



Llywodraeth Cymru
Welsh Government

Just Transition Framework



2025

The Just Transition Framework aims to embed just transition considerations into plans, policies and decisions made across all levels of Welsh society.

It does this by:

- > Describing a vision of a future Wales.
- > Explaining the three pillars that underpin a just transition.
- > Setting out the guiding principles that should be followed when planning for the transition to net zero.
- > Providing guidance to support those driving the change.

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Introduction

What is a Just Transition?

In Wales, a just transition means achieving net zero carbon emissions by 2050 in a way that distributes the benefits and costs fairly across Welsh society. The aim of a just transition is to deliver a fairer, greener and more prosperous future in partnership with businesses, workers and communities across Wales. The Welsh Government's approach to a just transition builds on legally binding commitments to future generations, equality, social partnership and fair work.

Why a Just Transition?

The need to decarbonise our economy has never been more urgent. Decarbonisation and building resilience to the impacts of climate change are major policy challenges. The impacts of climate change and decarbonisation will impact different sectors, organisations, communities, and individuals in different ways. Decarbonising our economy in a way that delivers for all adds to this complexity. The Welsh Government has legislated for a target of net zero carbon emissions by 2050 and it is essential this transition is fair. In [Net Zero Wales](#) (2021), the Welsh Government re-stated its

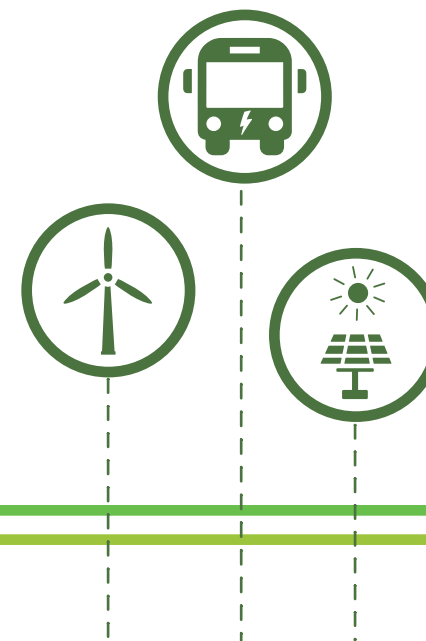
commitment to deliver a 'just transition' away from the fossil fuel-driven economy of the past to a new low-carbon future, learning lessons from previous transitions and building a future for Wales that supports a [well-being economy](#).

Delivering a just transition will mean developing a clearer understanding of the potential impacts that decarbonising the Welsh economy will have. This will in turn support us in maximising the benefits and mitigating the negative or unintended impacts. Planning for a just transition means thinking about decarbonisation as a way to deliver our commitment to social justice, [fair work](#) and social partnership and our [National Equality Objectives](#).

The Welsh Government's approach to planning for a just transition is heavily influenced by legislative requirements including the Well-being of Future Generations (Wales) Act 2015 (the WFG Act) and the Public Sector Equality Duty. This legislation helps us ensure that action on climate is taken in a way that avoids creating or exacerbating inequalities and supports a systems approach to understanding and addressing risks and opportunities. Although most commonly used in the context of reducing carbon emissions, just transition considerations

are equally applicable in efforts to adapt to climate change. As the [Climate Change Committee](#) advise, effective and fair adaptation requires distributional effects to be considered as adaptation actions can have unequal effects, and fairness in adaptation is strongly linked to the concept of a just transition.

People will be at the heart of the transition; it is therefore essential we involve a broad range of stakeholders and partners in our approach to decarbonisation. Changes in businesses, markets, and technology are shaping the economy on the journey to net zero. Over Wales' Carbon Budget 2 (2021-2025) we developed our evidence base and further improved our understanding of how the transition will impact Wales and how our consumption choices impact other parts of the world.



A Vision for a net zero Wales in 2050

It is 2050 and we have transitioned to net zero and have delivered on our commitments to future generations, making Wales a fairer, greener and more prosperous place to live for all.

The transition was delivered in partnership between public, private, and third sectors, and with our communities – from the post-industrial valleys to the rural heartlands of Wales. Businesses and industries in Wales are thriving in a green, circular economy, due to long-term thinking and collaboration, which ensured our communities and employers were prepared for the transition and have maximised opportunities for the jobs of the future.

Existing and future generations are equipped with the right skills for resilient, well-paid jobs in a net zero economy. Fair work practices are embedded across all sectors, promoting equality, diversity, and inclusion. Workers are empowered, represented, and supported in healthy, inclusive workplaces where rights are respected and opportunities for progression are accessible to all.

We have responded to, and continue to address, the climate and nature emergencies facing Wales, including increased flooding, coastal erosion, and biodiversity loss.

Our land and marine environments are now better protected and restored, supporting both nature and livelihoods – from sustainable farming to renewable energy production. There are vital economic opportunities for rural communities, where producers are able to earn a good living and provide quality food for the people of Wales.

Wales has adapted to demographic changes, including an ageing population, by investing in care services, digital connectivity, and local economies. Everyone is supported to thrive in their communities, with access to green jobs, affordable housing, and lifelong learning. We ensured that the Welsh language and culture are not only protected but thrive as part of a sustainable future. Communities are empowered to shape decisions that affect them, and the voices of rural, coastal, and urban areas are equally valued.

The transition has also helped improve connectivity, providing viable transport options to the people of Wales and tackling transport poverty. It helped

achieve an equitable distribution of costs and benefits, with costs of the transition not falling disproportionately on those least able to afford the change.

Our climate action has improved public health and well-being, reduced fuel poverty through energy-efficient homes, promoted active travel, and supported access to healthy, local food. These changes have eased pressure on health and social care systems and reduced inequalities across Wales.

The focus on a circular economy, reducing our consumption of goods and materials, has reduced our global impact so that Wales is using its fair share of resources.

The people of Wales were at the forefront of understanding the impact on climate and nature of the way we lived our lives and made informed decisions for themselves, their communities and the planet. After unjust transitions experienced in Wales in the previous century, we are proud in making Wales a world leader in the just transition to net zero. We have been able to use our experiences to help those on the front line of climate change across the world.



What is the Just Transition Framework?

The Just Transition Framework sets out the Welsh Government's approach to achieving a just transition to net zero by 2050. The Framework is aimed at those taking action to decarbonise the economy, which includes all levels of government, businesses, third sector, and communities. The Welsh Government is encouraging these actors to embed the Framework in their current policy development and decision-making processes to help reduce further inequalities and improve outcomes for those most affected by the transition.

The Framework describes three pillars which inform how policies and projects should be developed, and seven guiding principles that should be followed to ensure outcomes are fair for both people and planet.

How the Just Transition Framework was developed

Building on our previous work and research on [international approaches](#), the Welsh Government held a [Call for Evidence](#) on a Just Transition between December 2022 and March 2023. The Call sought to understand the potential negative impacts, benefits and best practices associated with a just transition towards a net zero economy

in Wales. This included how we apply and integrate learning and knowledge throughout the decisions of the Welsh Government and in partners to improve our understanding of the impacts and opportunities for Wales and the requirements to support the transition.

We received 117 responses to the Call for Evidence and the information provided has helped shape the draft Framework, which was subject to formal [consultation](#) between December 2023 and March 2024. The 106 further responses received informed this final Framework. As part of the consultation, we held climate conversations with various groups, with the question posed: *"How do we tackle climate change in a fair way?"*. The output was presented as part of the consultation documentation.

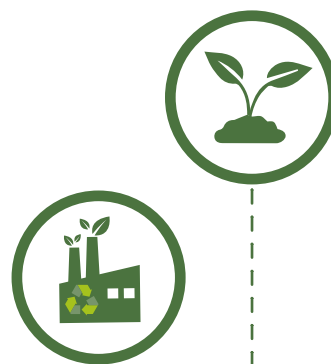
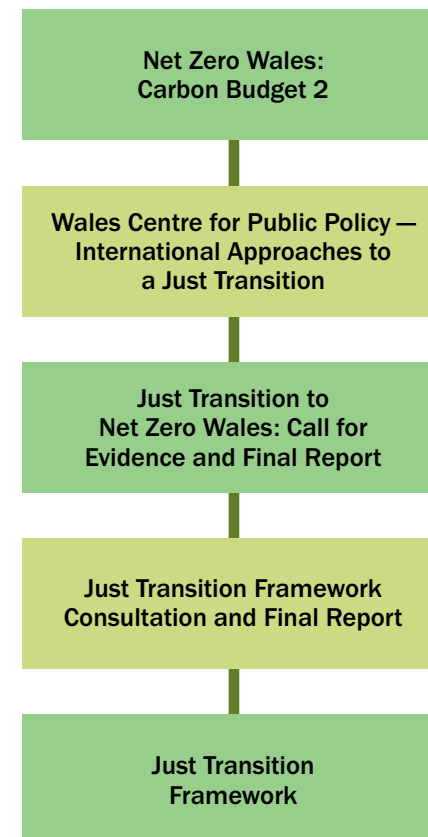


Figure 1 – The Path to the Just Transition Framework



Based on research and the consultation process, we developed the Just Transition Framework which consists of:

- > Three pillars that are essential elements of a just transition.
- > Seven guiding principles aligned to the Well-being of Future Generations Act.
- > Guidance to help shape the transition to net zero at multiple levels.

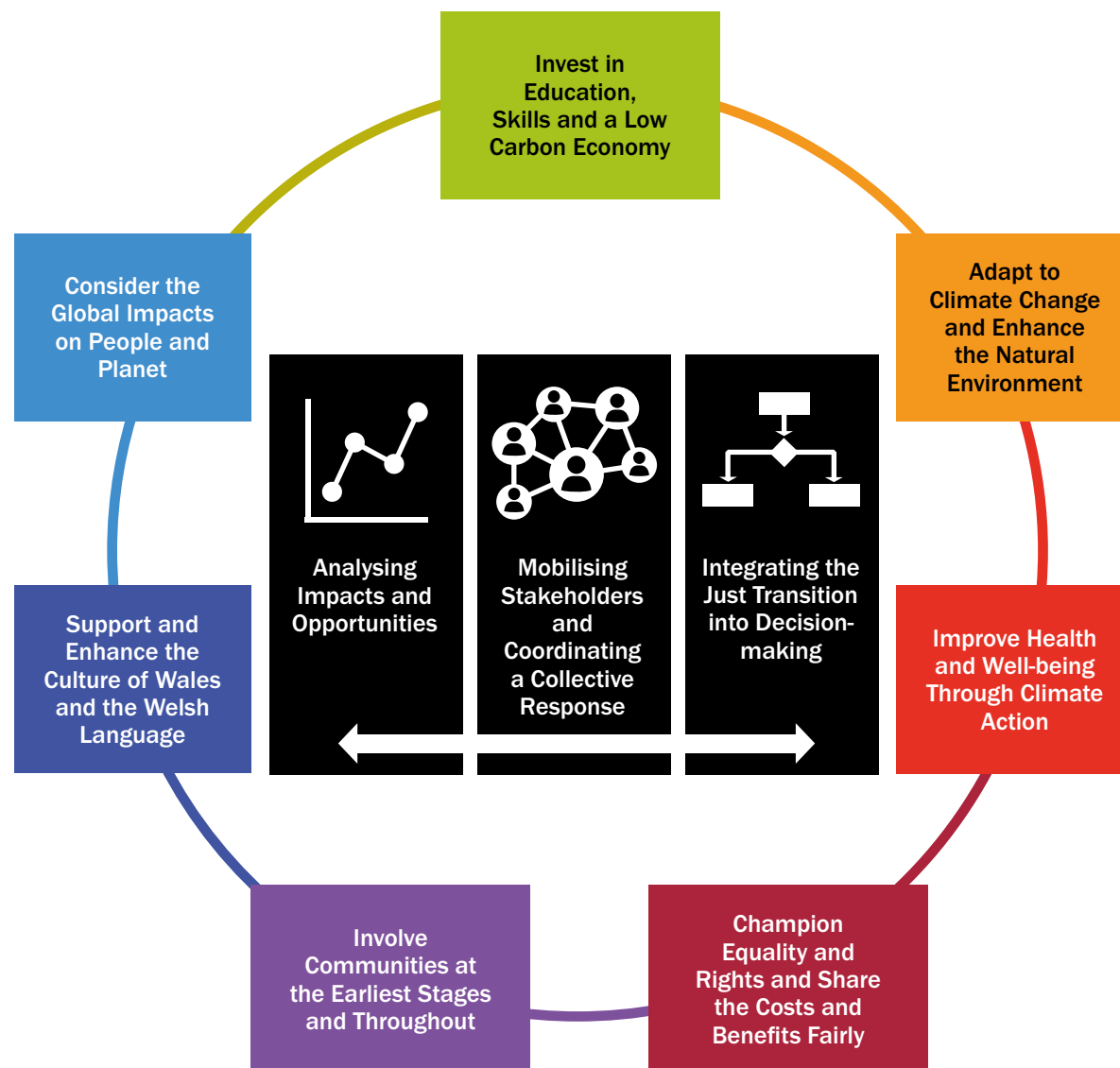
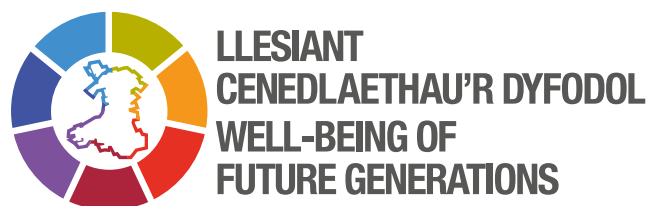


Figure 2 – The Pillars and Principles of the Just Transition Framework

The Just Transition Framework

Three Pillars

The three pillars set out the elements that must be addressed to ensure a truly just transition is planned for. The pillars align to the five ways of working as outlined in the WFG Act, which supports the belief that a just transition will not be achieved without action against all three.

The pillars are:

- > **Analysing Impacts and Opportunities:** Analysing potential negative impacts and opportunities and how the impacts and opportunities are interconnected. For example, how opportunities related to transitioning to low-carbon heating may provide opportunities for alleviation of fuel poverty and to diversify the workforce.
- > **Mobilising Stakeholders and Coordinating a Collective Response:** Recognising that involving those most affected within a multi-sectoral and coherent approach is required if we are to maximise the opportunities for a just transition. For example, by carrying out deliberative engagement with targeted communities.
- > **Integrating the Just Transition into Decision-making:** Planning for a Just Transition in different contexts by embedding the Framework's Guiding Principles into decision-making processes. For example, when setting an organisation's decarbonisation plan.

Many organisations will already operate in line with the pillars in various forms – the purpose of the Framework is to highlight the importance of these areas in relation to achieving a just transition. The overleaf table provides sets of questions against each of the three pillars, demonstrating the alignment with the five ways of working, and aiding policy developers and decision makers in their transition planning.

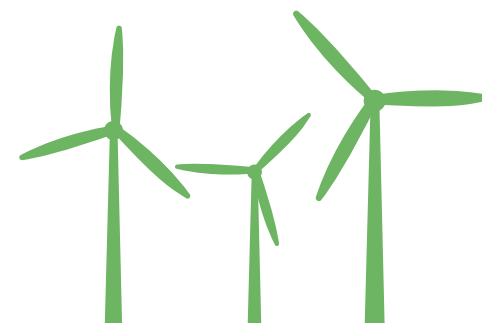
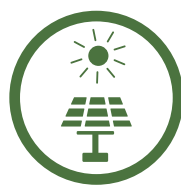


Table 1 — Question Sets for the Three Pillars

Analysing Impacts and Opportunities	Mobilising Stakeholders and Coordinating a Collective Response	Integrating the Just Transition into Decision-making
<ul style="list-style-type: none"> > How have the long-term social, environmental, economic, and cultural opportunities and impacts of this policy been analysed, and is there a strong evidence base? > How can the transition prevent further inequalities and drive a more positive future for Wales' communities, workforce, businesses and the environment? > How will the distribution of the policy impacts and opportunities be considered through an <u>intersectional</u> lens to prevent exacerbating inequalities? > How does this policy integrate multiple well-being goals (e.g. health, climate, economy)? > Can integration across sectors provide wider benefits and opportunities? 	<ul style="list-style-type: none"> > How have the long-term needs and aspirations of affected communities been considered? > What insights can we use to help us prevent future inequalities, including from those with lived experiences? > Are we involving stakeholders from different sectors to identify integrated, cross-cutting benefits? > Can a collaborative approach build trust and shared ownership with delivery partners? > How have those most affected by the policy been involved from the outset? > How have we ensured the collaboration and involvement has been inclusive, accessible, and representative? 	<ul style="list-style-type: none"> > How is long-term thinking embedded in our decision-making processes? > How does the policy integrate decisions that help dismantle the systemic barriers that disproportionately affect different groups of people, e.g. Black, Asian and Minority Ethnic communities? > How are we monitoring and evaluating the effectiveness of preventative measures? > How are decisions being made with an integrated, whole-system perspective? > How are collaborative approaches embedded in decision-making structures? > What is the process for involving stakeholders throughout the policy cycle? > Are communities involved in influencing decisions, not just responding to them?

Guiding Principles

To help enable a consistent approach we have developed guiding principles, which are intended to help actors plan and integrate a just transition in a way that is aligned with the Wales' national well-being goals, as outlined in the WFG Act. These guiding principles are based on international best practice identified from [research](#), examples submitted from our Call for Evidence, and feedback from the consultation process.

Table 2 — Question Sets for the Seven Guiding Principles

Well-being Goal	Just Transition Principle	Key questions
> A Prosperous Wales	> Invest in Education, Skills and a Low-Carbon Economy	<ul style="list-style-type: none"> > What economic opportunities can be unlocked by this planned change or policy? > Are the skills required for the transition available? If not, are there opportunities or support you can provide to help meet future needs? > How will the transition drive investment in existing or new businesses, our workforce and in skills? > How will the transition support the creation of high-quality jobs that are secure, fairly paid, and offer opportunities for progression and development? > What behaviours is the transition encouraging and discouraging? > How will the transition support the local economy and mitigate potential negative impacts?
> A Resilient Wales	> Adapt to Climate Change and Enhance the Natural Environment	<ul style="list-style-type: none"> > Have the environmental impacts and opportunities of the transition been assessed using reliable sources of evidence? > How will the transition impact biodiversity and the health of ecosystems? > How will the transition contribute to mitigating the effects of, and making adaptations to, the impacts of climate change? > How will the transition promote a circular economy, encouraging resource efficiency and minimising waste?
> A Healthier Wales	> Improve Health and Well-being through Climate Action	<ul style="list-style-type: none"> > How will the transition, directly or indirectly, impact the wider determinants of health and well-being? > How will the transition contribute to healthy behaviours and lifestyles? > How will the transition ease pressure on future health and social care services?
> A More Equal Wales	> Champion Equality and Rights and Share the Costs and Benefits Fairly	<ul style="list-style-type: none"> > What groups of people are likely to be positively and negatively impacted by the transition and what could be done to mitigate the negative and maximise the positive impacts? > How will the transition address poverty and promote equality of opportunity, including for people from marginalised backgrounds? > How are intersectional impacts (e.g. gender and ethnicity) considered?

Well-being Goal	Just Transition Principle	Key questions
> A Globally Responsible Wales	> Consider the Global Impacts on People and Planet	<ul style="list-style-type: none"> > Will the transition have any environmental and/or social impacts overseas, for example deforestation or poor working conditions? If so, can any negative impacts be mitigated, and are there opportunities to have a positive impact? > How does the transition affect Wales' <u>global footprint</u> or supply chain emissions? > How will the transition contribute to global good practice and shared knowledge? > Can lessons be learned from other similar transitions across the world?
> A Wales of Vibrant Culture and Thriving Welsh Language	> Support and Enhance the Culture of Wales and the Welsh Language	<ul style="list-style-type: none"> > How have local groups and communities been engaged on the transition, ensuring strengthened community identity and traditions? > How does transition promote or protect Welsh cultural heritage and identity and the Welsh language? > How will the transition support access to, and diversity of, culture? > Are traditional practices or local knowledge systems integrated into the policy?
> A Wales of Cohesive Communities	> Involve Communities at the Earliest Stages and Throughout	<ul style="list-style-type: none"> > How will impacted stakeholders be engaged with throughout planning and decision-making processes? > What mechanisms exist for ongoing participation, feedback, and co-design, i.e. designing solutions to problems with people who are affected, rather than for them? > Are <u>marginalised</u> or <u>underrepresented</u> groups actively included in decision-making? > How will the transition support safe, attractive, and connected communities?

Definitions within the question sets

Intersectionality: the complex, cumulative way in which the effects of multiple forms of discrimination (such as racism, sexism, and classism) combine, overlap, or intersect especially in the experiences of marginalized individuals or groups.

Marginalised: relegated to an unimportant or powerless position within a society or group.

Underrepresented: If a type of person or thing is under-represented in a group or organisation, there are not enough of them in it.

How to use the Framework

We are asking all actors – the wider public sector, private sector, third sector and communities – to use the Framework in their policy development and decision-making. The Framework can be used by climate actors and decision-makers at any level to help ensure the impacts and opportunities of climate action are distributed fairly across society. Action must be taken against each of the three pillars to understand where the risks and opportunities are, and how public bodies, businesses and communities can be involved, to better inform the decisions that are made. The guiding principles should be followed throughout the process to ensure organisations contribute to Wales' well-being goals. The Framework should be used in conjunction with current organisational processes so that it adds value to choices and is embedded into decision-making practices.

How the Welsh Government will use the Framework

The Welsh Government will use the Just Transition Framework in developing policy in support of our net zero targets. It will be central to the development of our Carbon Budget 3 (2026-2030) plan. Implementing the Framework will involve collaborating with Welsh Government policy areas, public sector bodies, private sector businesses and community groups, to test the application of the Framework in those contexts. This testing will strengthen the development of more targeted guidance and support.

The following actions outline how Welsh Government will use the Framework to inform its work on the journey to a net zero Wales.

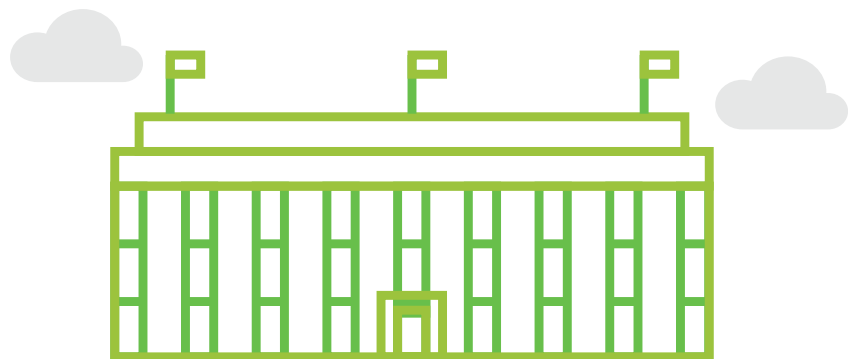
The actions demonstrate how, as a government, we will strengthen each of the three pillars to support a just transition to net zero.

Analysing Impacts and Opportunities

We will build our evidence base and continue to share information on the impacts and opportunities across our emission sectors in order to support others to prioritise the actions needed to improve just transition planning.

Our work to deliver a just transition will be informed by Wales' progress against its [national indicators and milestones](#), as well as insights from the [Future Trends Report](#). Alongside these tools, insight will be brought together from the Welsh Government's integrated impact assessments and engagement sessions with stakeholders, such as through initiatives such as [Wales Climate Week](#) and the [Climate Conversations](#).

Continuing our work with international partners will help us learn lessons from their experiences of transitions.



Mobilising Stakeholders and Coordinating a Collective Response

We will collaborate with stakeholders to develop more targeted guidance or tools for use in different contexts, to enable others to prepare for a just transition.

We will explore options to support effective dialogue between trade unions, businesses and government, ensuring workers understand the opportunities and risks of a just transition.

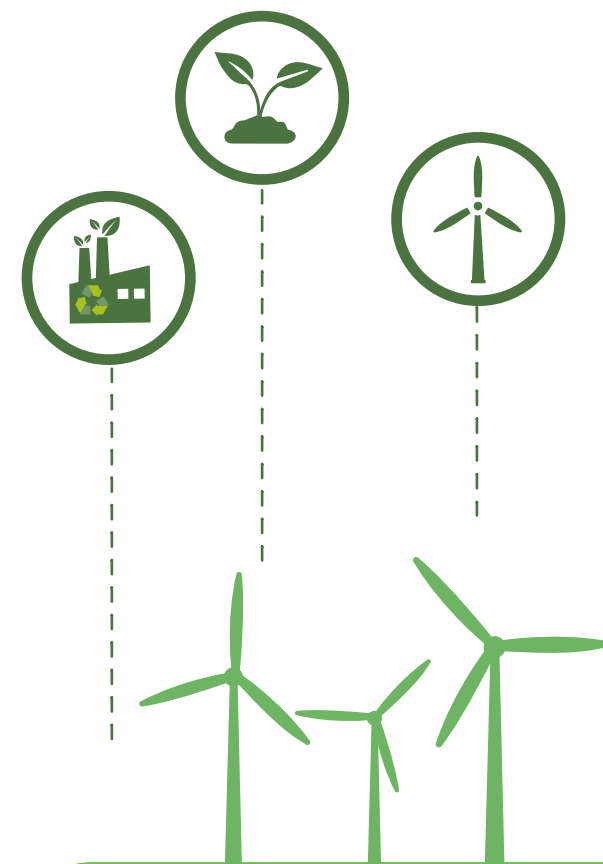
Working with public sector colleagues will be key to sharing knowledge on planning and implementing a just transition. We will use existing structures to continue this important discussion.

We will work with communities and build on initiatives such as the [Climate Conversations](#) to ensure fair involvement of the public on climate action.

Integrating the Just Transition into Decision-making

We will be embedding the Just Transition guiding principles into Welsh Government policies through integrated impact assessments of policies. All assessments will apply an intersectional lens, considering the different protected characteristics such as race, disability, age, gender identity, sexual orientation, religion or belief, and socio-economic status, alongside one another. If policies are anticipated to have a significant impact on greenhouse gas emissions through the integrated impact assessment screening, they will also be required to undertake a full carbon impact assessment alongside the just transition impact assessment.

We will test the Framework to support policy-makers and decision-makers through the development of more targeted guidance or tools.



Public Sector

Public sector bodies and regional decision-making bodies are key actors in ensuring the success of a just transition due to their local knowledge. When developing transition plans or updating organisation-level plans such as decarbonisation plans, public bodies should include just transition considerations using the Framework's three pillars and the seven guiding principles. This will help with direction-setting and understanding the wider impacts and opportunities relating to the organisation's work.

When developing policies that will help to achieve our net zero ambitions, public bodies should use the Framework at the earliest stages and alongside their current policy-making processes. The three pillars will help gather the evidence required, drive a collaborative approach, and ensure a just transition is considered throughout the policy decision-making process. Using the seven guiding principles will help public bodies consider their activities in the context of the seven well-being goals.

Implementing the Just Transition Framework through climate action will help public bodies to meet their legal obligations within the relevant legislation, including the Well-being of Future Generations (Wales) Act 2015, the Environment (Wales) Act 2016, the Equality Act 2010, and the Social Partnership and Public Procurement (Wales) Act 2023.



Well-being of Future Generations (Wales) Act



Social Partnership and Public Procurement (Wales) Act



Environment (Wales) Act



Equality (UK) Act

Figure 3 — Legislation Linked to the Just Transition Framework

Business, Third Sector and Community Groups

Businesses, like public bodies, can use the Just Transition Framework when developing plans and policies. When developing transition plans or updating current organisation-level plans, the Framework should be used in the early stages to help inform how plans are developed and then referred to when carrying out actions in relation to the plans. More details on specific actions businesses can take, relevant to their sector, can be found in the [Welsh Government's Business Decarbonisation Guidance document](#). Following the guiding principles and ensuring action is taken against each of the three pillars – wherever relevant to organisational processes – will help ensure a fairer transition.

Just Transition as a Journey

Achieving a Just Transition is a journey—a collective, evolving process of moving from an extractive past to a regenerative future, guided by fairness, participation, and care for people and the planet. This Just Transition Framework is a tool that can help guide that evolving process. As a living tool, the Framework will be iterated and improved through feedback from stakeholders, ensuring that the Framework and the transition to net zero remains responsive, equitable, and effective over time.

We continue to further our understanding of what a just transition means in practice. Through Wales' national indicators, and the data and evidence that underpins Welsh Government policymaking, progress towards a just transition can be monitored and evaluated, addressing gaps and adapting strategies over time. Feedback on the Framework will support its continuous improvement and we hope that it will serve as a platform for discussions on how we can collectively become a more sustainable and resilient country.



Annex: Guidance

The purpose of this guidance is to provide further information on the three pillars, including suggested actions that can be taken against each one, and links to resources that users may find helpful.

Analysing Impacts and Opportunities

The Call for Evidence highlighted that to help just transition planning **it is essential that the impacts (risk and opportunities) are identified from the outset and captured in an evidence base.** Various types of analysis are needed to inform policies, planning and strategies. The potential risks and opportunities arising from a transition need to be understood and, where possible, quantified. These include, but are not limited to, the possible impacts on employment, social and economic conditions, land management, the natural environment and culture.

It is particularly important to understand how risks and opportunities will be distributed. Some people will experience greater loss or hardship than others. For example, people who share protected characteristics may be impacted differently. Therefore, analysis of the socio-economic context of change, undertaking assessments of impact

(equality impacts, impacts on children for example), and by understanding how multiple changes can compound to increase loss or hardship is crucial if we are to deliver positively for all Wales' communities. **It is equally important to ensure that the benefits of the transition are shared fairly.**

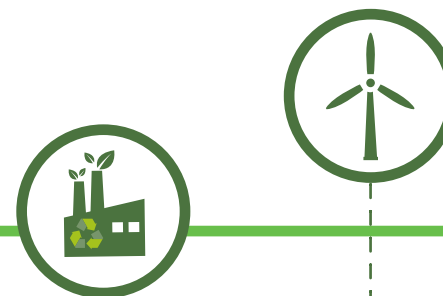
This means proactively identifying opportunities to improve outcomes for disadvantaged groups and ensuring that economic, health, and environmental improvements reach all communities. The Welsh Government undertakes this analysis as part of its policy development processes such as through integrated impact assessments and the development of emission sector pathways.

Businesses, the third sector and communities will benefit from embedding just transition considerations within their processes and decision-making. The UK Government's Green Book and Magenta Book provide guidance on how to appraise and evaluate policies, projects and programmes. Hwb Dyfodol provides opportunities for organisations to learn from and collaborate with each other on futures thinking and preparing for different futures.

Assess the Impacts and Opportunities across Emission Sectors

Emissions occur across sectors, including housing, transport, industry and business, the power sector, agriculture, land use, the public sector and waste sector. Looking at evidence across emissions sector pathways enables mitigation measures with social, economic, cultural and wider environment contexts to be analysed together over a period of time. We have a starting point for considering the impacts and opportunities of these measures across the short, medium and long term as we already have some certainty around some policy targets, ambitions or phase in technologies.

To build on this, our Call for Evidence sought to gather evidence and insights from a wide range of stakeholders, across Wales and the wider UK and from across our emissions sectors. Welsh Government will continue to build our evidence base to support just transition planning, working with stakeholders as appropriate.



Assess Impacts and Opportunities on Employment and Business

Labour market disruption is an inevitable part of any economic transition. Transitions will create new jobs, eliminate some, and transform others. In 2023, the Climate Change Committee published their [assessment](#) of the net zero workforce. They concluded:

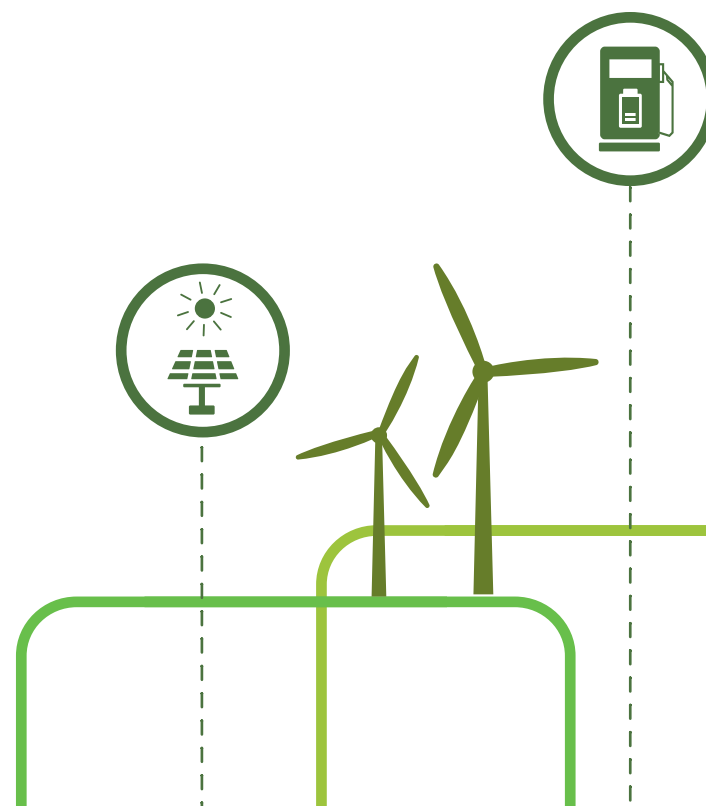
- > The majority of workers will not see major impacts, with around a fifth of workers seeing the largest impacts – those that are currently employed in sectors that will have a core role in delivering net zero, often in the next decade.
- > There is potential for the net zero transition to create more jobs than will be lost, in low-carbon sectors, such as buildings retrofit, renewable energy generation and the manufacture of electric vehicles.
- > The transition provides a range of opportunities, from driving growth in areas with historically low employment to diversifying the workforce of core net zero sectors. However, it also comes with risks.
- > Government has policy levers at its disposal to support workers during the transition to net zero. It does not need to intervene in every sector of the economy, but clearer plans are needed to harness the potential of the transition and to manage its risks.

To plan a just transition, we need to understand how a transition might affect workers, including any indirect impacts on their families, and how different transition strategies can improve employment outcomes. Some parts of our economy will change at a faster rate as new opportunities emerge, and in different ways across different parts of Wales. This could present challenges for businesses and workers to successfully transition, acquiring new or updating skills in a timely manner to meet these future net zero ambitions. It is important that organisations, workers and others affected, work together to plan the transition.

Assess Impacts and Opportunities for Different Groups of Society

Without proper planning, people with protected characteristics, on lower incomes or from more vulnerable groups may be more at risk of experiencing the negative impacts of the transition to a net zero economy. For example, Households Below Average Income data for Wales shows non-white ethnicity is linked with a greater likelihood of relative income poverty, and living with a disabled person makes [relative income poverty](#) more likely for children and working age people. This is just a single example of intersectionality, with many other examples existing. Further analysis by the Climate Change Committee on the impacts on different households is provided in Chapter 8 of their advice on the [UK's Seventh Carbon Budget](#).

There are risks we can mitigate, and opportunities we can grasp, if we understand the different groups in our communities. With the skills transition, we have the chance to create new employment opportunities for underrepresented groups within our communities. For example, there is a relatively low percentage of women [working in the construction sector](#), which will be an important sector in retrofitting housing stock – there may be opportunities to make the career more accessible to women.



Mobilising Stakeholders and Coordinating a Response

The Call for Evidence highlighted that collaboration between the public sector, businesses, workers, unions and communities is fundamental for just transition decision-making. Citizen participation in the transition to net zero is crucial in making the transition to net zero just and fair. Children and young people must have a voice as future citizens who will carry the legacy of decisions we make.

It is important to create dialogue among stakeholders in order to initiate the transition process. The changes to transition will impact on organisations, workforces, local economies and communities. We must therefore ensure a clear process that enables those impacted to engage in dialogue. We want experts and people with lived experience to work together and contribute to the planning and delivery of a just transition. This should be done in a context-specific way.

The approach to involvement must also enable the participation of citizens and must be established at the earliest possible stage. Involvement should continue throughout the design, implementation and evaluation processes to enable the identification of issues and potential solutions throughout. Early dialogue among stakeholders can provide the momentum for more detailed transition planning.

This approach aligns with the requirements of the WFG Act. However, there are many stakeholders and partners not named in the WFG Act. Many more stakeholders across multiple areas of social, economic, cultural and environmental action can be key partners in leading the transition to net zero. The roles and responsibilities for planning and implementing a just transition to net zero must also be defined.

Leadership, Collaboration and Roles and Responsibilities

Leadership and collaboration between governments, the wider public sector, industry and business representatives, academic institutions and communities will be needed to achieve a successful and just transition.

The Welsh Government's role in Just Transition

The Welsh Government will lead in embedding this approach to a just transition. We will continue to build the evidence base and capacity in order to plan and implement change. We will work with partners to address gaps in evidence, where such evidence would have a material impact on decision-making. We will ensure just transition is integrated effectively into our national climate

policies. In doing so, we will aim to co-design and co-deliver with those who stand to be most significantly impacted by the transition to net zero.

Within individual organisations

A strong partnership across the public sector, businesses, unions, workforce and local communities will be vital for the success of just transition. This means that building knowledge and capacity will be required across all areas of Welsh society, including at the level of individual organisations of all kinds: businesses, local authorities, public bodies and third sector organisations. Organisations should use this Framework to instigate or update plans to ensure a just transition.



Communities

Active engagement must continue with communities, voluntary sector and community networks to explore initiatives and opportunities for capacity building around just transition. Support is also needed for people in the community who want to take action to help their community make changes.

Academia and educators

Universities and other research organisations and institutions can play crucial roles in transition planning. They can be key partners in the analyses needed for transition planning and in reskilling and retraining.

Cooperation between governments, industry representatives, and academic institutions will be needed to align the education and research sectors with the needs of a just transition.

The role of the UK Government

Many of the most powerful levers to deliver a just transition, such as powers over welfare and trade, sit with the UK Government. The Welsh Government will seek to work with the UK Government on reserved matters so that powers at its disposal are deployed effectively in Wales.

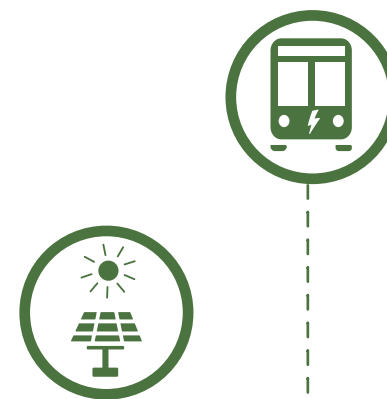
Public Engagement

The involvement of workers, communities and businesses is critical to ensure that just transition planning and policies are relevant and effective. Children must have a voice as the citizens who will carry the legacy of the decisions we make. It is also important that engagement with people with protected characteristics is prioritised, including ethnic minority communities and disabled people, to ensure their lived experiences shape our transition planning. This is in line with our commitment to inclusive co-production across all protected groups.

The WFG Act places a legal obligation on public bodies to consider and involve people of all ages and diversity in decision-making. The sheer extent of change needed to tackle climate change cannot be achieved without opening the discussion and taking a co-production approach. [Net zero Wales: Carbon Budget 2](#) commits to a two-way dialogue on climate change, particularly with people and communities most likely to be impacted by climate change and negatively affected by future policy decisions.

[The Engagement Approach around Climate Change \(2022-2026\)](#) sets out the Welsh Government's approach to ensuring timely and effective involvement of stakeholders in climate decision-making and strengthening the coalition of Welsh organisations.

[The Welsh Government's Public Engagement Strategy](#) sets out how the Welsh Government and its partners work together to support and engage the people and communities of Wales in action on the climate and nature emergencies. In presenting the evidence, it conveys the importance of ensuring that fairness is embedded in the approach for the people of Wales and future generations. This will be the foundation for how we involve the public in the decisions that affect them around just transition.



Ensuring fairness for groups that might be adversely affected by the transition.

The Climate Action Wales public engagement programme commits to prioritising conversations with groups that could be adversely affected by climate change and the transition. The complexity of many climate-related topics means that tailored mechanisms are needed to ensure that these groups are provided with opportunities to meaningfully and fairly participate in outreach climate engagement through the programme. This equally applies to the provision of accessible climate communications and ensuring that the Climate Action Wales campaign uses tailored communications channels, messages, and trusted voices so that messages are reaching these groups. The national campaign provides useful sources of information on support for making green home energy, travel, food and consumption choices, and publicises opportunities for everyone to participate in policy decision-making so that nobody is left behind.

Working across the Wales to engage with the public

Along with the approach described in the Engagement Approach around Climate Change (2022-2026) document, and the Public Engagement Strategy, the annual Wales Climate Week event aims to build relationships with other organisations, bringing organisations across Wales (public, private and third sector) together to share learnings, stimulate ideas and encourage discussion on solutions for tackling climate change. The Climate Conversations fund linked to this annual event was introduced to support representative bodies of businesses, social enterprises and community groups to hold outreach events around the Week and encourage broader discussions on climate change.

Integrating a Just Transition into Decision-making




Our approach is to facilitate a shared understanding of the just transition to net zero across government, organisations and communities in Wales. We have developed Just Transition guiding principles, which support the three pillars and align to the WFG Act. This will help plan cohesive and effective transitions and we have identified actions to help mainstream and integrate our approach into planning and decision-making processes.

Our approach to a just transition gives us the opportunity to develop a more holistic view of our current decarbonisation plans and policies across all levels of society and within organisations, and to consider their impact in line with our commitments to drive fairness and equality in all we do, ensuring we achieve better outcomes for all.

Example transition scenarios are set out in the following table, and our aim is to build on these scenarios through the development of more targeted guidance in collaboration with stakeholders in future. Further guidance can be found in the [Grantham Institute's Just Transition Explainer article](#). The article provides suggestions on the actions that can be carried out at national level, regional level and at private sector level and includes links to other tools, resources and case studies.



Table 3 – Contexts and decision levels

	<p>Regional or Sectoral</p> <p>Analysis from a sectoral or geographical area level, which includes an organisation's boundary of delivery e.g. Local Authority delivery area.</p>	<p>Who: Welsh Government, local government, Public Services Boards, Natural Resources Wales, businesses and third sector organisations within the geographic area or sector.</p> <p>How: Integrate and inform existing plans – such as Well-being plans, Area Statements, Economic Development plans or the development of sectoral or community level Decarbonisation and/or Just Transition plans.</p>
	<p>Organisation</p> <p>Focuses on the transition of an organisation or individual industrial site.</p>	<p>Who: Business, local government, NHS, community groups, other public sector organisations.</p> <p>How: Update existing climate and/or business plans or the development of specific Just Transition plans.</p>
	<p>Policy Development</p> <p>Involves the assessment of need for future policies to respond to the threats and opportunities, and looking at the impacts and opportunities of the policy being developed.</p>	<p>Who: Welsh Government, local government, NHS, Natural Resources Wales and business.</p> <p>How: Policy development tools such policy options analysis and policy impact assessments.</p>

