

RAS/08/01/RBS
Green Jobs in Asia

Staff lessons learned workshop
Review of the Green Jobs RBSA 2008-2009
27 September 2010, Elimane Kane Room, ILO Geneva
Report

Introduction

The purpose of this workshop was to (i) facilitate internal learning by exchanging findings from the country reviews and (ii) identify key lessons learned and the way forward for programming of Green Jobs in Asia. During the discussion, lessons that related more generically to the RBSA modality were also deliberated.

The meeting was attended by key staff involved in the project implementation both from the Asian Region and HQ. It was a small group. In view of the highly relevant discussion and its value in knowledge sharing, it is appropriate to in future, give more visibility to such an event and enlarge the audience. A list of participants is attached. The meeting started with some background and context setting including the origins of the RBSA Green Jobs, followed by presentations and discussion of the country reviews of Bangladesh, India, and China. The more generic way forward session was dropped due to time constraints. But many forward looking recommendations were made in follow up to country presentations. The presentations made are attached to the report and the findings specific to each country are not repeated in this report.

Instead this report presents main findings, lessons and recommendations for the way forward cutting across country experiences. This information has been clustered around the following areas : (i) project design, the RBSA modality and the delivery model; (ii) the review itself (iii) the role of knowledge; (iv) the role of capacity building and of selecting partners (v) pilot projects; (vi) gender; (vii) ILO added value.

While this report contains mostly areas for “strengthening” and “improving”, it should be stated upfront that the Green Jobs RBSA funds are perceived as having been highly successful and relevant. The Green Jobs RBSA, with a budget of 1,208,000 US\$ implemented from end 2008 to June 2010 has achieved remarkably and on many fronts, in spite of an overall challenging “context”. These achievements are elaborated in detail in the country reviews. In 2 of the 3 countries, the reviews indicate a considerable likelihood that green jobs dimensions will be reflected into broader policy frameworks, which corresponds fully to the outcome expected.

A word about the background and context

As the subject matter was very new, at the time the RBSA started, green jobs was not yet established as a “need”. This is in contrast to the current situation which sees many demands for support in this field. It is now more realistic to mainstream green jobs in decent work country programmes.

The regional office in Asia and the Pacific developed a regional proposal for green jobs for RBSA funding, and although this was done in a very short time frame and thus without the necessary pre assessments and consultations, and without having a clear understanding of the needs on the ground (as this is a new area of work) a broad based programming framework was established and is available. The immediate objectives were to (i) demonstrate the use of renewable energy as a viable approach and a policy instrument for clean local development and poverty reduction through the creation of direct green jobs and of induced decent work opportunities in small enterprises and (ii) generate informed dialogue and consensus about future directions for green jobs in Asia. A three pronged approach was laid out and consisted of scoping of partners and entry points through missions to the 3 countries selected (India, China and Bangladesh), conducting pilot activities, and documenting results. It was based on two assumptions; first that the solutions offered through the programme would fit the needs at country level (at that stage there were few countries who had identified needs around green jobs and interventions were more supply driven). Second, that local funding partners would be identified to further the cause. Three indicators/milestones were formulated; (1) to have an assessment tool developed and tested in 3 countries to help identify entry points for greening jobs; (2) to have forums in 2-3 countries to discuss green jobs issues and have undertaken steps to develop coherent policies that include social and labour dimensions in the national discussion regarding the impact of climate change. (3) to have an internal and external knowledge sharing platform on green jobs established in the region.

Main cross country findings, lessons learned and ways forward

..... on project design, the RBSA modality and the delivery model

- The flexibility of design for RBSA funding is excellent, as it allows to act on opportunities and use funds within the country context on short notice. As it is not a blueprint TC project, it facilitates strategic use of funds. At the same time, it is also important to have adequate project documentation for planning, monitoring and evaluation purposes and regularly update them if the situation changes. The RBSA green jobs RBSA had a concept note and some log frame as basis but it was not applied for planning, monitoring or evaluation. A common framework, adjusted through up to date implementation and monitoring plans, will also enable a more disciplined gender mainstreaming, and enable tracing of success and achievements. We need to know what we want to achieve in order to assess whether we did. It is acknowledged that, being a new area of work, this may not have been possible for this case, but it would be useful for further use of RBSA to ensure that work is supported by up to date M&E plans.

- Because of the delayed release of funds and the continued change in time line (due to the fact that the RBSA modality was new and procedures were not well established), planning of activities was difficult, there was little time for implementation, and high delivery was penalized as the project was extended but no further funds were allocated. This led to a standstill of action at a moment when a dynamic response was required to maintain the newly generated interest of counterparts (i.e. India). The delivery model differed by country and its flexibility was a strong point.
- Resources did not permit continued staff capacity on the ground, and this reduced possible impact. China dedicated one staff because of Office prioritization and had a team of specialists ready to engage with this area of work, and this made a difference. Pre existing projects, such as SCORE proved to be an important trigger for buy in from constituents.
- The entry point, especially for the pilots, has been enterprise focused. This area allows for direct interventions and has tools that can be adapted. At the same time it is important for the product line on Green Jobs to incorporate other important areas such as EIIP, skills, OSH, social protection, LED and to build teams around green jobs. Mainstreaming “Green Jobs” in DWCP is an adequate approach, but building capacity of country team staff and specialists on green jobs, in particular at the regional level, is critical.
- Linkages with DWCP’s are mentioned in the review but are not concrete. This finding too is related to the context (ie a new area of work; no existing Country- or Regional Green Jobs Strategies or Outcomes). As demand around Green Jobs is now better articulated more effective mainstreaming within DWCP’s is possible, and has been achieved at the start of the new biennium, in particular through close consultations with country offices. The conceptual and operational link between green jobs and decent work, especially for areas of safety and health and the informal economy needs to be better articulated and communicated, to firmly establish the product-line. At policy level the work should be integrated into broader national employment policy work, and employment specialists have yet to more fully engage in this area of work. Guidelines for mainstreaming green jobs in the DWCP design could be useful.

.... on the review

- Limiting the review to what was funded from RBSA reduces its relevance, because the rationale behind RBSA is to fund “gaps” within DWCP’s. Instead of isolating activities undertaken, the reviews could be more comprehensive, and especially look at synergies that were developed
- Clearly all countries have achieved a lot with relatively little resources, but as the country reviews do not specify the budget that was available, this cannot be assessed. Some basic cost effectiveness analysis would have been useful, without necessarily going into complex methodologies. To assess relevance of tools, and the scope for scaling up pilots, evidence of impact and cost are key.
- The TOR for the review only cover country reviews. An overarching “ lessons learned” component would be useful. Green Jobs is a new area of work and the lessons help in

shaping the future global strategy and product line. Because it is not clear if this is planned in the review and this workshop report attempts to mostly reflect findings that cut across the country experiences.

- All country studies are different, and while there must be a scope for reflecting national realities, it is important to have a more disciplined approach so that there is a comparative basis for common activities. TOR should be more strictly adhered to by national consultants

..... on the role of knowledge

- A great deal of knowledge has been generated through RBSA funding and includes sector based studies, research on skills needs and forecasting, assessments on numbers and job creation potential, studies related to the concept and the various dimensions of green jobs. The knowledge is both locally and regionally useful. It can also be globally useful.
- Important role of good quality research: The generation of knowledge in subjects of local relevance has proven instrumental to pave the way for policy dialogue. It helps to clarify the concept, is essential for successful advocacy and for bringing partners on board. It is a key product line.
- The right choice of partners in research is strategically important. It helps if these already have established both credibility and interaction with the relevant policy makers. (ie the case of China)
- The knowledge gap remains significant and thus; there continues to be important need for creating knowledge around: “what is green?” “what is the impact (i.e. what are the numbers) on job creation, on displacement, on informal economy” “what is decent work and how is green work decent?”
- Good communication and clear dissemination strategies to make findings of research widely accessible is vital for advocacy
- Tool development/adaptation which is key for pilot projects (ie direct action) is time- and resource intensive. Three tools have been developed/adapted under the Green Jobs RBSA; WED in Bangladesh; Green Business Options in China, Value Chain Analysis in India. The latter was originally intended for all countries but not found suitable, except in India as it needed continued inputs from an enterprise specialist. It is good to make use of existing tools, but it is also important to clearly establish which ones are truly relevant for green jobs development, and what adjustments are needed. Tools need to be tested and quality control and streamlining need to be well organized/managed. At the same time it making available what has been done avoids reinventing the wheel and is cost effective.
- Some assessment tools (mapping) have been developed as part of the country level work, but are not reflected in the country reviews.
- The knowledge sharing platform on green jobs is important to keep all parties informed and a community of practice will be set up which will benefit greatly from the accumulated experience in the region in the recent past.

.... on the role of capacity building and of selecting partners

- The need to “educate” our partners in this new area cannot be over emphasized, but it is a long process. In the case of Bangladesh, and to some extent in other countries there continues to be confusion about the concept and its various dimensions.
- Capacity building has been important in the RBSA country interventions and the reviews report improvement of existing capacities, although it is an area that needs continued emphasis.
- As the subject reaches beyond the mandate of our usual partners, a smart combination of “technical experts” and regular “ILO constituents” helps to articulate and establish the connect between environment and employment.
- Also, the cross technical nature of the subject calls for inter ministerial taskforces or other fora and the ILO can provide technical support to such task forces, providing technical studies as an input is helpful.
- Workers, Employers and Ministries of Labour tend to have different “interest points”. Workers are interested in the decent work and OSH aspects of green jobs. Employers see more meaning in regulatory mechanisms, sector based approaches, energy efficiency, and means for incentivizing employers. Ministries of Labour are interested in the scope for job creation. All expect to be able to better understand the linkages between employment and environment driven policies out of this process, and identify in particular opportunities and win- win situations. It is important to understand these and develop responses that accommodate these “expectations”.
- One must clearly articulate what is expected from capacity building to achieve a clear output. There may also be some risk in engaging too early in operational activities, when we don’t have a “toolbox” as it may negatively reflect on our capacity/comparative advantage. At the same time it is important to make tripartite constituents partners in all interventions so that they have full ownership.
- While capacity building is a key building block, there are some “luck” factors that play an important role, and are beyond control of the ILO. (see the case of BGD)
- Elements contributing to success and impact of RBSA inputs are (i) the importance of already existing frameworks, the scope for tapping into national programmes

... with regard to pilot projects

- Pilots are a great way to create visibility and to gain credibility, but it is also because of this that it is important to plan and implement carefully and be well prepared. As much as being successful can help, failing will do the opposite. Pilots also require a continued funding flow to build sufficient evidence for replication.
- Pilot projects are an important “convincer” for partners and facilitate buy in regarding more upstream policy choices. Combining this with national level policy work is a good model
- Good scoping before engaging in a pilot is essential.
- So far, 3 tools have been applied (i) Value chain analysis (ii) WED; (iii) GBO. All three are said to be effective, but it is rather difficult to assess because there are no criteria on

which to assess effectiveness. The choice of tools has been determined by expertise available.

- Like TC, they require a lot of expertise and intense backstopping capacity as well as a longer term financial engagement. It takes some time to produce “results”
- It is important to add budget to the reviews as it determines level of effectiveness and informs Government’s decision on whether the scale these up.
- The country reviews also demonstrate the importance of a participatory approach, especially because behavioural change does not come as a quick result and only happens if it is wanted by those who are to “benefit”/”use it”.
- If pilots can be integrated within a national programme, the scope for its scaling up and replication, and thus sustainability and impact is greatly increased. So it is important to search the ground and plan and tap from Government Flagship programmes, such as India’s NREGA Programme, where possible. Where existing, these could also be linked to the Environmental Policy

.... on issues related to gender

- There were some activities that focused on women in the respective countries, and in particular in the pilots. However, there is no clear strategy for gender mainstreaming that has led project activities. The country reviews are generally silent on gender issues except for noting that gender should be more explicitly addressed. As Green Jobs is a new area of work for the ILO, it is important to identify clearly how gender will be mainstreamed, and to include gender analysis in studies and terms of reference in particular because there is likely differential impacts on women and men, in terms of job displacements, skills needs and decent work opportunities potential around green jobs.
- Having a clear programming- and M&E framework that establishes gender mainstreaming strategies, as well as milestones and indicators will be useful. If Green Jobs Guidelines are developed, they should be gender aware

..... on ILO added value

- In an environment of that is highly competitive and where it is difficult for the ILO to get a foot in as relatively a new comer, it is important to clearly articulate the ILO’s added value, which has a number of generic elements that are to interact with the local context. The entry point of the ILO is the contribution of the world of work into the decision making process on climate related policies
- Areas that have been identified by partners for ILO’s further work include; TOR’s and technical guidance to task forces, including knowledge development; monitoring and regulating mechanism regarding decent job creation for the private sector; assessing the labour and employment impact of environment driven policies; setting up industry wide standards; helping develop industry standards and benchmarks; developing and sustaining policies and measures to ensure a just transition to the work of work towards

a low carbon, environmentally friendly economy. , adequate attention to the quality of jobs created and OSH implications

- Important to determine whether all tools are relevant, which ones and what is needed to make them specifically useful for green jobs creation
- Important to mainstream green jobs into the broader national development agenda of creation of productive employment and decent work (i.e. NEP's)
- Develop a policy tool kit and resource material, including best practice. These needs were partially identified as the objective for the GJ RBSA. As the programme rolls out, the office gets a better understanding of the needs and demands of ILO constituents; and can prioritize research and development to address these needs. It is now clear that a whole range of tools are required to assist countries in the implementation of their DWCP's. Work in this area will continue and expand further.
- Important to build bridges with other key policy domains and facilitate inclusive policy development in the social, economic and environmental fields.
- The ILO's work on green jobs takes place in a highly competing environment and it is important to (i) externally clearly "position" the ILO in the country context using those Decent Work Tools that have a local comparative advantage; (ii) internally have a clear division of work to ensure efficiencies; i.e the responsibility of the global team, the regional team, the Decent Work Team and the national team must be well understood by all those involved in for example tool development, quality control, knowledge management, technical backstopping and dissemination of documentation.

WAYS FORWARD

There was no discussion that lifted out the ways forward, but overall there were some indications of what would be useful. Below are some ways forward, but they do not reflect every area of recommendation as this would involve the more comprehensive production of "Guidelines"

Develop a set of guidelines building on the findings from these reviews and other lessons learned to be widely disseminated to country offices and specialists wanting to engage in green jobs
Mainstreaming of green jobs into DWCP's and more specific attention to its integration in national employment policies
Continuing knowledge development by working with strategic partners and ensure good quality products and capacity building of staff and constituents Start up the community of practice
Broadening the involvement of various specialists (OSH, skills...) in addition to enterprise specialists
Agree on a clear division of roles and responsibilities among local, regional, global teams for various aspects of the work, including tool development, technical backstopping, quality control, knowledge management
Careful scoping of where (which countries) to engage, including risk assessment and mitigation analysis

Continue this modality of funding and programme as it is very useful and appropriate, but add an M&E framework, and be more explicit about the gender dimension