

RAS/08/01/RBS
Green Jobs in Asia

A Review of Regular Budget Supplementary Account (RBSA)
Interventions on Green Jobs: INDIA

Summary

The Green Jobs RBSA funded pilot work stems from the ILO/UNEP/ITUC/IOE “Green Jobs Initiative” and builds on the conclusions drawn and action recommended during the regional green jobs conference held by ILO Regional office for Asia and the Pacific (RO-BANGKOK) in cooperation with INTEGRATION and INST in Niigata, Japan, in April 21-23, 2008. The pilot initiative was designed ‘to empower men and women at local level through creating green jobs initiatives which were aimed to contribute to reduce poverty and environmental impact while ensuring decent work and enhancement of livelihoods for the poor. One key objective of the GJ-RBSA initiative is to facilitate the development of a policy instrument that would put national policy and consensus on green jobs into practice.’

The Green Jobs RBSA covered the period 2008-9 and supported the following activities:

- a. Technical inputs into sub-group discussions of the Multi-stakeholder Taskforce on Climate Change and Green Jobs, set up by MOLE in response to the ILO’s GJ initiative, as well as responding to suggestions for studies
- b. ‘MGNREGA – a review of decent work and green jobs in Kaimur district in Bihar’ a study carried out by DA
- c. The Green Jobs RBSA pilot project carried out by DA/ TLA in Ujjain and Jabalpur
- d. A green value chain development exercise in Jabalpur, India – national case study developed by Roel Hakemulder and Gemenu Wijesena and presented at the ILO-OECD Expert meeting in Indonesia, Dec 2009
- e. Skills for Green Jobs – study carried out by NISTADS
- f. Capacity building of partners and staff through training in Turin, Bangkok
- g. Regional knowledge sharing through participation in GJ related conferences
- h. National Conference (2010).

Given the timeliness of the GJ initiative and the high level of interest in and commitment to the process by all tripartite partners, this review finds that a continuation of the GJ programme is very desirable. The main findings of the review, and areas identified by stake holders for taking forward the initiative include:

- ILO role which has been promotional so far, will need to continue to be so until more momentum builds up; it remains very relevant to the DWCP and India’s policy framework. To ensure adequate role of tripartite partners, GJ programme needs to become a stronger part of regular ILO country programme, and the idea of greening built into on-going activities. [eg the integration of GJ with initiatives around MGNREGA is a good example; or introducing GJ ideas into training modules around skills]. A few stand alone activities on GJ could be supported, resources permitting, and selected from among the

many ideas offered by partners through a consultative process. For all this, a full time project manager/ unit be appointed with corresponding assured budget to build up awareness, organize research based inputs and provide technical backstopping to all activities.

- At a national level, policy mainstreaming of the GJ idea in India is being attempted through the setting up and regular functioning of the Task Force; ILO will need to continue technical backstopping to the Task Force and sub groups, and respond as possible to suggestions for studies or pilots made at these meetings to see that momentum generated is not lost
- Capacity building will be a key aspect, especially around skills, which in turn will require both additional research and training. The skills study has been the first of its kind, with modest budget and implemented in the limited time period. It therefore provides only a snapshot picture of skills and occupational needs for green jobs. Moving forward, one way (supported by tripartite partners) would be to identify one or two sectors for detailed research and possibly demonstration. Identification of skill needs and subsequent training are desirable components of green jobs projects. Given the Skills mission in India and the stress on modular capacity development, greening of these modules is a practical way forward, supported by MOLE. Going forward, there will need to be thought on developing required skills not only for engineers and other highly qualified technical personnel, but also addressing skills at the lower end of the spectrum, for school drop outs and workers in the unorganised sector.
- The Jabalpur pilot project has generated interest and ideas, but will need consistent presence and follow up to realize the opportunities. There is a need to conceptualise the ways in which 'green jobs' apply to the informal economy. Jabalpur is a combination of medium and urban/ semi-urban enterprises; along with unorganized, informal, migrant labour. Practical interventions here will require good knowledge of both the technical aspects of enterprise development and the ways to improve conditions of work for unorganized workers. The operationalisation of carbon credits has not happened and needs to be followed through.
- A suggestion from tripartite partners is that Industry specific projects will have greater impact than a generic approach to GJ. This is also important because it will not be enough to mainstream the GJ idea into all government policies and programmes, there also needs to be a buy in on the part of the private sector. Given the structure of the economy and the dominance of informal employment, appropriate ground rules need to be developed that will also apply to unorganised sector and informal work. Taking a particular industry, ILO could help to evolve standards that link greening idea to DW norms (for example: within the hotel industry, norms on water/ electricity use; canteens or 'dhabas', impact of energy saving technologies like using pressure cookers, LPGs) and develop benchmarks industry-wise.
- The 'decent work' aspect of GJ needs to be emphasized. While much of the discussion is couched in terms of 'how can we make brown or less green jobs, greener' the fact is that stopping 'black jobs' will also enhance the overall green cover. The choice of development path is the real issue, and there needs to be policy coherence – the approach needs to be 'grow in a way that generates green jobs and addresses poverty' and not 'let's grow first and then try and clean up later'.
- While the analysis and assessments have incorporated gender concerns, taking forward gender sensitive programmes will call for special attention to be paid to the care economy and how the GJ process might be impacting on this.

At a 'macro' or policy level, there are additional opportunities, for example,

- Strong linkages with the National Missions some of which are just starting their work, need to be developed and actively pursued, and the interim country report on climate change commitments (currently under preparation) might offer specific opportunities for collaboration
- There are possible linkages with State level action plans around climate change (request from Government of Gujarat already received).
- Environment and related issues are very much a part of the draft ILO-facilitated national employment policy. Since the policy is expected to be adopted by end-2010, that would be another facilitator for GJ inputs.

At a 'meso' level, there is need to continue research and analysis that will bring greater conceptual clarity and operational definitions on GJ, and carry out a process of mapping on a continuous basis.

At a 'micro' level, the Jabalpur pilot project needs to be supported to reach a successful development of a dairy cluster with green technology in place and social security to workers in place.

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A Review of RBSA Interventions on Green Jobs: INDIA

[IND/08/01/RBS]

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I. Brief background of the interventions and its logic

Environmental degradation and the likely impact of climate change have implications for development trajectories, in turn affecting production and consumption patterns, and consequently employment and incomes. ILO Director General Juan Somavia in his report to the ILC (2007) called for a major ILO programme on employment perspectives within the climate change debate. The ILO 'green jobs initiative' responds to climate change as one of the three priorities for the UN system established by UN Secretary- General Ban Ki-moon. The Green Jobs RBSA funded pilot work stems from the ILO/UNEP/ITUC/IOE "Green Jobs Initiative" and builds on the conclusions drawn and action recommended during the regional green jobs conference held by ILO Regional office for Asia and the Pacific (RO-BANGKOK) in cooperation with INTEGRATION and INST in Niigata, Japan, held in April 21-23 2008. The pilot initiative was designed 'to empower men and women at local level through creating green jobs initiatives which were aimed to contribute to reduce poverty and environmental impact while ensuring decent work and enhancement of livelihoods for the poor. One key objective of the GJ-RBSA initiative is to facilitate the development of a policy instrument that would put national policy and consensus on green jobs into practice.'

The initiative links to existing ILO activities as well as UNDAF and national development priorities in each country. In India, through the Eleventh Plan the government has prioritised 'inclusive growth' in all its dimensions as a key aspect of the macro policy framework for economic growth in the country. The 11th Plan also prioritizes environment and has monitorable socio-economic targets linked to that. The Ministry of Labour and Employment (MOLE) fully subscribes to the Decent Work agenda and is committed to the ILO/tripartite partners Decent Work Country Programme for India, linked to India's 11th 5-Year Plan and the United Nations Development Assistance Framework Agenda. The Indian government has been in the forefront in recognising the environmental challenge. The specific response to the climate change concern has been the development of a National Action Plan on Climate Change (and eight National Missions to carry it forward) by the Ministry of Environment and Forests, which seeks to address both adaptation and mitigation, and has recommended adoption of Low Carbon Strategy For Growth; and a Domestic Mitigation Ambition of reduction of Emissions Intensity of GDP by 20-25% wrt 2005 By 2020. Subsequent to the International Labour Conference (ILC 2007) and the meeting in Japan, 2008, MOLE designated the Director General, DGET (Directorate General of Employment and Training) as the focal point to take forward the GJ initiative within the GOI. Further specifying the mandate, the DG, DGET identified employment as the perspective that MOLE would wish to integrate within broader discussions on climate change, and to further this objective set up a Multistakeholder Task Force on Climate Change and Green Jobs in 2009.

Against this background, the Green Jobs RBSA interventions contribute to the achievement of regional outcomes RAS101 –(Increased Member States' capacity to promote coherent policies on sustainable productivity growth, employment and competitiveness) as well as country DWCP outcomes, i.e. for India, IND101 (Decent and Productive employment integrated into socio-economic policies through policy/action research) and IND 102 (Integrated sectoral and area-based approaches for sustainable livelihoods, emphasising informal economy workers).

The demonstration project was designed to pursue the following strategic objectives:

- A. Innovation in the development of an Assessment Tool to evaluate the potential of green jobs in various sectors of the economy; and a capacity building toolkit to equip all key

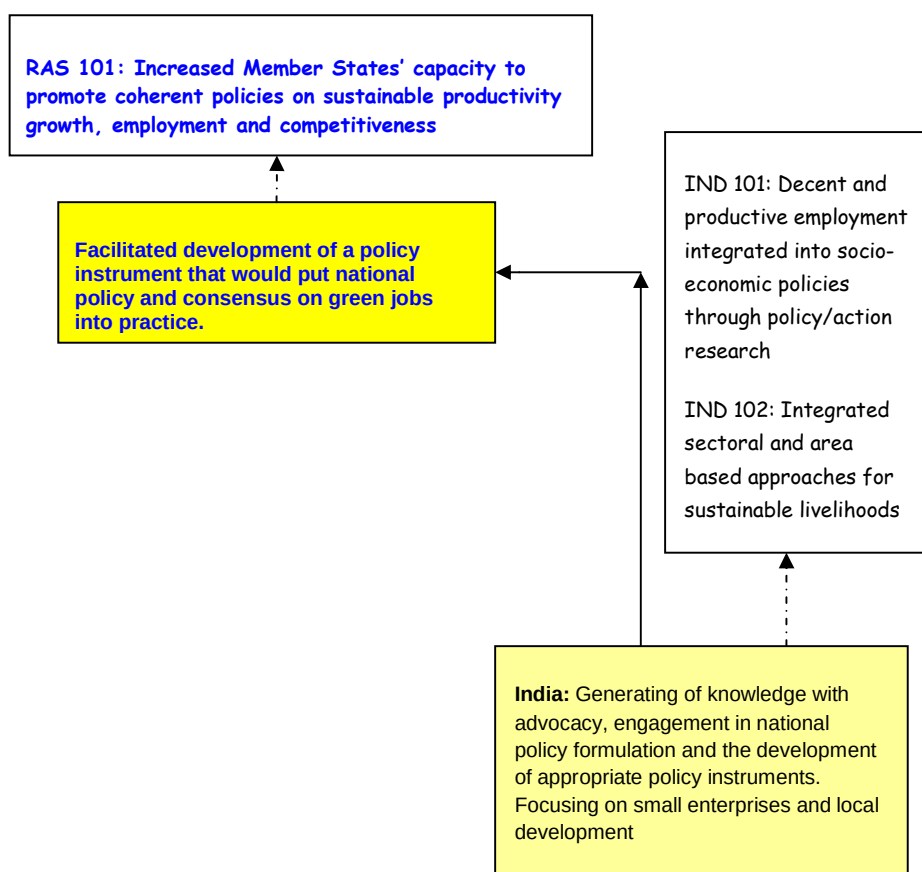
stakeholders with the requisite know-how, methods and skills required to implement effective sectoral interventions for creation of green jobs.

- B. Implementation, to demonstrate the applicability and effectiveness in prioritized sectors: managing, in the process to facilitate the actual transition of “brown/grey” enterprises to “green” enterprises, create new sustainable micro and small scale businesses with corresponding transformation in quality of jobs and new livelihood opportunities.
- C. Influence, to sensitize and leverage resources from a larger network of stakeholders in social organisations, financial institutions, government agencies and the private sector.

A demonstration project has been undertaken in Jabalpur in the dairy sector as a partnership with Tara Livelihood Alternatives/ Development Alternatives. Other related activities have included technical collaboration in respect of the Multistakeholder Task Force (which was set up as a result of the ILO Green Jobs initiative); studies including one on the MGNREGA, one on skills, first phase of a study to assess the GJ employment impact of TERI’s work, training of constituents and ILO staff, participation of trade unions in a regional GJ training and MOLE/ILO national conference on Green Jobs.

The logic model for the project is reproduced below.

Logic Model: India



II. Purpose, scope and clients of the review

This review of the India Green Jobs RBSA and other related activities seeks to assess whether the GJ-RBSA has made progress in facilitating the development of a policy instrument that would put national policy and consensus on green jobs into practice, and to what extent the GJ-RBSA has contributed to laying the basis for an expansion of green jobs programme in the country.

The review documents the initial situations at the start of the GJ-Initiatives and the achievement over the RBSA period, Jan 2008- December 2009. The project has strengthened several on-going initiatives of the DWCP. While part of the GJ Initiative was launched in India as a stand-alone project, some of the activities have emerged out of tripartite discussions, and thus this review is not limited to developing an assessment tool and demonstration in Jabalpur, but also considers related and subsequent activities.

Further the review makes some specific recommendations for future direction of Green Jobs interventions in India and documents lessons learnt in regard to design and implementation.

The review has focused on the interventions within India, and taken note of the global/ inter-country developments.

The principal clients for this review are RO-BANGKOK, relevant Country Offices, ILO technical units, PROGRAM, EVAL, PARDEV.

III. Methodology

The methodology followed in the review has been

- Desk review of relevant documents (listed in Annex)
- Interviews with ILO personnel and partners (listed in Annex)
- Field visit to Jabalpur and interviews with stakeholders (September 1-2)
- Presentation of draft report at Stakeholders meeting in Delhi September 23

The review has been carried out over the period August – September 2010.

IV. Review of implementation

a. ILO approach and relevance to the context

As in other countries the idea of 'Green Jobs' is a new one in India and the approach of the ILO has been *promotional* rather than *responsive*. Stakeholders confirm the lead role that ILO has played in bringing together discussion of employment and labour market dimensions with climate change, and sustainable development more broadly.

The immediate context for GJ is the DWCP. A number of targets of India's 11th Five Year Plan are in consonance with ILO's DW agenda and the DWCP has been aligned with the 11th Plan (2007-12) and the UNDAF (2008-12). Links with the UN family on this theme are enabled through the ILO-led Poverty and Livelihoods Thematic Cluster and participation in the UNDAF Thematic Cluster on Climate Change, for example. Environment is a common concern and may be seen as an additional cross cutting theme that has emerged over the last few years. The approach has been relevant to the context as is seen for example by the fact that over the

period of the RBSA i.e. Jan 2008- June 2010, there has been a significant shift in the level of interest on the part of employers and workers associations, as well as within government and among donors, particularly evident in the response to the National Conference held in June 2010 at which findings and experiences were presented and some concrete suggestions discussed on taking forward the GJ agenda.

b. Programme formulation process

The GJ RBSA funded initiative originated in the Asia Pacific Regional Office. The Enterprise Development Specialist was appointed as a Focal point in the Delhi office and subsequently other specialists have become involved (Skills, Workers, Employers, Occupational Safety and Health, Employment-intensive Investments, Child Labour, etc). The Programme Officers in the Delhi Office have been associated with this work. The Programme Officer responsible for employment has provided back stopping for the Green Jobs Programme within the office. Several persons within the ILO have contributed to developing the programme which has clearly benefited from these multiple perspectives and skills.

The setting up of the multi-stakeholder Task Force was an outcome of the ILO's Green Jobs initiative launched in 2007 in collaboration with the UNEP and ITUC. The participation of and facilitation by ILO as a member of the Task Force has meant that suggestions made by TF members could be responded to through the RBSA. Thus, the study on MGNREGA, an attempt to evaluate the programme in Kaimur district in Bihar through a GJ lens by DA, was mooted at one of the sub group meetings. Similarly a small contribution was made from the RBSA budget for a study by TERI on assessing one of its community based projects through the lens of GJ, again arising out of sub group discussions. This contribution was done in partnership with ILO HQ, demonstrating positive collaboration between ROAP, Country Office and HQ department. It built on a relationship that was pre-existing with TERI. A study on skills, unique in being the first attempt to quantify and make concrete the skills aspect to greening of jobs, was carried out. Tripartite partners have been involved in programme formulation with reference to these subsequent initiatives.

In the case of the pilot project in Jabalpur, this was an ILO initiative in the sense that the original idea and choice of partner was based on assessment of technical skills and was not directly influenced by partners' choice. Towards the end of the RBSA period, a participatory value chain development exercise was held in Jabalpur. The suggestions made for taking forward the programme came from participants and thus the further development and formulation of a follow up is greatly influenced by local farmers and other stakeholders.

Another aspect of the Jabalpur programme can be mentioned here. As initially formulated it had a technocratic approach, reflecting the orientation of the partner organisation (DA) and the initial consultant appointed for the programme. Subsequently, it was felt within the ILO that a more participatory approach and a more socially concerned approach needed to be developed and this led to the appointment of a different consultant and some change in content and direction of the programme. The programme formulation process has required building up capacity of partner organisations.

c. Effectiveness of interventions

RBSA funding was used to initiate and support a demonstration project with Development Alternatives in Jabalpur. In addition, several other important activities have received small amounts of funding support from this budget, and should be seen as a part of the GJ initiative,

including those that were fully funded out of this, and those that constitute wider impacts.

- The Green Jobs RBSA Pilot project in Jabalpur, Madhya Pradesh

The project had the following phases:

September-December 2008 – preparatory phase

January-March 2009 – material development phase

April-December 2009 – implementation phase, Jabalpur dairy cluster and Ujjain poha (rice flakes) cluster

This project intended to demonstrate among MSMEs ‘win win’ strategies within sector value chains to promote green technologies that lower greenhouse gas emissions while opening up opportunities for increased incomes and alternative livelihoods. A similar process of stakeholder consultation, an assessment exercise, and training workshops was followed both for the Jabalpur dairy cluster and Ujjain poha cluster. Subsequently the exercise was taken further forward in Jabalpur by the formation of a Steering Committee and active engagement to catalyse implementation on the ground. Both clusters have contributed to the development of a methodology of analysis. This review discusses the experience of Jabalpur in greater detail below.

The project produced a number of assessments, business cases, and training materials by DA/TLA and a green VCD case study. By the end a Steering Group had been formed at Jabalpur dairy cluster and an intervention matrix developed.

The national case study, ‘A green value chain development exercise in Jabalpur, India’ developed by Roel Hakemulder and Gemunu Wijesena was presented at the ILO-OECD Expert Meeting in Malang, Indonesia in December 2009. The work in India has thus had an impact at the regional level as well, through the development of a practical manual on VCD.

The choice of the sector and location was based on the assessment tool which incorporated questions about gender, decent work, environment, including social and labour concerns, occupational safety and other gaps needing to be integrated into the development process. [It can be noted that while gender has been addressed in that the choice of sector is influenced by the high participation of women in dairy, and the specific needs of women have been noted, gender is not central in that the project has not been designed around the role of women in the sector. In the dairy sector in Jabalpur, men do the milking of cattle and sale of milk; women feed and clean, and also collect dung to make dung cakes used as fuel. This job segregation carries over into dairy enterprises, where men are engaged in other activities and women mainly in dung collection. Hence it was felt that the possible impact on women via loss of work as dung gets channelled into bio gas production, would need to be addressed by the generation of alternative livelihoods, something which the project is targeting in its next phase].

Initial analysis by the DA team suggested that in the dairy process, the use of dung was sub optimal both in terms of energy use and as manure, thereby releasing substantial amounts of methane and contaminating the local river. Dung was being used for low grade energy generation (cooking fuel) and as low grade (not processed) manure. The possibilities of value addition were substantial. Opportunity existed for simultaneously reducing the adverse environmental impact, while enhancing enterprise profits, adding value at all points along the value chain, and improving the conditions of work. While the project was initially seen as a technology intervention (promoting renewable energy technology in a value chain), this changed

over the course of the project. After the first assessment exercise was completed it was felt that the understanding was too narrow and that the problem lay not in the quality of the training given, but in the tool itself. Both the technology promotion as well as training was taking on a supply driven aspect, with resulting lack of ownership among farmers and other stakeholders. This led to a revision in approach leading to participatory models and a participatory VCD process. The participatory VCD workshop generated clear ideas from local dairy enterprises and other participants on ways in which the dairy cluster could be developed in a planned manner.

The initial thrust of the pilot project was on introduction of bio gas and vermiculture to improve energy use and manure quality, and it was noted that which would lead to some loss of jobs for women engaged in dung cake making and sale. Dung cake makers are possibly the most vulnerable segment of this sector. The approach being taken is one of ensuring alternative livelihoods. This could happen if women get absorbed that they may not have traditionally done (such as milking), which appears to have happened in some dairy enterprises in other cities in Madhya Pradesh; or if other work becomes available, such as supplying dung cakes to a commercial and large bio gas based industrial unit (Ayur) coming up in the area.

The project of enhancing use of bio gas, which is not a new technology, but still in limited use, is currently constrained by the high initial investment needed (higher if power is to be generated and not just fuel); by lack of awareness among small and medium farmers; weak linkages between relevant official agencies, agricultural universities and farmers; but also critically by the non-availability of land for the purpose. The existing dairy enterprises that generate bio gas within their own campus have a regular supply of electricity at cheaper rates than public supply and can reap the benefits of richer manure as well. Units that do not have the space within their campus are not able to install such units on an individual basis and would have an interest in a collective supply.

The possibility of getting subsidies through carbon credits is known, and the local unit of Shreyans Energy liases with MoEF on this matter. However no unit has so far sought access to the scheme, at least none that is generally known about, so that there is still a lack of clarity on the process as also what the cost would be and over what period the returns can be expected.

At the VCD workshop participants identified follow up projects which were different from the bio gas initiative – especially fodder farming on wasteland and calf rearing, both of which have good market potential and promise high returns. These were identified as ‘pressure points’ and are key aspects in the follow up exercise.

The fodder initiative is strongly supported by the MGNREGA project officer. The proposal from the MGNREGA office is that SHGs of women could be guided to grow fodder crops or grass as suitable on land available with this office for watershed development, and during this process would receive MGNREGA wages. Once the crop is harvested it can be sold to local farmers/ dairy owners and generate further income for the women, who could also rear calves for future sale. The MGNREGA office had suggested that DA/ ILO could facilitate the signing of an MOU between the women SHG and the dairies, to ensure that there would be a market for the product. As no such MOU was signed, as the available land was felt to be too far away from the dairy cluster, the project has not taken off on the ground. It had even been visualised that over time a ‘fodder highway’ could be created, which will drive down market prices benefitting dairy farmers and also fodder growers who can sell directly instead of through big contractors. The situation draws attention to the fact that ‘waste’ land suitable for fodder farming is not available within or very near to the existing dairy clusters which are urban or peri-urban clusters; while the available land being further away poses issues around transport facilities and costs.

While technical expertise is available in the area with the agricultural university and the veterinary university, there is a social gap between the farmers/ dairies and the universities that has not been bridged.

An intrinsic part of the Green Jobs concept is the movement towards 'decent work'. The suggestion of a local Trade Union representative was for the formation of a Welfare Fund for the workers at dairies; as an unorganised work force, any attempt to introduce social security should not be accompanied by loss of work or displacement; therefore the approach being used in Madhya Pradesh with other unorganised workers such as construction workers could be attempted here. As the MP government has been pro-active in reaching out to unorganised workers this approach would seem to have good potential.

To suggest formalisation of the workforce might not get far, particularly as the labour is from nearby villages and generally owns small patches of land, so that they are short term migrants seeking work in the city to supplement the meagre earnings from agriculture, but are not generally permanent migrants to the city.

Overall: on the plus side, the VCD exercise has brought together the various stakeholders and generated a lot of awareness about the various opportunities. Concrete ideas on the way forward that would be of collective benefit to all have also been identified.

On the minus side, however, while there has been a lot of discussion, there has been no positive step towards implementing any of these ideas. The main reason appears to be that so far the ideas (eg adoption of bio gas technology; setting up fodder farm or calf rearing farm; enhancing social security for workers) have been approached in a somewhat ad-hoc, stand alone fashion, whereas what is probably needed is to develop a holistic and programmatic intervention for the dairy cluster as a whole. This however needs very sustained effort to build up a shared consensus among stakeholders on the way forward. The formation of a Steering Committee by itself is not enough for this purpose, a focal point or catalyst within the SC is needed to take the ideas forward.

- Multi-stakeholder task Force on Climate Change and Green Jobs:

The Task Force was set up with terms of reference 'to discuss the issues relating to generation of awareness among employers, workers, governments – both central and states, vocational training providers and civil society about sectors, technologies, employment potentials, skill requirement for green jobs. The task force may also look into any other aspect connected with the climate change'. As mentioned above, the setting up of this Task Force was a result of the ILC 2007 and further consultations around the GJ idea. The composition of the TF is given in Annex 1.

The Task Force has met once. At the first Task Force meeting, it was emphasized that while larger issues are being handled by MoEF and the PMO, this group would examine employability and employment aspects and how climate change can impact jobs in the country. It was felt that 'green' needs to be better defined in relation to jobs; and that sector specific analysis is needed. While the overall idea of GJ was not contested, members felt there was a need for much more detailing on the idea of green jobs, for example, what should be the definition of green jobs, to what extent is it already covered by the decent work agenda, etc. A decision was therefore taken to have sub-group meetings to work on these issues before the second taskforce meeting takes place.

The sub group discussions have gone deeper into the conceptual issues and reviewed available information. It was agreed that gender and equity are cross cutting concerns; that apart from the National Action Plan on Climate Change, green job aspect of flagship programmes such as MGNREGA and others could be a focus area; manpower requirements and re-training needs should be assessed; methodology for a rating system be discussed. ILO representatives drew attention to the need for country specific standards and analysis, challenge of simultaneously addressing Decent Work and Green Jobs, keeping a dual focus on mitigation and adaptation and the notion of green and greener jobs, among other issues. The Sub group has prioritized the significance of addressing the employment and skill dimensions of all the 8 Missions under the NAPCC, and discussion with the Solar Mission has started.

For MOLE, sustainable employment and good quality of jobs are the priority, and these cannot be compromised in the search for greening. There needs to be clarity on whether (and where, and to what extent) 'greening' will lead to job loss, and/ or whether there are likely to be skill shortages for the greening process. The Solar Mission (one of the Missions set up to take forward the Action Plan on Climate Change, which expects to lead creation of 100,000 new jobs) has approached the DGET to see if it could be involved with required training, so that MOLE is contributing to the larger greening effort in the country. Other Missions have not yet started but have also shown interest. It is sensitive to the strong feeling among labour representatives that the country cannot afford displacement, and this issue has to be analysed in detail. A related concern is regarding the informal economy and MSME – how can opportunities be created so that informal workers also benefit, are also part of the greening effort?

For trade union representatives, extension of social security, developing required skills, and enhancing the quality of jobs is a priority. Other suggestions include the possibility of allocating a part of the budget for green jobs, e.g. it could form part of the bailout package offered to industries in the wake of the financial crisis; specific areas need attention e.g. power and other new jobs being created to make sure these are green; the expanding chemical industry in Gujarat has created plenty of jobs but are they green? A wider perspective is needed – greening some jobs while permitting entry of forbidden materials into the country would be counterproductive, hence strict controls are needed to prevent such activities as ship breaking; asbestos being imported from Canada while banned for use within that country. A clear Monitoring and Regulatory mechanism is needed for the private sector; there should be rebates as an incentive for green jobs and fines for the reverse. It is also suggested that the policy formulation needs to be not just at a national level, states need to buy into the idea.

Employers' representatives have suggested that an appropriate way forward would be not to have generic discussions, but rather to focus industry wise and develop good business models and best practices around GJ. ILO's role in evolving industry-wise standards would be helpful.

The sub-group has gone into several of these issues, and their discussions will inform the next task force meeting.

Through the GJ initiative, ILO has provided technical facilitation to the Task Force and subgroup discussions with inputs from ROAP and HQ experts. The sub group appears to have been a good forum to build up some degree of consensus across tripartite partners as well as engaging research institutions actively in the process.

- National Conference

The decision to organize the national conference in 2010 was a way of bringing together all the various components of the GJ intervention and to share the learning with all stakeholders. The Conference highlighted synergies between the Indian government policy outlook and the GJI, as reflected in the 11th Plan emphasis on inclusive growth and environmental sustainability. Opportunities for a 'win-win' outcome were seen in the fact that DW principles are embedded in the concept of GJ; there may be good potential for new jobs; and GJ could be a part of the revival strategies for industry after the economic downturn and financial crisis. Trade Union opposition to processes leading to job loss are mediated by recognition of the importance of pollution and environmental contamination for job quality.

- Study on 'MGNREGA – a review of decent work and green jobs in Kaimur district in Bihar'.

This study was carried out by DA, with strong ILO inputs in the design of the study and research tools. The study assessed the MGNREGA works against GJ: i.e. DW indicators and environmental sustainability indicators, and made some suggestions on how the outcomes could be even better. For example, ensuring crèches are available for women workers with very young children. The study was presented and discussed at the National Conference. It can be noted that the ILO analysis around GJ in India has opened up closer collaborations with the MORD around MGNREGA. ILO has been invited, along with other development partners such as UNDP, GTZ, to contribute to developing a replicable sustainable development model (a 'NREGA +') within the framework of the MGNREGA; other collaborations may be in developing products for sharing achievements and pitfalls or challenges with other countries. The pilot is proposed to be developed in Bhilwara, Rajasthan.

- Study on 'Skills for green jobs in India'

This study has been carried out by NISTADS as part of ILO-Cedefop global research on skills needs for greener economies. The study was co-funded by RBSA and EMP/SKILLS and it was part of a broader global project which included the analysis of 21 countries worldwide. The global synthesis report, which is based on all 21 country reports, is now in its finalizing stage. The Indian study demonstrated that lack of skilled workers represents a severe problem for the transition to a low carbon and greener economy. Skills shortage also hampers the growth prospects and employment potential especially in manufacturing and services sectors. Globally these studies are among the first to provide this kind of detail on the implications of greening jobs. The report demonstrated that the green transition is happening and the change in the related skills demand is real. It also showed that without having relevant skills available, the transition may not happen or the social and economic costs of transition to a greener ways of production can be severe. Therefore policy coherence between environmental, energy, employment and human resource development policies as well as a better coordination between line ministries are much needed. The project pushed the tripartite dialogue and discussions in the country with important policy conclusions at the workshop at the end of 2009 and the subsequent discussion at the national conference on green jobs in June 2010 where the skills issue featured prominently.

As the MOLE is already in the process of developing modular training for skills to enhance employability, the approach favoured by them is to introduce the concept of greening and GJ into those modules.

The MOLE focus is currently on the training of engineers. Given the country context, with a large proportion of dropouts (92%) upto secondary level, there are skill gaps at all levels, and

few opportunities for skill enhancement for the unskilled workers, leave aside green skills. Recommendations emerging out of the NISTADS study include that CSIR with its large infrastructure, can take a lead to bridge the skilling gap, and must hand hold millions of unskilled student dropouts at 8th/10th/12th standard. Attention needs also to be given to ways of introducing skill development programmes within the school curriculum, especially in green skill aspects, and developing a certification system for the school dropouts. Without this, a large population fails to acquire any recognised skill and has no option but to do odd jobs. With a different perspective, local mechanics can be turned into entrepreneurs and provide skills to others (following a Guru/Chella system); such Gurus (teachers) can be further empowered to certify their trainees. Ways of village/panchayat level skill enhancement need to be developed.

- Capacity building of constituents and regional knowledge sharing

Capacity building has been supported through participation of a MOLE representative in a Turin training on GJ, and of several TU representatives (six major TUs have participated) in GJ training organised at ROAP. Capacity development of partners has been done through trainings and workshops. Director, specialists and programme officers of SRO-Delhi participated in GJ related conferences and training workshops in the region. For example, 2 persons attended a major national conference in China, which was a good opportunity for sharing across countries and groups. Such participation widened the understanding beyond what would have been possible with just a narrow Bangkok- country office channel. Staff training was organised at Bangkok. Training of ILO staff will help to integrate GJ with other activities within the DWCP. While employers were found to be already fairly knowledgeable, especially around energy efficiency discussions, TUs have been equally supportive of the broad approach. As there are several other tripartite bodies/committees in which social partners participate, the GJ training will enable them to make informed contributions elsewhere.

- d. Creation of an enabling framework

At a national level the MOLE Task Force will likely play a key role in taking forward the discussion. Already, a significant achievement is the recognition of the need for the Green Jobs discourse by the tripartite partners including TUs, employers associations. (Annex for details on composition of the Task Force). The ILO office + the DGET have built up and sustained the momentum for the Task Force.

At the pilot level, in Jabalpur, the approach has been to set up a Steering Committee. (see annex 5 for details). However there is no clear person or team that will act as the catalyst to ensure that the committee meets regularly and that there is a follow up to translate ideas into practical initiatives.

The GJ initiative has also tried to build up the awareness of and commitment to, GJ at the meso level of research institutions. As rightly pointed out, wider public awareness will follow if there are more advocates, if the idea of GJ gets fully mainstreamed into policy research and discourse (in the way that gender has been mainstreamed, for example).

- e. Key factors of success/ constraints

Success:

The policy environment has been conducive to developing a GJ programme. This includes the NAPCC; and also large flagship projects like the MGNREGA which have sustainable development at the core of the design; the modular approach to the skills gap.

A reason for the good response in the Jabalpur project is the merging of market potential with greening endeavour.

Availability of ILO Specialists and programme staff to provide the technical and administrative back stopping needed

Constraints

The Jabalpur project succeeded in piloting and developing a manual, but without a continuous and committed effort towards developing the dairy cluster through co-ordinated effort, it will not be able to show any change on the ground

Uncertain/ inflexible funding flows within the ILO make continuous operation of an action intervention difficult, thereby limiting impact

Human resources are a constraint – within ILO the need has been felt for a dedicated Project Manager; among partners capacity building has been necessary

Potential loss of jobs will increase resistance to greening, unless ways can be found to develop new skills or secure alternative livelihoods

f. Partnerships

Partnerships have been generally smooth. The country office has developed good partnerships with research organizations such as DA and TERI around GJ. There is some question on the relative share of the long-term partners vs expert organisations: clearly the engagement of the latter has contributed to enriching the discourse but over a longer term period the allocation of resources needs to be more responsive to priorities set by the former than it might have been in this initial period.

g. Knowledge management and communication strategy

The GJ website has placed all information into the public domain.

The national case study, 'A green value chain development exercise in Jabalpur, India' developed by Roel Hakemulder and Gemunu Wijesena was presented at the ILO-OECD Expert Meeting in Malang, Indonesia in December 2009. The development of a practical manual on VCD is a substantial product.

ILO prepared a Country brief on India for the G 20 meetings (Meeting of Labour and Employment Ministers 20-21 April 2010 at Washington DC). The brief drew attention to the role of NREGA and building skills, both of which are central for further GJ work.

The UN Solution Exchange could be used in future for GJ related queries, as the Work and Employment Community of Practice is hosted by ILO.

h. Organisational arrangements

The RBSA meant additional resources for the country office and has been used for several innovative activities and as a catalyst for important linkages. Initially no new position was created for these activities and it was added to on-going responsibilities of the Enterprise Specialist. However it was found that for a complex project involving new ideas, co-ordination among diverse groups, and building up of partners' capacities, more human resources are needed - development and management of a pilot project and exploratory work requires continuous backstopping and facilitation. The solution found within the RBSA period was to have a consultant on short term contracts.

IF GJ is fully mainstreamed into on-going work and activities, no additional full time person may be required. But in fact some stand-alone activities are likely, and a proactive approach will need to continue for some time longer, both of which require continuous technical and administrative back stopping. This calls for a project team at the country office. Setting up a project team would also clarify the inputs expected from national staff.

i. Efficiency – time and costs

The technologies used for the pilot project in Jabalpur are not new, and the value addition of this project is therefore to be measured in what new information or new opportunity it has given to local enterprises and workers. The preparation of a new manual on participatory VCD is a contribution to the discourse on local economic development within the GJI.

The pilot started late, and also the initial direction needed to be revised. Assessment of time and cost efficiency has to factor in the fact that globally tested methodologies are more likely to be assured cost efficient; but pilots and new tools are more complex, and in this case, more time is still needed to fully complete what has been started. A slight setback to the DA project was that the first consultant had a different understanding of 'value chain development' than the ILO does, and appeared to be promoting a single line of product development benefiting one entrepreneur as opposed to a multiple channel and holistic development favoured by the ILO. This consultant was subsequently replaced (in Phase 3) by a second person with whom this kind of conceptual gap did not exist and the VCD was smooth thereafter. The cost efficiency of GJ projects taken up in future can be expected therefore to be higher than with the pilot; but quick results should not be expected from interventions that call for behavioural changes.

It can also be noted that donor interest has been created through the GJ National Conference. Eg AusAid subsequently developed a large GJ programme and while India was not finally included in this for various reasons, it is an example of possible ODA flows into the area. At a local level, the VCD exercise was instrumental in mobilizing existing technical and financial resources from local organisations

V. Progress towards outputs and outcomes

RELATED DWCP OUTCOMES	INDICATORS/ MILESTONES	
India:		Comment

RELATED DWCP OUTCOMES	INDICATORS/ MILESTONES	
Related DWCP Outcome IND 101: Decent and Productive employment integrated into socio-economic policies through policy/action research Related DWCP Outcome IND 102: Integrated sectoral and area-based approaches for sustainable livelihoods, emphasising informal economy workers	- Assessment report on 3 sectors delivered - Capacity building modules and pre-intervention studies delivered - Interventions in selected sectors launched - Multi-stakeholder Taskforce on GJ established	Final reports have been received of all activities. Capacity building through training and workshops/ interactive sessions has been carried out Tools for assessment of green jobs using participatory VCD and also in context of NREGA is ready Pilot in Jabalpur for greening of dairy has been launched The Task Force and its sub group have had several meetings and identified priorities for future

VI. Lessons learnt regarding RBSA new funding modality

The RBSA is based on voluntary contributions, supports decent work priorities and outcomes in dialogue with tripartite constituents, constitutes ODA, and as part of an integrated resource framework, is one of the sources of funds available to the Office to achieve the targets established in the programme and budget. The new funding modality has given the India office some additional resources which have been used strategically to extend awareness around GJ at various levels.

The actual receipt of funds appears to take considerable time so that even though the RBSA was approved to start from Jan 2008, the actual start date after receiving funds was September 2008. But the end date remained December 2009 and the formal extensions first to March and then June were not intimated well in advance so that pilot project (Jabalpur) activities with partners such as DA had to be truncated well before the 2 year period. Some way of better matching the period of expenditure to the date of receipt of money is needed.

In case the RBSA is used to support activities or personnel on an on-going basis (and not just for discrete activities such as workshops) it will also be good if ways can be found to reduce the time lag between one phase and another.

VII. Recommendations

Given the timeliness of the GJ initiative and the high level of interest in and commitment to the process by all tripartite partners, a continuation of the GJ programme is very desirable. The key components could include:

- ILO role which has been promotional so far, will need to continue to be so until more momentum builds up; it remains very relevant to the DWCP and India's policy framework. To ensure adequate role of tripartite partners, GJ programme needs to become a stronger part of regular ILO country programme, and the idea of greening built into on-going activities. [eg the integration of GJ with initiatives around MGNREGA is a good example; or introducing GJ ideas into training modules around skills]. A few stand alone activities on GJ could be supported, resources permitting, and selected from among the many ideas offered by partners through a consultative process. For all this, a full time project manager/ unit be appointed with corresponding assured budget to build up awareness, organize research based inputs and provide technical backstopping to all activities.
- Policy mainstreaming of the GJ idea in India is being attempted through the setting up and regular functioning of the Task Force; ILO will need to continue technical backstopping to the Task Force and sub groups, and respond as possible to suggestions for studies or pilots made at these meetings.
- Capacity building will be a key aspect, especially around skills, which in turn will require both additional research and training. The skills study has been the first of its kind, with modest budget and implemented in the limited time period. It therefore provides only a snapshot picture of skills and occupational needs for green jobs. Moving forward, one way (supported by tripartite partners) would be to identify one or two sectors for detailed research and possibly demonstration. Identification of skill needs and subsequent training are desirable components of green jobs projects. Given the Skills mission in India and the stress on modular capacity development, greening of these modules is a practical way forward, supported by MOLE. Going forward, there will need to be thought on developing required skills at the level of highly qualified technical personnel, but also addressing skills at the lower end of the spectrum.
- The Jabalpur pilot project has generated interest and ideas, but will need consistent presence and follow up to realize the opportunities. There is a need to conceptualise the ways in which 'green jobs' apply to the informal economy. Jabalpur is a combination of medium and urban/ semi-urban enterprises; along with unorganized, informal, migrant labour. Practical interventions here will require good knowledge of both the technical aspects of enterprise development and the ways to improve conditions of work for unorganized workers.
- A suggestion from tripartite partners is that Industry specific projects will have greater impact than a generic approach to GJ. This is also important because it will not be enough to mainstream the GJ idea into all government policies and programmes, there also needs to be a buy in on the part of the private sector. Given the structure of the economy and the dominance of informal employment, appropriate ground rules need to be developed that will also apply to unorganised sector and informal work. Taking a particular industry, ILO could help to evolve standards that link greening idea to DW norms (for example: within the hotel industry, norms on water/ electricity use; canteens or 'dhabas', impact of energy saving technologies like using pressure cookers, LPGs) and develop benchmarks industry-wise.
- The 'decent work' aspect of GJ needs to be emphasized. While much of the discussion is couched in terms of 'how can we make brown or less green jobs, greener' the fact is that

stopping 'black jobs' will also enhance the overall green cover. The choice of development path is the real issue, and there needs to be policy coherence – the approach needs to be 'grow in a way that generates green jobs and addresses poverty' and not 'let's grow first and then try and clean up later'.

- While the analysis and assessments have incorporated gender concerns, taking forward gender sensitive programmes will call for special attention to be paid to the care economy and how the GJ process might be impacting on this.

At a 'macro' or policy level, there are additional opportunities, for example,

- Strong linkages with the National Missions some of which are just starting their work, need to be developed and actively pursued, and the interim country report on climate change commitments (currently under preparation) might offer specific opportunities for collaboration
- There are possible linkages with State level action plans around climate change (request from Government of Gujarat already received).
- Environment and related issues are very much a part of the draft ILO-facilitated national employment policy. Since the policy is expected to be adopted by end-2010, that would be another facilitator for GJ inputs.

At a 'meso' level, there is need to continue research and analysis that will bring greater conceptual clarity and operational definitions on GJ, and carry out a process of mapping on a continuous basis.

At a 'micro' level, the Jabalpur pilot project needs to be supported to reach a successful development of a dairy cluster with green technology in place and social security to workers in place. The operationalisation of carbon credits has not happened and needs to be followed through.

Annexe 1:

Terms of Reference

Annex 2

List of Documents Consulted

Annex 3

List of Persons Met

Annex 4

About the Task Force

Annex 5

Steering Committee members: Jabalpur

Annex 6

Participants at stakeholder meeting, Delhi Sept 22

Annex 2: List of Documents consulted

Website

Green Jobs India site:

http://www.ilo.org/newdelhi/areasofwork/lang--en/WCMS_DOC_DEL_ARE_GRE_EN/index.htm

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1. ILO: Green Jobs, facts and figures

The green jobs programme of the ILO

Director-General's introduction to the International Labour Conference

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GJI- India: Final report – green jobs initiative demonstration project, India
Preliminary feasibility study for investment in green technology based on the energy and water data in Ujjain poha cluster
Information on process to declare Ujjain as an MSME cluster, conditions that need to be fulfilled and its likely benefits – gathered and compiled
Improved technology options for rice flake making units (ppt)
Information on existing government social welfare/ protection schemes applicable to rice flake units and their workers in Ujjain, Madhya Pradesh

Feasibility study for investment on green technology and viability of new micro enterprises

Assessment of employment impact from the shift to green technology and value chain development in Jabalpur

Stakeholders workshop – Jabalpur dairy cluster

Stakeholders workshop – Ujjain poha cluster

Baseline report – methane generation, power generation and carbon revenue potential in Jabalpur dairy

Consolidated analysis of assessment findings on decent work issues in Jabalpur Dairy Clusters

Perspective paper – delineating pathways towards green jobs in Jabalpur dairy cluster – working document

“Shades of Green” rating system for green jobs with triple bottom line indicators during material development phase

Action Plan for dialogue with critical stakeholders
 Application of shades of green rating system – dairy cluster at Jabalpur, Poha cluster at Ujjain during material development phase
 Perspective paper – delineating pathways towards green jobs in Ujjain rice flakes cluster – working document
 Perspective paper – financing green technologies
 Tara Livelihood Academy: Process note for training on carbon revenues
 Organic composting – draft training module
 September 2009: Baseline report – methane generation, power generation and carbon revenue potential in Jabalpur dairy

October 2009: Organic Composting: Draft Training Module;
 Enterprise Management Training for small dairy farmers;
 Market Research –study on the local market for milk products, identifying challenges and opportunities for emerging businesses;
 Material on private and collaborative options for conversion of cow-dung to green power;
 Information on existing government social welfare/ protection schemes, applicable to dairy farms units and their workers in Jabalpur, Madhya Pradesh
 Information on existing government social welfare/ protection schemes applicable to rice flake units and their workers in Ujjain, Madhya Pradesh
 Information on process to declare Ujjain as an MSME cluster, conditions that need to be fulfilled and its likely benefits – gathered and compiled;
 Assessment of employment impact from the shift to green technology and value chain development in Jabalpur
 Consolidated analysis of assessment findings on decent work issues in Jabalpur Dairy Clusters
 DA: Securing Carbon Revenues – concept, steps and benefits: Reading material for orientation and training workshop on carbon revenues
 Process documentation report on phase I, II

2. Ministry of labour and Employment (MOLE), GOI:
 Office Memorandum on Constitution of Task Force on Climate Change and Green Jobs, June 2009; minutes of meeting of Task Force and sub group
3. ILO and DA: MGNREGA: a review of decent work and green jobs in Kaimur district in Bihar (2010)

Annex 3: Persons Consulted

1. Shrashtant Patara, Chief Operating Officer and Vice President, Development Alternatives Group
2. Sharad Tiwari, Tara Livelihood Academy
3. Hideki Kagohashi, Enterprise Development Specialist, ILO
4. Andre Bogui, Deputy Director, ILO
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7. Camilla Roman, GJ consultant, ILO

8. Anjana Chellani, Programme Officer, ILO
9. Amarjeet Kaur, DDG, Employment and Training, MOLE
10. H. Mahadevan, Deputy General Secretary, All India Trade Union Congress
11. Michael Dias, Secretary, Employers' Association
12. Mr Shailendra Jain, Shreyans Energy, Jabalpur
13. Mr Anshul Gupta, Shreyans Energy, Jabalpur
14. Mr R.P.S. Baghel, Dean, Veterinary University, Jabalpur
15. Mr Devvrat Mishra, project officer MGNREGA, Zila Panchayat office, Jabalpur
16. Mr Hitesh Shah, Director, Reliable Dairy Products and Bio-Tech Pvt Ltd, Jabalpur
17. Mr S.L. Burman, Vice President, Bhartiya Mazdoor Sangh, Jabalpur
18. Mr Dinesh Patel, (Secretary Dairy Association), Pariyat, Jabalpur

Annex 4: Task Force on Climate Change and Green jobs

The Task Force was set up with terms of reference 'to discuss the issues relating to generation of awareness among employers, workers, governments – both central and states, vocational training providers and civil society about sectors, technologies, employment potentials, skill requirement for green jobs. The task force may also look into any other aspect connected with the climate change'

The Task Force was first constituted on 18 Feb 2009, and its membership expanded subsequently to include employers and TUs and expert institutions.

As notified on 30 June 2009, members included

1. Representative of Ministry of Environment and Forests
2. Representative of Ministry of Micro, Small and Medium Enterprises
3. Representative of Ministry of Agriculture and Co-operation
4. Representative of Ministry of New and Renewable Energy
5. Representative of Ministry of Rural Development
6. Representative of Indian National Trade Union Congress (INTUC)
7. Representative of All India Trade Union Congress
8. Representative of EFI
9. Representative of Laghu Udyog Bharati
10. Representative of CII
11. Representative of ASSOCHAM
12. Representative of FICCI
13. Representative of TERI
14. Ms Ivanka Mamic, ILO
15. Director (ILAS), Ministry of Labour and Employment
16. Deputy Secretary, MOLE

Member Convenor: Ms Amarjeet Kaur, DDG (E) MOLE

It was further agreed that workers and employers representatives who had attended the Green Jobs training in Turin may be special invitees.

The first meeting of the Task Force was held in March 2009. Following this, a sub group was set up and this has met several times since then (June, August 2009; January, May 2010).

The Task Force meeting was chaired by DG, Employment and Training/ JS, MOLE.

Annex 5: Dairy Development Steering Committee Members, Jabalpur

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1.	Reliable Dairy	Mr. Hitesh Shah	9300 113 114
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5.	Dairy Association	Mr. Deepak Balhara	9827 291 912
6.	Dairy Association	Mr. Dinesh Patel	9300 831 400
7.	Sanchi	Dr. Nigam	9406 900 555
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9.	DTIC	Mr. J K Srivastav	9425 151 768
10.	Central Bank of India	Mr. P.K.Shukla	9424 726 762
11.	District Collector	Mr. Gulshan Bamra	9425 019 108
12.	Agri University	Dr. R.G. Agarwal	9826 192 853
13.	Pollution Control Board	Mr. S.S Singh Senegar	
14.	Hitwada	Mr. Piyush Srivastava	9425 325 939
15.	NABARD – Manager	Mr. Y K Sharma	9425 606 078
16.	DRDA	Mr. Akshay Singh	0761 2624 860

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Stakeholders Workshop for Review of the Green Jobs RBSA - India

22 SEPTEMBER 2010

Casurina, India Habitat Centre

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