

The Multidimensionality of Just Green Transitions

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The Multidimensionality of Just Green Transitions

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2.1 INTRODUCTION

The concept of Just Green Transitions (JGTs) encapsulates the interplay between achieving climate neutrality and fostering equitable socio-economic outcomes (Cedegren et al., 2022). Rooted in the labour movements of the 1970s, JGTs have now evolved into a comprehensive policy framework

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addressing the complexities of transitioning to sustainable economies (European Commission, 2019). Tapia et al. (2025, in this volume) note that academic research on the concept of JGTs has failed to keep pace with policy developments. While there is no agreed consensus on what constitutes JGTs in academic and policy circles, and no universal blueprint for developing and implementing JGTs, the policy and academic discourse do reveal several key dimensions of JGTs that strategies, policies, and measures must try to address, highlighting the complex, multidimensional nature of shifting to carbon neutral economies and societies (Shaker 2025, in this volume). Indeed, JGTs embody key overlapping and interlinked dimensions, including environmental protection, economic restructuring, social equity, spatial planning, technological development, and governance reforms (Moodie et al., 2021).

The aim of this chapter is to provide an overview of the core dimensions of JGTs. Where possible, the discussion relates these dimensions to current JGT policy developments and the WB context. The chapter examines the social dimension of JGTs, emphasising justice frameworks such as distributional, recognitional, and procedural justice, and how these principles are designed to mitigate against socio-economic disparities. The economic imperatives of JGTs are presented, analysing the costs and opportunities inherent in transitioning to low-carbon economies. The spatial and environmental dimensions are also addressed, highlighting the territorial disparities that arise from transitions. The core elements of effective JGT governance structures are evaluated, outlining the importance of multi-level, multi-actor governance structures that promote collaboration between key stakeholders. The final section of the chapter synthesizes insights from the preceding discussions, emphasising cross-cutting temporal, technical, communicative, and resilience dimensions of JGTs. The multidimensional JGT framework underscores the need for adaptive, context-sensitive JGT approaches that prioritise long-term sustainability, while remaining flexible to evolving challenges.

2.2 JUST DIMENSION

2.2.1 *Social Component*

The ‘Just’ element of JGTs focuses on ensuring that transition policies promote fairness and social equality (Tavares, 2022). This is crucial as new regional economic growth pathways stimulated by JGTs have the potential for generating different forms of societal inequality and exploitation (Eadson & van Veelen, 2023). Growing unemployment, limited access to skills and training, and the uneven distribution of available funding can, in some cases, lead to the exclusion and displacement of certain societal groups (Mackinnon et al., 2019). Sovacool et al. (2021), studying the justice and equity implications of low-carbon transitions in France, Germany, Great Britain, and Norway, point out that political responses to climate change may spur increasing economic inequalities, unemployment, human rights abuses and

other types of externalised impacts on different societal groups. In this context, some individuals and societal groups are more vulnerable than others (Carley et al., 2018). Consequently, the notion of ‘social justice’ has become central to the debate surrounding JGTs, so no one region or person gets left behind (Wang & Lo, 2021).

The term ‘just’ in just transitions relates to the concept of social justice developed by philosophers and thinkers, including Rawls, Locke, Rousseau, and Kant (Moodie et al., 2021). Social justice is a normative concept which implies that society and the state should strive towards achieving social equality for all citizens (Heffron & Heffron, 2021). There is no accepted definition of social justice in relation to JGT policies (Shaker & Berisha, 2024, 2025) but several different tenets of the broader social justice concept have been applied in academic discussions on JGTs (Cedergren et al., 2022). Distributional justice is viewed as a guiding principle of JGTs which advocates that resources and the benefits and burdens of policies are allocated fairly across society and to the advantage of the most vulnerable groups (Ibid). In their study of energy justice, McCauley and Heffron (2018) examine recognitional justice and procedural justice; the former explores which groups or sections of society are recognised and neglected in energy policymaking, and the latter emphasises the need for both informal and formal societal engagement in energy policymaking. They also examine cosmopolitan justice, which argues that principles of social justice should apply to all human beings regardless of the country and region they are located (Ibid). Valkenburg (2025, in this volume) highlights that epistemic justice is an often-overlooked element in JGTs, outlining the importance of including different types of knowledge in JGT policymaking processes to help promote both testimonial justice, i.e. justice with respect to different voices being heard, and hermeneutic justice, i.e. justice in respect to citizens being enabled to develop knowledge.

The ‘just’ elements are clearly reflected in the 2015 just transition guidelines developed by the International Labour Organization (ILO: International Labour Organisation, 2015). These outline the need for social dialogue and consultations between policymakers and affected groups; proactive labour market policies based on social protection and worker rights, including financial support and retraining opportunities for the unemployed; early-stage research into the potential socio-economic impacts of climate policies; and the development of local economic diversification plans (Ibid). The guidelines also make a distinction between social investment policies (e.g. active labour market policies, training and reskilling policies to increase workers’ employability in a greener economy) and social protection policies (e.g. unemployment and minimum income benefits), which means both are needed in a just transition framework (Ibid). The ‘just’ element is also prominent in the EU’s Green Deal and Just Transition Mechanism and Funds. The social elements are highlighted in the EU’s commitment to worker protection rights and reskilling opportunities. There is also a strong emphasis on the social justice element of

the transition in relation to open and inclusive social dialogue with citizens to promote the trust and acceptance of policies (European Commission, 2019).

While social justice is recognised as an essential element of transitions, the different dimensions of social justice are rarely explored in any great depth in JGT policymaking processes. Cedergren et al., (2022, p. 5) note that ‘which criteria to apply when assessing and addressing justice concerns—in other words, what is “just” and for whom—depends on the philosophical and political positions taken and has implications for how policies are formulated and adopted’. In response to this challenge, Bennett and colleagues (2019) developed a criteria to consider when looking at justice in relation to concepts such as transformations and just transitions, elaborating on the different philosophical positions on equity, which in turn influence the construction of ‘justice’. These different positions on preferred notions of equity include: (a) utility (actions that produce increases in aggregate goods or improve overall human well-being); (b) equality (all parties have equal opportunities); (c) proportionality (potential losses and gains should be proportional); (d) needs (preferential treatment should be given to the most vulnerable); (e) merit (different parties ought to receive what they deserve based on their effort or input, e.g. reaping the benefits of their actions or change processes, also known as ‘just desserts’); and finally (f) rights (the treatment of different groups should ensure that a minimum threshold of basic human rights are respected) (Bennett et al., 2019). There is heterogeneous understanding of notions of equity and social justice across political and cultural spheres, so they need to be carefully considered in relation to different spatial contexts (Teitje & Cresap, 2018). Nordberg (2020, p. 48) argues ‘geography exercises influence over social circumstances, and such circumstances are ignored if the spatial aspect goes unnoticed regarding the concept of justice’. Indeed, the social challenges presented by JGTs cannot be separated from the spatial dimension of JGTs, as the socio-economic impacts of transitions will be influenced and exacerbated by regional contexts and specificities, particularly existing territorial assets and weaknesses (Rodríguez-Pose & Bartalucci, 2024).

2.2.2 *Democratic Component*

Citizen acceptance and support for JGTs is largely dependent on inclusive, open, and transparent policymaking processes that proactively engage citizens across the policy cycle, through policy development, implementation, and evaluation (Balz et al., 2023). So far, there has been little meaningful citizen engagement in JGT processes, with policymaking dominated by EU, national, and sectoral actors (Georgieva & Ferry, 2023). Enhanced citizen involvement is vital for meeting the procedural, relational, and epistemic dimensions of social justice in JGT processes. Policymakers can implement more inclusive and transparent JGT processes using citizen engagement tools and methods that proactively involve citizens in the different phases of the JGT policymaking cycle. Citizen engagement needs to move beyond one-way

information sharing towards interactive participatory methods which provide citizens with an opportunity to voice their views and influence the direction of JGT policies that meet local needs (Georgieva & Ferry, 2024). Enhanced participation is particularly important for those societal groups and citizens that face the worst socio-economic impacts of JGTs.

From a societal perspective, trade unions, civil society groups, NGOs, and community groups have an important role to play in representing citizen voices and perspectives in JGT policy processes (Eadson & Van Veelen, 2023). NGOs and societal groups have a particularly key role in protecting the most vulnerable groups in society from the negative socio-economic impacts of transitions (Buijs et al., 2024). The NGO Forum on the Green Agenda for Western Balkans (NGO Forum) has been created to provide a platform for NGOs across the WB to share knowledge and experience on JGT (Regional Cooperation Council, 2021). The NGO Forum primarily includes NGOs with knowledge and experience of working with JGT issues and will play a role in drafting JGT policies and recommendations, monitoring and evaluating the implementation of JGTs, raising citizen awareness, and engaging vulnerable groups in the JGT processes, such as Roma and other minorities (Ibid). Youth groups, including the Regional Youth Cooperation Office and the RCCs Youth Lab, have also been identified as important for young people to express their views and concerns regarding JGT (Ibid). There has been limited citizen engagement with JGT across the WB and policies and citizen consultation processes need to be framed in a language which raises citizen awareness, proactive engagement, and support (Frey, 2024; Ignjatović, 2024).

2.3 ECONOMIC DIMENSION

JGTs present both economic costs and opportunities (Kemfert et al, 2020). It is extremely expensive for large-scale industries and businesses to convert to carbon neutral internal processes and practices. Economic assistance is essential for regions and sectors to undergo JGTs, with high levels of investment needed in low-carbon technologies (Green & Gambhir, 2020). This is why national governments in EU member states, such as Sweden, devoted most of their EU Just Transition Funds to covering the costs of the development and implementation of carbon neutral technologies in the country's highest polluting industrial sectors (Moodie et al, 2021). The Swedish EU Just Transition Plans are driven by national level and sectorial perspective that EU funding should be prioritised to cover the economic costs of technological change, rather than alleviate the socio-economic impacts of the transition (Ibid). Consequently, trade unions and civil society groups have voiced concern that the Swedish just transition is too focused on the economic and technical dimensions of climate policies, while neglecting the potential regional social impacts of transition (Ibid).

While JGTs are costly, there is an economic imperative at the heart of the EU Green Deal that views decarbonisation as an opportunity for economic

restructuring and growth across European regions (European Commission, 2019). Easdon and Van Veelen (2023) point out that new JGT economic pathway development policies need to move beyond traditional high-growth and production-oriented paradigms with a single sector focus. They argue that a multi-sector economic pathway development strategy, based on a degrowth perspective and economic models that support human and ecological well-being, might produce more favourable social and environmental impacts (Ibid). They continue that such an economic development approach might also create stronger synergies between industries and businesses which is essential for developing circular economy models central to delivering effective JGTs (Ibid). In the context of JGTs, regional economic development and business diversification processes are policy induced (Toto et al., 2023). Policy tools are, therefore, required that facilitate long-term regional resilience by promoting the development of new business innovation ecosystems and regional economic pathway creation (Grillitsch & Sotarauta, 2020). JGTs should be built around regional development strategies and EU smart specialisation strategies that prioritise regional and local economic diversification possibilities (Woien Meijer & Giacometti, 2024). In this regard, finding stronger connections between JGTs and EU Smart specialisation Strategies is essential to identify targeted links between transitions and economic and business diversification processes (Ibid).

The non-EU countries of the Western Balkan region are signatory to most international conventions, strategies, programmes, directives, and agendas that bind the field of JGTs, sustainable development, biodiversity, and conservation. However, investments in green transition and achieving EU standards in this respect for some of them are not priorities (Serbia for example), leading to ecological problems and demonstrating how unsustainable exploitation of natural resources and unbalanced tourism development that threatens biodiversity can jeopardise long-term economic potential (Protić et al., 2024). This is particularly evident in ski resorts and infrastructure, which contribute to the degradation of landscapes and biodiversity, thereby diminishing the region's long-term tourist appeal (Ibid). Vukoičić et al. are stating that sustainability of tourism development in protected areas relies largely on the ability of destination management to harmonise the activities of visitors, local communities, entrepreneurs, and other tourism actors with the primary aim of nature and landscape protection (Vukoičić, 2022).

2.4 GREEN DIMENSION

The 'green' element of JGTs emphasises the need for sustainable and resilient development that can help societies to mitigate and adapt to climate change, protect biodiversity, and stop environmental degradation (Cedergren et al, 2022). In the JGT policy sphere, the green dimension is most visible in the long-term climate and environmental targets set by international organisations and national governments, such as the EU's goal to be net zero

by 2050 (European Commission, 2019). At the heart of the ‘green transition’ is the goal of developing a ‘green economy’ and ‘green growth’, which can help promote economic growth and social equality while relieving pressure on the environment and reducing ecological damage (Bogovic & Grdic, 2020). The World Bank (2014) defines green growth as the development of an economic system that is ‘efficient in its use of natural resources, clean in that it minimises pollution and environmental impacts and resilient in that it accounts for natural hazards’. Green growth promotes carbon neutrality and the shift from linear to circular business models based on the efficient use of natural resources and sustainable patterns of production and consumption (Cedergren et al., 2022). The notion of green growth is central to the EU Green Deal, which seeks to strike a balance between economic growth and reaching climate neutrality by reducing waste and pollution, moving to circular and resource-efficient economies, and preventing the loss of biodiversity (European Commission, 2019).

Green growth is not only a theoretical concept but a practical model of development, which requires the integration of spatial planning, environmental policies, and sustainable economic activities. Serbia, for example, through the Spatial Plan and strategies for the preservation of natural reserves (Gatarić et al., 2022), is already laying the foundation for this kind of development, but further implementation and systemic support for green growth policies is necessary.

2.5 SPATIAL DIMENSION

The impacts of climate transformations will not be neutral from a territorial perspective (Rodríguez-Pose & Bartalucci, 2024). The costs and benefits of JGTs may not be shared equally, which could contribute to growing territorial disparities and inequalities between regions (Toto et al., 2023). Furthermore, urban and rural areas possess different territorial assets and weaknesses that can either strengthen or impede their capacities and ability to adapt to the challenges and opportunities presented by JGTs (Coenen et al., 2012). On a spatial level, the closure of a major industry in one region presents opportunities for other regions to strengthen and diversify their own economic base; however, it can also lead to negative spatial displacement effects with socio-economic and environmental burdens being transferred to other areas (Chlebna et al., 2022). JGT plans in one region, therefore, need to carefully consider the potential impacts and knock-on effects on neighbouring regions and municipalities, particularly those areas with an economy, manufacturing, or businesses that are closely connected to and rely on the materials provided by large-scale industries that face closure or restructuring (Moodie et al., 2021).

The sociology of territory and place is an important element of the spatial dimension of JGTs (Binz et al., 2020). JGTs have the potential to negatively impact on citizen’s place-based socio-cultural identities, particularly in

regions where communities have built up around large-scale fossil fuel industries (Eadson & van Veelen, 2023). Garvey et al., (2022, p. 2) note that local territorial identities will affect how citizens anticipate and experience industrial change, so there needs to be an: ‘acknowledgement of divergent identities, cultural histories, and power dynamics, and how these may interact with proposed changes...Space is particularly important to recognition justice in terms of recognising specific place identities and how these may shape the acceptability of transition measures’. Space, place, and territory play a central role in framing socio-cultural identities, which will impact citizens’ support and acceptance of JGT policies. Understanding these spatial identities and how they might affect citizens’ responses to JGTs is essential for policymakers to frame and communicate their strategies effectively to local communities (Binz et al., 2020). It is, therefore, important that policymaking concepts that embrace territory and local knowledge guide JGT policymaking processes, including place-based policymaking, territorial governance, and active subsidiarity (Moodie et al., 2021).

In the Western Balkan countries, the socio-economic challenges of population decline, migration, unemployment, and urban shrinkage have become pressing issues, particularly in small and medium-sized towns. These trends reflect broader regional dynamics, shaped by post-socialist transition, economic restructuring, and uneven territorial development. Urban shrinkage is often accompanied by environmental degradation, yet paradoxically, the decline in industrial activity may temporarily reduce certain pollution sources. However, such outcomes do not align with long-term goals of green transition supporting sustainable economic development, population concentration, and agglomeration of economic activities, parallel with environmental care (Živanović et al., 2025). Addressing urban shrinkage and advancing the green transition require a strong territorial perspective (Berisha, 2025a, 2025b). The spatial disparities between shrinking small towns and growing metropolitan centres, such as Belgrade, Skopje, Tirana, etc., illustrate the need for integrated regional planning. Territorial cohesion policies should aim to balance development by fostering urban-rural synergies, decentralising governance, and promoting sustainable economic activities in peripheral areas (Jeftić et al., 2021). These measures would ensure that environmental care, economic growth, and social equity are achieved across all regions, preventing further polarisation and fostering sustainable territorial development.

2.6 GOVERNANCE DIMENSION

The development and implementation of JGTs requires a holistic, multi-actor policymaking approach built on collaborative multi-level governance and planning processes (Avelino & Wittmayer, 2016). Public and private actors across different governance levels (EU, national, regional, and local) have a central role in determining the direction of JGT pathways and targets (Smith et al., 2005). As Geels (2002) explains, transitions occur as the outcome

of linkages between developments at multiple levels. Consequently, proactive multi-level institutional and stakeholder cooperation, based on open and inclusive dialogue, is imperative in responding to the socio-economic challenges and opportunities presented by JGTs (Nikas et al., 2020; Sandmann et al., 2024). The importance of collaborative multi-level governance and planning in JGT relates to four main elements: (1) ensuring that JGT policies are well integrated and coherent across multiple levels of governance (transnational, national, regional and local levels); (2) empowering sub-national level institutions and actors in policymaking processes to ensure that JGT policies are carefully tailored to meet regional specificities and the needs of citizens in local communities; (3) developing platforms and tools for building connections, creating synergies, and sharing knowledge and ideas between key policy-makers, sectors, businesses, researchers, NGOs, and societal groups; (4) raising public awareness and support for policies by harnessing the potential of digital tools for facilitating active citizen engagement in JGT policymaking processes (Cedegren et al., 2022; Moodie et al., 2021).

At the transnational level, the major challenge is to ensure that climate and JGT policies are in alignment with international climate goals, particularly the objectives of the EUGD (Ahlström & Sjöfjell, 2023; Shawoo et al., 2023). This is particularly important in a WB context where alignment with EUGD policies has become a central element of the EU accession process. An open and continuous multi-level dialogue with relevant European Commission services is important to ensure that EU climate and accession priorities are effectively translated into workable policies in WB countries with practical implementation and monitoring tools (Berisha et al., 2024). The GAWB reflects a first step in attempts to build transnational and cross-border JGT strategies, programmes, plans, collaborations, and partnerships (Regional Cooperation Council, 2021). Here, the Regional Cooperation Council (RCC) can play a role in building macro-regional partnerships across the WB. Existing intergovernmental institutions, such as the Regional Working Group on Environment and South-East Europe Biodiversity Task Force, can provide important platforms for creating a permanent dialogue between WB national governments on climate and JGT issues (Ibid). Western Balkans countries are highly fragmented, so existing cross-border institutions and structures provide important forums for overcoming any political, geographical, natural, economic, and socio-cultural obstacles to collaboration (Berisha & Cotella, 2021).

At the national level, recent research on the development of Swedish EU Territorial Just Transition Plans highlights that the role of sub-national level actors was constrained in a process dominated by the national governments and sectors (Moodie et al., 2021). Snell (2018) and Eadson and Van Veelen (2023) correctly observe that national governments and sectors inevitably have a large role to play as key drivers in JGT processes, given the size and scope of transitions and the primary focus on the biggest polluting industries. However, more can be done to promote place-based and bottom-up

governance approaches to JGTs to ensure that policies meet the needs of citizens at regional and local levels (Shaneh et al., 2025, in this volume). Rainnie (2021) argues that there is an ‘inclusionary bias’ at the sub-national level, which means that participation in policy processes is restricted to stakeholders within existing regional and local networks. Opening up JGT policymaking beyond the ‘usual suspects’ at the national and regional levels is important to ensure that all different voices, perspectives, and knowledge are represented and heard (Valkenburg, 2025, in this volume).

Centralised governance systems across the WBs make enhancing the role of sub-national level actors challenging (Berisha et al., 2021). The WB has over 520 local governmental units (municipalities) that are important in addressing environmental and social issues. The Network of Associations of Local Authorities of South-East Europe (NALAS) provides an existing cooperation framework where municipalities can share JGT knowledge and best practices (Regional Cooperation Council, 2021). A strategic approach is required to outline how regions and municipalities can be better integrated into multi-level governance JGT policymaking processes to enable vertical coordination and ensure that EU and national-level JGT priorities recognise local needs and challenges (Radovanovic & Carapina, 2024). Furthermore, regional and municipal authorities need to work closely with key sectors to ensure that sectoral changes address wider local socio-economic issues. Sub-national authorities, therefore, need substantial support to strengthen their administrative capacity to facilitate participative processes and environmental assessments in strategic JGT planning, programmes, and projects (Ignjatović et al., 2024).

JGTs cannot be developed and implemented without effective cross-sector collaboration at regional and local levels (Guerrero & Hansen, 2021; Wälitalo et al., 2020). Transforming the internal processes of resource-intensive sectors in the WBs is crucial for meeting climate targets, including the construction, textiles, plastics, and electronics industries (Bechev, 2023). However, transformations in one industry can have significant knock-on effects on other sectors and businesses (Moodie et al., 2021). To mitigate against the knock-on effects of transitions, sectoral organisations, and groups (e.g. the Energy Community Secretariat, Transport Community Permanent Secretariat, the Standing Working Group on Regional Rural Development, and International Union for Conservation of Nature) can play an important role in helping sectors develop roadmaps for industrial transition processes and building networks between sectoral actors (Regional Cooperation Council 2021). Furthermore, the Balkans Chamber Investment Forum can help facilitate links between industries and businesses that can work together to promote industrial symbiosis and develop circular economy ecosystems (Angelis-Dimakis et al., 2022; Ignjatović et al., 2024).

2.7 TECHNICAL DIMENSION

The technical component of JGTs relates to the complex and costly technological systems and process changes required to facilitate the shift towards carbon neutrality (Bergek et al., 2008; Hekkert et al., 2007). Geels (2002) argues that transitions are an outcome of recurrent innovation and technology substitution processes, particularly the internal processes of high-polluting sectors and businesses. The high importance of the technical component of JGTs is reflected in the EU's commitment to investing large sums of money in carbon neutral and environmentally friendly production technologies, transport, renewable energies, and digitalisation (European Commission, 2019). An emphasis on restructuring the internal technological processes of the largest greenhouse gas emitting industries has given large sectors (e.g. mining, steel, cement, and mineral industries) a prominent position in JGT policymaking. Narrowing the focus of JGT plans on specific sectors is understandable, as transforming the internal processes of large-scale industries is vital for reducing overall emissions; however, one consequence of a limited sectoral approach is that the technical component becomes the predominant and over-riding focus of JGT policies (Moodie et al., 2021). This narrow focus can lead to a situation where other key JGT dimensions are neglected, particularly addressing the potential socio-economic and spatial impacts of JGTs across regions and on different societal groups. Taking a broader territorial approach to JGT planning can lay firmer foundations for producing more balanced plans that carefully consider all JGT dimensions, which do not only prioritise sectors and the technical elements of shifting to carbon neutral societies and economies (Shaneh et al., 2025, in this volume).

2.8 TRANSVERSAL DIMENSIONS

2.8.1 *Communicative Component*

There is a lack of awareness, information, and knowledge on JGTs at the societal level in the WBs and across the EU (Shaker & Persico, 2024). The shift to climate neutrality presents both socio-economic challenges and opportunities for citizens, which require preparation, adaptability, and resilience at the societal level. Citizen awareness, understanding, and inclusion in JGT processes is essential for building citizen support and acceptance for JGT objectives, actions, and impacts; however, the semantic and terminological ambiguity surrounding JGTs risks creating communicative barriers that could lead to a further breakdown in trust between policymakers and citizens (Sanderson et al., 2024). Policymakers cannot automatically assume that all citizens know and understand what JGTs are and involve, so a communicative breakdown can be prevented by, firstly, ensuring that the concept of JGT is defined simply in a way that is understandable to citizens. Secondly, JGTs need to be communicated to citizens in a manner that the concept is easily recognised

and perceived across all levels of society and adaptable to different territorial contexts (Panarello & Gatto, 2023).

Communicating JGTs effectively is particularly important in a WB setting where the term ‘transition’ has become loaded with negative connotations (Toto et al., 2023). Toto et al. (2023) argue that the WBs has been a loop of post-socialism transition since the early 1990s, with the slow transition towards liberal democracies, free economies, and EU integration, creating disillusionment and ‘transition fatigue’ amongst citizens across the WBs. They note that ‘fatigue from a stagnating process of EU integration, conflicting narratives, dominant power relations, corrupted institutions, and huge territorial disparities have produced an agony of “never-ending transition”, which suggests that resistance to change may be notably present for the green transition as well’. (Toto et al., 2023, p. 6) JGTs can be the catalyst for significant changes at regional and local levels, which can be a source of uncertainty and fear that can induce citizen opposition and conflict. To alleviate this fear, JGTs need to be conducted through a social dialogue that allows for debate, contestation, and consensus building (Abram, 2017).

Social media can play a significant role in raising public awareness of JGTs and be used as a tool for connecting citizens and policymakers (European Commission, 2017; Falkenberg et al., 2022). Social media has become a key tool for disseminating political information making an online space where policymakers can communicate information and get immediate feedback which can promote trust and increase transparency (Valdez, 2018). Shaker and Persico (2024) have shown that the term JGT is barely used in policy and social media discourse, with citizens predominantly using terms such as ‘climate change’, ‘global warming’, ‘climate neutrality’, ‘decarbonisation’, and ‘sustainability’. It is vital that policymaker’s start to use these terms and a more precise and simple language that citizens commonly understand. This can help promote citizen understanding of JGT policy discourse and lay the foundations for increased citizen involvement in policymaking (Eckert & Kovalevska, 2021; Fink et al., 2021).

2.8.2 *Temporal Component*

JGT policies are constructed by policymakers to occur within a specific time frame (Levin-Keitel et al., 2018). JGTs are, therefore, inherently temporal possessing both long-term and short-term time specific aims and objectives developed in line with politically established climate and environmental targets and policies (Berkhout et al., 2004). There are longer-term time sensitive targets, such as the EU’s target to become carbon neutral by 2050, and shorter-term time sensitive policies, including the EU Just Transition Mechanism, that supports EU regions in the implementation of their EU just transition plans until the end of the current EU Cohesion Policy programme in 2027 (European Commission, 2019). However, Toto et al. (2023) argue that it is counterproductive to set JGT targets around specific time frames, as

new equilibriums and changing contexts force modifications to plans to meet societal needs and demands. Consequently, JGTs need not be time specific, but considered as a continuous process that requires amendment and adaptability according to new circumstances as they arise (Ibid).

2.8.3 *Resilience Component*

JGTs are closely linked to the ‘regional resilience’ of local communities (McCandless & Onbargi, 2023). Resilience thinking has become widely used in relation to climate and environmental transformations, including an assessment of the impact of JGTs on communities (Neuhuber, 2025). Regional resilience refers to the ability of an entity or system to recover from and position elastically following a disturbance or disruption (Martin, 2012; Martin & Sunley, 2015). More specifically, it refers to a set of regional territorial capitals (e.g. economic, social, environmental, and institutional assets) that enable a region to respond to a policy shock and maintain system stability and durability while adapting to structural changes and moving to new development pathways (Giacometti & Teras, 2019). The shift to carbon neutrality does not constitute a conventional spontaneous policy shock, as JGTs and the need for climate action are well known and an established theme within EU, national, and regional level policymaking; however, the socio-economic impacts of these transformations and the technological changes and innovations required to implement them require high levels of regional resilience and adaptive capacity, with new JGT rules putting pressure on policymakers, industries, businesses, workers, and citizens alike (Rodríguez-Pose & Bartalucci, 2024). Territorial JGT planning interventions, made through EU, national, and local and regional plans, are affected by systemic factors (management and market) and shaped by political institutions (Jeftić et al., 2019). JGTs plans built on a territorial governance logic that maximise the territorial asset base can serve to enhance regional resilience and adaptive capacity (Bianchi & Richiedei, 2023). This applies to the resilience and adaptive capacity of ecological systems, socio-economic structures, governance processes, and the responsiveness of citizens (Loorbach et al., 2017).

2.9 CONCLUSION

Despite their widespread adoption in policy and academic discourse, JGTs face definitional ambiguities, often compounded by varied interpretations of ‘justice’ and ‘green’ in different contexts. The JGT multidimensional framework presented in this chapter highlights the complexities of transitioning to sustainable, low-carbon economies while ensuring fairness and inclusivity. This chapter underscores that achieving the ambitious goals of JGTs requires addressing the intersecting social, economic, spatial, environmental,

and governance dimensions. Each of these facets plays a crucial role in navigating the challenges and opportunities of the green transition, particularly in socio-economically and politically diverse regions like the Western Balkans.

Central to JGTs is the principle of justice, which seeks to mitigate the adverse impacts of transitions on vulnerable groups. Distributional, recognitional, and procedural justice frameworks provide valuable lenses for ensuring equity. However, translating these theoretical principles into actionable policies requires contextual sensitivity, particularly in regions facing socio-economic vulnerabilities. The social dimension of JGTs prioritises fairness and justice to ensure no one is left behind during the transition. By integrating principles of distributional, recognitional, and procedural justice, JGT policies can effectively address socio-economic disparities, minimise vulnerabilities, and empower marginalised groups. However, the lack of depth in exploring these justice dimensions in policymaking processes remains a critical challenge. Policymakers must adopt more inclusive strategies that incorporate diverse knowledge systems, foster equitable resource distribution, and enhance citizen engagement to build trust and legitimacy.

Economic restructuring lies at the heart of JGTs, presenting both opportunities and challenges. While investments in clean technologies and circular economies promise long-term benefits, they also necessitate significant upfront costs. Economically, JGTs represent both a significant investment and an opportunity for transformative growth. The costs of transitioning to low-carbon technologies and processes are substantial, but they are accompanied by the potential for regional economic restructuring, innovation, and the creation of circular economies. Balancing these economic imperatives with social equity remains paramount. The emphasis on localised economic diversification and regional resilience—supported by targeted policies and funding—can help mitigate socio-economic impacts and foster sustainable development.

The spatial and environmental dimensions of JGTs emphasise the need for place-based policies that account for territorial disparities. Urban and rural areas possess unique strengths and weaknesses, necessitating tailored approaches to spatial planning. Recognising the socio-cultural and identity-related implications of transitions is critical for policy acceptance at the local level. Concurrently, the environmental aspect of JGTs, encapsulated in goals like carbon neutrality and biodiversity preservation, demands that transitions align with broader ecological objectives to ensure long-term sustainability.

Governance plays a pivotal role in facilitating JGTs. Collaborative multi-level governance structures—spanning transnational, national, regional, and local levels—are essential for coherent and inclusive policymaking. Effective governance frameworks empower sub-national actors, integrate cross-sector collaborations, and promote citizen participation. In the Western Balkans, fragmented governance systems necessitate robust platforms for dialogue, cross-border cooperation, and alignment with international climate goals. Overcoming fragmented governance systems requires robust platforms for

dialogue, fostering synergies between stakeholders. Equally important is citizen engagement, which builds trust and legitimacy. Transparent, inclusive processes, supported by effective communication strategies, ensure that JGT policies resonate with local communities. Finally, the technical and temporal dimensions of JGTs underscore the importance of adaptability and innovation. Transitioning to climate-neutral technologies requires significant investments and sectoral transformations. However, focusing solely on technical solutions risks neglecting the broader socio-economic and spatial implications of transitions. Balancing technical innovation with socio-economic considerations remains a critical challenge. Policymakers must adopt multi-sector strategies that prioritise human and ecological well-being, fostering resilience and inclusivity. Moreover, while time-bound targets, such as the EU's 2050 carbon neutrality goal, provide direction, flexibility is vital to accommodate evolving policy developments, socio-economic, contexts and citizen needs.

The findings of this chapter illustrate that JGTs are not merely technical or environmental endeavours but inherently socio-political processes. Achieving just and sustainable transitions necessitates an integrated approach that harmonises all dimensions, prioritises equity, and responds to local contexts. For regions like the Western Balkans, JGTs offer a pathway to resilience and sustainability, but their success depends on adaptive governance, inclusive participation, and sustained commitment to justice and fairness at every stage of the transition.

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