Construction · Finance and insurance

HOW THE SECTORS WERE CHOSEN

1. Exposure to the green and digital transformation
2. International rules, led by the EU CBAM
3. Employment structure
4. Potential to transform

Progress to build on

The thematic analyses show clear progress in recent years. The three policy axes build on it and focus on those still at risk of being left behind.

YOUNG PEOPLE AGED 15–24 · 2020 TO 2025

Unemployment	Participation rate	Employment rate	NEET rate
15.3%	47.6%	40.3%	23.3%
down from 24.9%	up from 39.2%	up from 29.5%	down from 28.4%

NEET: not in employment, education or training; 30.9% for young women, 16.3% for young men.

AXIS 1

Skills alignment

7.5%
of firms with 10+ employees used AI in 2025, up from 2.7% in 2021.

25.7%
NEET rate of vocational graduates in 2025, down from 29.1% in 2021.

31.5%
of adults have basic digital skills or above, a key gap to close (EU: 60.4%).

AXIS 2

Inclusive transformation

54.8%
of young women with work-based learning are employed, against 40.1% without.

67.8%
of 6.1 million registrations in public adult courses in 2025 were by women.

13.1%
participation of people aged 65+, already above the national 2028 target.

AXIS 3

Social protection and resilience

26.5%
informal employment in 2024, down from 34.5% in 2014.

77.7 million
people covered by social security in 2025; also 7.7 million registered under General Health Insurance, 5.7 million of them with state-paid premiums.

Up to 50%
of unemployment insurance premiums can go to skills and redeployment in 2026.

THE WAY FORWARD

Recent gains are a solid base. The three axes extend them to all, above all young women, persons with disabilities, informal workers and small firms.

Source: National Just Transition Strategy 2027–2029 (TÜİK, SGK, OECD and Eurostat data as cited). The 50% limit applies in 2026 under Presidential Decision No. 11501; the standing limit is 30%.

Seventeen sectors, seventeen starting points

The sector analyses, based on registered employment records for 2015–2025 and carried out with the Central Bank, show how differently the transformation reaches each sector.

MOST AND FEWEST WOMEN

49.6% Finance and insurance

women's share of employment, against 6.9% in cement and an average of 32.5%.

MOST RESILIENT IN A SHOCK

+1.6% Energy

growth in April 2020, as employment fell 25.1% nationally and 76.2% in tourism.

THE ONLY SECTOR GETTING YOUNGER

55.9% Defence industry

of workers are aged 15–34, up from 48.3% in 2015; in every other sector this share fell.

FASTEST AGEING

−13.2 pts Finance and insurance

change in the share of workers aged 15–34, 2015–2025; textiles follow at −11.1 points.

MOST EXPOSED TO AI

86% Information and communication

of jobs are highly exposed to AI, against 59% in trade and 17% in accommodation and food.

TOP EXPORTER

$41.5 bn Automotive

exports in 2025; the top exporter for 20 years, with the highest robot density.

SKILLS AT THE CORE

73.6% Steel

of male workers are craft workers, operators or technicians, best placed to gain from upskilling.

FIRST IN LINE FOR CBAM

5 sectors

steel, aluminium, energy, cement and fertilisers, where EU CBAM financial obligations began on 1 January 2026.

WHAT IT MEANS

In most sectors, change is expected to come through skills and tasks rather than job losses, and several sectors show real strength. Measures will be tailored by sector and region.

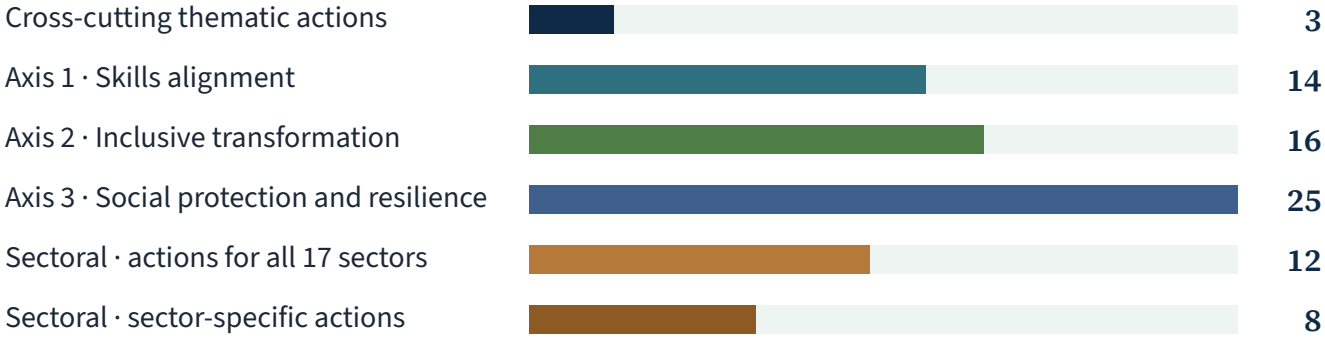
Source: National Just Transition Strategy 2027–2029, sector analyses based on SGK registered employment data for 2015–2025.

78 actions with clear owners and deadlines

Every action names a lead institution, cooperating bodies, a deadline and a performance indicator.

78	19	34	6.7
actions: 58 thematic, 20 sectoral	lead institutions	actions with the social partners	cooperating bodies per action

ACTIONS BY COMPONENT



DEADLINES



17 by 2027 **25** by 2028 **36** by 2029

SELECTED ACTIONS

Just Transition Social Risk Map	Ministry of Labour · 2029
Proactive measures for jobs highly exposed to AI	İŞKUR · 2029
MESEM curricula updated for green and digital skills	Education Ministry · 2028
Micro-credentials in green and digital fields	Council of Higher Education · 2028
Wider access for women to vocational certification	MYK · 2029
Social security models for new ways of working	Social Security Institution · 2029
National list of climate-sensitive diseases	Ministry of Health · 2028
Pilot provincial just transition boards in four sectors	Five development agencies · 2027
Just transition finance provisions under the Climate Law	Climate Change Directorate · 2027

İŞKUR: Turkish Employment Agency. MESEM: vocational education centres. MYK: Vocational Qualifications Authority. Pilot sectors: steel, electricity, mining, chemicals and plastics.

How the Strategy will be delivered

Rather than building a heavy new structure, delivery relies on existing institutions and mechanisms used effectively, continued stakeholder participation, and a steady flow of information and feedback between the national, sectoral and regional levels.

NATIONAL

Coordinated by the Ministry. The Just Transition Policies Specialised Working Group (AGEP), meeting since 2022 and chaired by the Director General of Labour, is the platform for consultation and policy feedback.

SECTORAL

Sector consultations on impacts on jobs, skills and working conditions, with sectoral working groups under AGEP where needed.

REGIONAL

Provincial just transition consultation boards in pilot provinces, bringing together local institutions, social partners, universities, chambers and business.

MONITORING

2× a year

Progress is tracked against performance indicators in the Ministry's action plan monitoring system, reviewed at coordination meetings chaired by a Deputy Minister, and published. The plan can be revised at the end of each year.

FINANCING

Up to 10%

of specified revenues under the Climate Law may be used for just transition, alongside national resources, international climate and development finance, and private sector capital.

A living framework: monitored, learned from and updated as conditions change.

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