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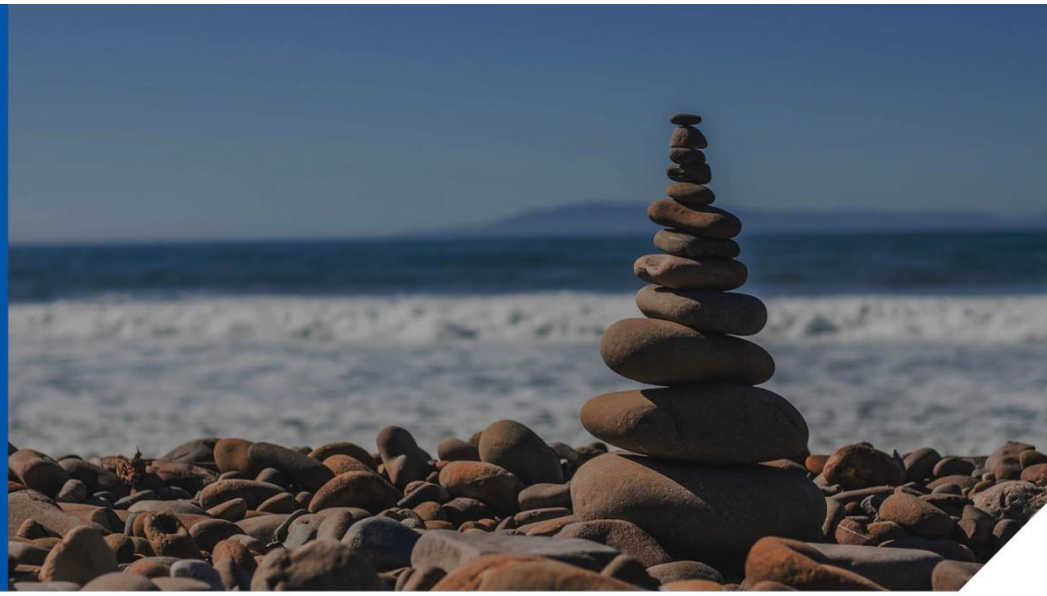

# ILO's Just Transition Dimensions and Policy Areas in the UN Partnership for Action on Green Economy (PAGE), 2023-2025 GLO/17/17/UND

Type of Evaluation: Thematic

Evaluation timing: Mid-term

Evaluation nature: Internal

Focus countries: Argentina, Brazil, Indonesia, Morocco, South Africa

P&B Outcome(s): 4.1 and GLO 441 Increased capacity of constituents to create enabling environments for entrepreneurship, sustainable enterprises, decent work and productivity growth
8.3: Improved coherence in support and action to facilitate just transitions towards environmentally sustainable economies and societies

SDG(s): 8, 17
Date when the evaluation was completed by the evaluator: 13 November 2025
Date when evaluation was approved by EVAL: 18 November 2025
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ILO Technical Office(s): ENTERPRISES, with primary technical support from Action Programme on Just Transition (AP-JT)
Joint evaluation agencies: ILO, UNDP, UNEP, UNIDO, UNITAR
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Name of consultant(s): Dr Joyce Miller (lead), Stefan Lygdopoulos, Eli De Friend
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Evaluation Office oversight: Patricia Vidal Hurtado
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*Key Words:* *Just transition; labour market transformation; skills transition / reskilling / upskilling; employment policy; green jobs; decent work; inclusive green economy, circular economy; social dialogue; enterprises, tripartism; financing just transition; climate change; thematic evaluation*

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.

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The quality of exchange and reflection facilitated through this evaluation process has allowed for the development of evidence-based findings, lessons, and recommendations. These are offered for the purpose of gaining insight into and enhancing the performance and impact of ILO's just transition work under the PAGE framework and beyond.

## Acronyms and Abbreviations

| | |
|---|---|
| A&P | Asia Pacific |
| ACT | Accelerating Coal Transition (CIF programme funding coal phase-out) |
| AfD | Agence Française de Développement |
| ALMP | Active Labour Market Policy |
| BIOFIN | Biodiversity Finance Initiative |
| CFMCA | Coalition of Finance Ministers for Climate Action |
| CIF | Climate Investment Funds (multilateral climate finance mechanism, managed by MDBs) |
| $CO_2e$ | Carbon dioxide equivalent |
| COP | (UNFCCC's) Conference of the Parties |
| COVID-19 | Corona Virus Disease 2019, designation by the World Health Organization (WHO) for the disease in 2019 caused by the novel coronavirus SARS-CoV-2 |
| DFI | Development finance institution |
| EU | European Union |
| EUR | Euro |
| G7 | *Group of Seven*: An intergovernmental forum of seven advanced economies (Canada, France, Germany, Italy, Japan, United Kingdom, United States, plus the EU as a participant) that meets annually to coordinate economic policy, security, development, and climate action |
| G20 | *Group of Twenty*: An intergovernmental forum of 19 countries plus the EU and African Union, bringing together the world's major advanced and emerging economies to discuss global economic governance, sustainable development, climate change, and financial stability |
| GAIN | Green Jobs Assessment Institutions Network |
| GDP | Gross Domestic Product |
| GHG | Greenhouse gas |
| GJAM | Green Jobs Assessment Model |
| HRBA | Human Rights-Based Approach |
| ILC | International Labour Conference |
| ILO(-EVAL) | International Labour Organisation (Evaluation Office) |
| IPG | International Partners Group (group of donor governments leading JETP deals, e.g., EU, US, UK, Germany, France, Japan, Canada, etc.) |
| ITC-ILO | ILO's International Training Centre (in Turin, Italy) |
| JET(P) | Just Energy Transition (Partnership) |
| JTAM | Just Transition Assessment Model |
| JTM | Just Transition Mechanism (EU's EUR55 billion fund for regions affected by the transition) |
| JTWP | Just Transition Work Programme (under UNFCCC, launched at COP28) |
| KPI | Key performance indicator |
| LAC | Latin America |
| M&E | Monitoring and Evaluation |
| MB | Management Board |
| MDB | Multilateral development bank |
| MENA | Middle East North Africa |
| MPTFO | Multi Partner Trust Fund Office |
| (M)SME | (Micro), Small- and Medium-Sized Enterprise |

| | |
|---|---|
| NDB | National development bank |
| NDC | Nationally determined contribution |
| NEDLAC | National Economic Development and Labour Council |
| NSC | National Steering Committee |
| OECD-DAC | Organisation for Economic Co-operation and Development-Development Assistance Committee |
| P&B | (ILO's) Programme and Budget |
| PAGE | Partnership for Action on Green Economy |
| PCC | (South Africa's) Presidential Climate Commission |
| PRI | Principles for Responsible Investment |
| SBA | Sustainable Budgeting Approach |
| SC | Steering Committee |
| SDG | Sustainable Development Goal |
| SPP | Sustainable Public Procurement |
| SSTC | South-South and Triangular Cooperation |
| TME | Thematic mid-term evaluation |
| ToR | Terms of Reference |
| TT | Technical Team |
| TVET | Technical and Vocational Education and Training |
| UNDCO | United Nations Development Coordination Office |
| UNCT | United Nations country team |
| UNDP | United Nations Development Programme |
| UNEP | United Nations Environment Programme |
| UNEP-FI | UNEP's Financial Initiative |
| UNFCCC | United Nations Framework Convention on Climate Change |
| UNIDO | United Nations Industrial Development Organisation |
| UNITAR | United Nations Institute for Training and Research |
| UNRC(O) | United Nations Resident Coordinator (Office) |
| UNSDCF | United Nations Sustainable Development Cooperation Framework |
| USD | United States dollar |
| WCEF | World Circular Economy Forum |

## Glossary of Evaluation-Related Terms

| Term | Definition |
|---|---|
| Assumption | A significant external factor or condition that needs to be present for the realisation of the intended results but is beyond the influence of the project and its partners. Assumptions are often positively formulated risks. |
| Baseline | The situation, prior to an intervention, against which progress can be assessed. |
| Driver | Is a significant external factor that, if present, is expected to contribute to the realisation of the intended results of a project. Drivers can be influenced by the project and its partners. |
| Effect | Intended or unintended change directly or indirectly due to an intervention. |
| Effectiveness | The extent to which the development intervention's objectives were achieved or are expected to be achieved. |
| Efficiency | A measure of how economically a project's resources/inputs (i.e. funds, expertise, time) are converted into results. |
| Impact | Positive and negative, intended and non-intended, directly and indirectly, long term effects that represent fundamental durable change in the condition of institutions, people and their environment brought about by the project. |
| Indicator | Quantitative or qualitative factors that provide a means to measure the changes caused by an intervention. |
| Intermediate States | The transitional conditions between a project's outcomes and impacts which must be achieved in order to deliver the intended impacts. |
| Lesson learned | Generalization based on evaluation experiences that abstract from the specific circumstances to broader situations. |
| Logframe (logical framework approach) | Management tool drawing on results-based management principles used to facilitate the planning, implementation, and evaluation of an intervention. It involves identifying strategic elements (activities, outputs, outcomes, impacts) and their causal relationships, indicators, and assumptions that may affect project success or failure. |
| Outcome(s) | The likely or achieved short- to medium-term behavioural or systemic effects to which the project contributes, which help to achieve its impacts. |
| Output(s) | The products, capital goods, and services that an intervention must deliver to achieve its outcomes. |
| Relevance | The extent to which an intervention's objectives are consistent with beneficiaries' requirements, partner country priorities, global priorities, implementing partner and donor policies. |
| Risks | Factors, normally outside the scope of an intervention, which may affect the achievement of an intervention's objectives. |
| Sustainability | The continuation of benefits from an intervention, after the development assistance has been completed. |
| Target groups | Specific entities for whose benefit an intervention is undertaken. |
| Thematic Mid-Term Evaluation (TME) | Undertaken by ILO on specific topics of interest to develop cross-cutting lessons, including good practices to innovate and feed into departmental and regional learning on specific technical interventions and strategies. |

# Executive summary

**BACKGROUND & CONTEXT**

**Summary of the programme, purpose, logic, and structure**

Launched in 2013, answering the Rio+20 call for action to help countries transition to greener, more inclusive economies, the Partnership for Action on Green Economy (PAGE) is a United Nations inter-agency partnership (ILO, UNEP, UNDP, UNIDO, UNITAR) that supports countries to align economic reform with environmental sustainability and social equity. Within PAGE, ILO leads on labour market and social dimensions of just transition – providing evidence on jobs/skills; anchoring tripartite dialogue with government, workers' and employers' organisations; and capacity development to ensure decent work outcomes. The programme contributes to SDG 8 (decent work), SDG 13 (climate action), and SDG 17 (partnerships) and to ILO Programme & Budget Outcomes 4.1 (sustainable enterprises and decent work) and 8.3 (policy coherence for just transitions). Current donor support (EU/EC, Germany, Sweden) finances a USD 9.28 million envelope through until 2030.

Geographically, PAGE is a multi-region programme spanning Africa, Asia-Pacific, Latin America and the Caribbean, and Europe/Central Asia with 22 partner countries (in 2025). This evaluation sampled Argentina, Brazil, Indonesia, Morocco, and South Africa – reflecting varying policy contexts, institutional arrangements, and entry points for just transition and diverse UN leadership arrangements and stages of PAGE engagement.

Governance and management follow a multi-level structure: a donor/agency Steering Committee sets strategic direction; an inter-agency Management Board oversees programming and budgets; a Global Technical Team develops workplans; and inter-ministerial National Steering Committees (NCSs) ensure national ownership. The PAGE Secretariat, hosted by UNEP in Geneva, coordinates operations, reporting and communications. Each UN agency delivers against its mandate – with ILO leading on labour standards, social dialogue, and jobs/skills evidence within joint country workplans.

From 2025, PAGE's updated strategy (PAGE 2.0) adopted a 'new delivery model' around three pillars: (i) just transition/green jobs, (ii) circularity, and (iii) sustainable finance – moving from a broad service menu under its first phase (PAGE 1.0) to targeted, upstream policy support guided by a shared Theory of Change (ToC). ILO's intervention logic operates by: diagnosing policy needs and institutional capacity; convening tripartite and inter-ministerial processes; generating employment and distributional evidence e.g., using ILO's Green Jobs Assessment Model (GJAM) to inform policy choices. Main means of action include technical assistance, applied modelling and analytics, toolkits and guidance, capacity development, and South–South/peer learning (e.g., Global Green Economy Academy offered through ILO's International Training Centre (ITC-ILO) – all aimed at integrating inclusive green economy measures into national plans, budgets, and implementation pathways.

Implementation status varied across countries during the review window (1 January 2023 to 31 March 2025). Argentina completed its PAGE support in December 2024. Indonesia, Brazil, and South Africa were implementing workplans with total budgets in 2025 of USD 314,000 (ILO 29%), USD 369,000 (ILO 25%), and USD 608,000 (ILO 52%), respectively. In Morocco, the 2022-2024 workplan is being implemented with activities expected to continue into 2025. Activity slowed in 2024 due to a vacancy in the National Coordinator role, yet unfilled.

**Purpose, scope, and users of the evaluation**

This independent thematic mid-term evaluation (TME) was commissioned by ILO-EVAL to take stock of the contributions of ILO's just transition and policy areas under PAGE at a moment of strategic pivot in the form of PAGE 2.0, in conjunction with the June 2023 International Labour Conference Resolution, which reaffirmed ILO's 2015 Guidelines for a Just Transition and thereby elevated 'just transition' from a set of voluntary policy options to a normative and operational mandate. The TME assessed continued relevance and performance

against plans, outcomes and leverage at global and country levels, ILO's strategic positioning and comparative advantage – and identified actionable recommendations to strengthen uptake and sustainability in the forthcoming programming under PAGE 2.0. Main users of the TME's findings, good practices, lessons, and recommendations are Decent Work Country teams (ILO-DWT) and Country Offices (ILO-CO), tripartite constituents, staff and project managers within ILO (ENTERPRISES, Priority Action Programme on Just Transitions towards Environmentally Sustainable Economies and Societies (AP/JT) and other relevant policy departments and units), PAGE partner agencies, funders, and national and international partners.

**Methodology of the evaluation**

The TME was conducted in line with ILO's (2020) Policy Guidelines for Results-Based Evaluation and OECD-DAC criteria. It combined a backward-looking assessment of performance, progress, and achievements (covering the period of 1 January 2023-31 March 2025) with a forward-looking lens, addressing 16 evaluation questions and 9 strategic questions.

A mixed-methods design drew primarily on semi-structured remote interviews and document review. Forty interviews were completed (covering 47 stakeholders; 60% women) with PAGE governance members, agency focal points, ILO staff, UN Resident Coordinator (RC) Office economists, tripartite constituents and funders. Interviews were tailored using protocols based on an evaluation matrix developed during the inception phase. Five focus countries – Argentina, Brazil, Indonesia, Morocco, South Africa – were purposively sampled to capture geographic balance, diversity of UN leadership and sectoral focus, and evidence of policy traction. Confidentiality and multilingual access were ensured. Analysis used triangulation across interviews and documents, comparative case synthesis, and thematic coding against the matrix, with attention to intended and unintended results and to good practices and recommendations for PAGE 2.0.

**Limitations.** Country-level consultations were slim (1-4 per country in five focus countries), limiting depth; the breadth of evaluation questions exceeded the typical 30-60 minute interview slots; and the specified review period meant that in Brazil and South Africa, most evidence pertained to early stage PAGE 2.0 implementation, with workstreams initiated but substantive outputs and institutionalised results yet to materialise. Resource constraints limited multiple interviews per stakeholder group, scope of systematic desk review across all evaluation/strategic questions, and depth of triangulation

**MAIN FINDINGS & CONCLUSIONS**

**Relevance and strategic fit.** Stakeholders characterise ILO's PAGE contribution as demand-led, aligned to national priorities (Nationally Determined Contributions, sector plans), and essential for bringing labour/skills and social dialogue into transition policymaking; PAGE partners describe ILO as a "core pillar" for the social and employment dimensions.

**Coherence and design.** PAGE 2.0 sharpened its focus around 3 pillars (just transition/green jobs, circularity, sustainable finance). The ILO component is well-aligned and adds clear value in anchoring labour and equity dimensions within this model. However, expectations around its role in the finance pillar remain insufficiently defined, and integration of gender and inclusion, while improving, is still uneven and often activity-based rather than systematically embedded.

**Effectiveness.** ILO contributions have generated measurable upstream outcomes: (i) just transition embedded in national frameworks (e.g., Argentina's *National Green Jobs Programme*; South Africa's *Just Transition Framework* and implementation via statutory dialogue); (ii) instruments/methods (labour-adaptation plans; sector/macro modelling; enterprise capability support); (iii) replicable learning offers (Global Green Economy Academy; South Africa-Indonesia virtual dialogues) and analytics institutionalised in national systems (Morocco's Just Transition Assessment Model). These gains provide decision-relevant evidence (e.g., Ghana's modelling linking scenarios to ~100,000 new jobs with notable gains for women). Translation from frameworks to routine, rules-based implementation is nascent in several contexts.

**Efficiency.** Budget execution of over 70% annually is considered strong by the Multi Partner Trust Fund Office that administers PAGE, with variance driven more by political turnover, procurement dependencies, and counterpart capacity than by ILO financial management. Technical deployment is effective (headquarters' modelling expertise and field adaptation), but responsiveness is sometimes constrained by stretched staff time, reliance on short-term contracts, and administrative burden disproportionate to small activities.

**Impact orientation and sustainability.** Results are most durable where ILO-supported PAGE outputs are embedded in statutory or permanent institutions with data systems and repeatable methods (e.g., South Africa's Presidential Climate Commission/National Economic Development and Labour Council (NEDLAC) processes, Argentina's tripartite-plus *National Green Jobs Advisory Council* and Observatory, Ghana's mainstreaming into local planning, Kyrgyzstan's NSC-owned GJAM). Conversely, reliance on ad hoc events without early institutionalisation – and unsystematic hand-offs to programming and finance channels (UN Sustainable Development Cooperation Frameworks, EU delegations and other donor portfolios, National Development Banks (NDBs), Multilateral Development Banks (MDBs), Development Finance Institutions (DFIs), and UNRC initiatives – limit scale and durability of results beyond PAGE funding.

**Visibility, influence, and knowledge-sharing.** ILO, often in coalition with other PAGE agencies, has raised the global profile of just transition and green jobs across UN platforms: United Nations Framework Convention on Climate Change Conference of the Parties (COPs), G7/G20, while PAGE 2.0's 'lighthouse' approach (i.e., Indonesia, South Africa, Brazil, Morocco) is being used to diffuse practice regionally and feed into high-level fora. Attribution is frequently joint, which can dilute ILO brand visibility even as policy influence increases.

**Internal and external conditions affecting performance.**

*Enablers:* ILO's technical assets (e.g., GJAM), social-dialogue mandate, and inter-ministerial/national steering structures (NSCs, technical committees) that route labour-market evidence into planning and provide continuity. High-level government commitment and alignment with planning/budget cycles also help.

*Hindrances:* Unclear inter-agency roles on sustainable finance and weak, brokered hand-offs to donors/DFIs; political turnover and fiscal stress; limited use of tripartite platforms in some settings; and subnational dynamics in federal countries that PAGE's national-level service model struggles to reach.

**Conclusion.** ILO's just transition work under PAGE is strategically relevant and valued by national counterparts. ILO's just transition under PAGE is performing well on strategic relevance and generating credible upstream outcomes with promising signs of institutionalisation in several countries. The distinctive value of ILO's engagement lies in embedding labour-market evidence, social dialogue, and equity considerations within green-economy reforms. Its comparative strength lies in embedding labour-market evidence, social dialogue, and equity considerations in green-economy reforms. To sustain and scale impact, ILO should sharpen its role within the finance pillar, strengthen structured tripartite engagement in PAGE workstreams with clear labour-market implications, and maintain light-touch approaches for managing political-economy risks across country contexts.

**GOOD PRACTICES**

**Virtual Policy Dialogue**: Five 90-minute online sessions, July-November 2025) convened tripartite representatives from two coal-dependent countries – anchored in South Africa's Presidential Climate Commission and Indonesia's Ministry of National Development Planning (BAPPENAS) – to exchange approaches on a just energy transition, labour impacts, and regional diversification. The series enabled method transfer and uptake (e.g., 10 Indonesian collective bargaining agreements with just-transition clauses covering ~1,500 workers; inputs to South Africa's Code of Good Practice). Replication requires similar sectoral conditions and routing outputs through formal coordination mechanisms.

**Global Green Economy Academy (2023) – "Academy Participation Builds Shared Understanding for Joint Action".**

A blended format (2 weeks online + 1 week in ILO's International Training Centre (ITC-ILO) brought together Argentina's environment, labour and production ministries with social partners, building a shared vocabulary and a 'mature group' for joint follow-through. Participation strengthened inter-ministerial coordination, integration of labour/just-transition into climate planning, and enterprise tools (e.g., guidance/sector briefs).

For replication: pre-event alignment amongst national actors ('country huddles'), Academy deliverables tied to country tasks, and post-event follow-up (3- and 6-month check-ins) to track uptake and link to technical or financing support.

**RECOMMMENDATIONS**

1) Strengthen structured and balanced tripartite engagement across PAGE country workstreams calibrated to country context and activity type.
2) Operationalise political-economy and risk analysis by developing and applying a simple assessment tool or checklist within ILO's PAGE country programming to systematically identify and monitor contextual, fiscal, and institutional risks affecting just transition reforms.
3) Clarify and codify ILO's role on financing within PAGE, and co-lead (through the PAGE Secretariat) the development of an inter-agency protocol on financing responsibilities and hand-offs.
4) Strengthen systematic tracking of gender, disability, youth, and MSME dimensions – consistent with PAGE design priorities and UNSDCF/SDG indicators – by applying a light-touch monitoring annex or checklist within ILO-PAGE workplans to guide indicator selection and reporting.
5) Strengthen ILO and PAGE embedding in NDCs, UNSDCFs and UNCT programming.
6) Integrate sustainability planning from project inception by using existing PAGE sustainability processes to embed ILO-PAGE mechanisms in statutory and budgetary frameworks

# 1 PAGE as a Platform for Green and Just Transitions

## 1.1 PAGE's Trajectory: 2013-2030

1) Since its 2013 launch, the *Partnership for Action on Green Economy* (PAGE) has gained recognition as a flagship model of coordinated UN support for implementing the SDGs-Sustainable Development Goals (Agenda 2030) and 2015 Paris Agreement. It leverages the convening power, complementary networks and expertise of five UN agencies – International Labour Organisation (ILO), United Nations Environment Programme (UNEP) United Nations Development Programme (UNDP), United Nations Industrial Development Organisation (UNIDO), and United Nations Institute for Training and Research (UNITAR) – in answering the Rio+20 call for action to help countries transition to greener, more inclusive economies that reduce environmental risks, create jobs, and improve well-being.

2) PAGE's core purpose is to leverage the combined expertise and networks of five UN agencies to promote green jobs and a just transition, foster circularity, and advance sustainable finance, with ILO anchoring the labour and social justice dimensions. From its inception, PAGE was positioned as a country-owned, demand-driven initiative, responding to government requests to integrate green economy principles into national development and planning frameworks. In its **first phase (2013-2020)**, operationalised through a strategy called "*A New Decade of Action: Accelerating a Fair and Green Economic Transformation*", PAGE concentrated on laying foundation for inclusive green economy (IGE) transitions, supporting 20 partner countries through policy advice, assessments, and capacity-building. Its key achievement was helping governments embed IGE principles into 133 policy reforms spanning industrial strategies, employment, enterprises and skills development, and fiscal policy. PAGE brought together ministries of planning, environment, labour, energy and finance, while aligning national strategies with the Sustainable Development Goals (SDGs) and global climate commitments and promoting exchange between countries at different stages of IGE transition through South-South and Triangular Cooperation (SSTC).

3) **PAGE's second phase (2021-2030)** is operationalised through its Strategy 2021-2030, *"From Recovery to Transformation: Greener, Circular and Job-Rich Economies by 2030"*[1] (updated in 2024, hereafter PAGE Strategy), which leverages lessons learned, adapts to new global imperatives (including the 2022 Kunming-Montreal Global Biodiversity Framework), and deepens emphasis on the shift to just, circular economies. Supported by eight funding partners, the current phase seeks to consolidate results in 22 partner countries across Africa, Asia, and Latin America that have benefited from PAGE support, to date, encouraging them to move from piloting green economy approaches to embedding these into national policies, institutional structures, and financing structures. While 66 nations have expressed interest, expansion is expected to be gradual and selective, based on country demand, readiness, and alignment with PAGE's thematic priorities and available financial resources. This marks a change from its initial rapid scaling to more strategic, resource-conscious engagement.

4) In 2024, PAGE launched a new phase and delivery model (PAGE 2.0) to inspire, inform and enable transformational change, guided by its Theory of Change (see **Annex I**). This phase introduces a streamlined delivery model, replacing earlier broad menu of services with a focus on three thematic policy priorities: **(i) promoting green jobs and a 'just transition'; (ii) fostering circularity; and (iii) advancing sustainable finance.** These three domains represent core levers of green economic transformation where PAGE and its partners have demonstrated comparative advantage and where global demand for policy support is rising. The sharpened focus strengthens PAGE's value proposition, ensures clearer pathways to results, and leverages the complementary strengths of its UN partner agencies. PAGE 2.0 is now concentrated on global- and country-level work plans targeting areas where PAGE is seen as able to deliver visible outcomes and, synergies with lasting impact.

5) With contributions of USD 111.6 million during 2013-2024[2], PAGE is anchored in a multi-level governance structure: a Steering Committee (SC) of donors and partner agencies sets strategic direction and decisions; a

[1] Full text of the updated PAGE 2030 strategy is available at: https://www.un-page.org/static/7d8d09e4c05cf8f4bf0f8317cb12715a/page-strategy-2021-2030-update-final-29-dec-2023-v9.pdf

[2] See funding partners: https://www.un-page.org/partners-financing/

Management Board (MB) of PAGE agency directors oversees programming and budgets; a Global Technical Team (TT) develops workplans; inter-ministerial National Steering Committees (NSCs) ensure national ownership and stakeholder participation. The Secretariat, hosted by UNEP in Geneva, coordinates operations, reporting, and communications. PAGE's current challenge is to demonstrate that its partnership approach can accelerate systemic transformation and attract sustained financing. In this respect, PAGE continues to embody its founding rationale from Rio+20: a coalition for aligning economic development with social inclusion and environmental sustainability.

### 1.2 ILO's Just Transition Dimensions and Policy Areas under PAGE

6) Contributing to SDG #8 (Decent Work and Economic Growth[3]) and SDG #17 (Partnerships) – under the PAGE framework, ILO provides technical leadership on the 'just transition' agenda, through policy advisory services, research, technical expertise on social dimensions, employment impacts, skills development, analytical models, and capacity development, which support governments, social partners, and other stakeholders in integrating 'just transition' principles and policy areas into national planning and development trajectories, with the aim of ensuring that no one is left behind in the transition to more low-carbon, resource-efficient economies, reflecting its Theory of Change (see **Annex II**).

7) ILO's activities are grounded in its 2015 *Guidelines for a Just Transition*[4], which outline nine key policy areas that governments, employers, and workers should address when designing and implementing 'just transition' strategies. The *Resolution*[5] adopted at the International Labour Conference's (ILC) 111th session in June 2023 elevated 'just transition' from a set of voluntary policy options which endorsed the 2015 Guidelines for a Just Transition as central reference for policymaking and a basis for action. Underscoring the pivotal role of tripartite social dialogue to drive policy legitimacy and effectiveness, the *Resolution* reaffirmed the 2015 Guidelines while setting out four inter-related strategic pillars for implementation, emboldening ILO to: (i) advance inclusive, job-rich and sustainable economic pathways; (ii) promote social justice; (iii) strategically manage transition processes; and (iv) address financing for 'just transition'.

## 2 Thematic Mid-Term Evaluation (TME) Approach

### 2.1 Purpose

8) This thematic mid-term evaluation (TME) of ILO's just transition and policy areas contributions under PAGE is timely, given the pivot marked by a new country model delivery (PAGE 2.0) and the ILC 2023 *Resolution*. While PAGE's first phase helped embed IGE principles into policy reforms and advanced green jobs, circularity, and sustainable finance, today's context of economic volatility, widening inequality, and escalating climate and biodiversity crises demands stronger integration of 'just transition' principles into national and sectoral policies. As PAGE shifts from piloting to consolidating results in 22 partner countries[6] and selectively expanding its support, this TME is critical to assess whether ILO's 'just transition work' remains aligned with PAGE's sharpened focus and partner government needs and priorities, and whether ILO is adequately positioned to provide the policy advice, capacity development, and technical support needed to deliver the envisaged transformational, inclusive outcomes under PAGE's partnership setting.

9) This TME specifically aims to:

- **Assess performance and relevance** – Review the strategic relevance of ILO's just transition work under PAGE, its progress and performance against planned targets and indicators, and links to achievements

[3] Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. See: https://sdgs.un.org/goals/goal8

[4] The 9 key pillars include: macroeconomic and growth policies, industrial and sectoral policies, enterprise policies, skills development, occupational safety and health, social protection, Active Labour Market Policies, rights, and social dialogue and tripartism. https://www.ilo.org/publications/guidelines-just-transition-towards-environmentally-sustainable-economies

[5] Resolution concerning a just transition towards environmentally sustainable economies and societies for all, adopted by the ILO's General Conference on 16 June 2023. Available at: https://www.ilo.org/media/252966/download

[6] As of 2024, PAGE has supported 22 countries and provinces, including: Argentina, Barbados, Cambodia, Guatemala, Guyana, Indonesia, India, Kazakhstan, Morocco, Thailand, Rwanda, Mauritius, Kyrgyz Republic, Mongolia, Brazil (and its Mato Grasso province), Peru, China (Jiangsu Province), South Africa, Senegal, Ghana, Burkina Faso, and Uruguay.

from previous phases.

- **Examine outcomes and leverage** – Gauge the extent to which ILO's contributions have achieved PAGE's intermediate objective, generated actual and potential outcomes, and catalysed scale-up or leverage effects at global and country levels.
- **Assess strategic positioning** – Determine how far ILO's just transition approach under PAGE reflects its comparative advantage and addresses cross-cutting priorities such as gender equality, disability inclusion, norms, and social dialogue.
- **Identify learning and good practices** – Capture lessons learned and good practices that can inform the design of ILO's next phase under PAGE, including collaboration with new and existing partners.
- **Strengthen sustainability and planning** – Assess the extent to which sustainability strategies are embedded in ILO's PAGE work and provide actionable recommendations to improve and sustain the results of ILO's work and just transition component under the PAGE framework.

### 2.2 Scope

10) This evaluation covers ILO's just transition contributions under PAGE during **1 January 2023 to 31 March 2025**.

11) These contributions are situated within ILO's biennial Programme and Budget (P&B) 2024-2025[7], which sets institutional priorities, outcomes and resource allocations. In this context, the P&B outcomes referenced under this TME include:

- Outcome 4.1: (and GLO 441) Increased capacity of constituents to create enabling environments for entrepreneurship, sustainable enterprises, decent work and productivity growth.
- Outcome 8.3: Improved coherence in support and action to facilitate just transitions towards environmentally sustainable economies and societies.
- Output A.3: Innovative approaches to promote social justice through decent work identified, promoted and scaled up.

### 2.3 Users of the TME's Findings

12) Main users of the TME's findings, good practices, lessons, and recommendations are Decent Work Country teams (ILO-DWT) and Country Offices (ILO-CO), tripartite constituents, staff and project managers within ILO (ENTERPRISES, Priority Action Programme on Just Transitions towards Environmentally Sustainable Economies and Societies (AP/JT) and other relevant policy departments and units), PAGE partner agencies, funders, and national and international partners.

### 2.4 Methodology

13) The TME was carried out in line with ILO's Policy Guidelines for Results-Based Evaluation (2020), OECD-DAC criteria, and ILO Evaluation Office's (ILO-EVAL) Terms of Reference (ToR; see **Annex IX**), which combined a backward-looking assessment of performance, progress, achievements with a forward-looking perspective, designed to generate lessons and recommendations to strengthen relevance, uptake, and sustainability of ILO's just transition work.

14) A participatory approach was used whereby key stakeholders were kept informed and consulted throughout the evaluation process, which unfolded over June-September 2025, with preparatory work in May 2025.

15) This TME relied mainly on qualitative data gathered through remote interviews (in English, French and Spanish languages), which enabled cost-efficient access to geographically dispersed global and national stakeholders. In total, 40 interviews were conducted plus written inputs from a national government, with 47 stakeholders consulted (60% female, 40% male; see **Annex III**), including PAGE Steering Committee and Management Board members, PAGE Agency Focal Points, ILO technical staff, UN Resident Coordinator (UNRC) economists, funders, national constituents: government partners, workers' and employers' organisations. These exchanges were

[7] See at: https://www.ilo.org/sites/default/files/wcmsp5/groups/public/%40ed_mas/%40program/documents/genericdocument/wcms_905532.pdf

structured using tailored protocols (see **Annex IV**) reflecting the Evaluation Matrix developed during the TME's inception phase (see **Annex VIII**).

16) The Evaluation Matrix reflects the 16 evaluation and 9 strategic questions contained in the evaluation's ToR (developed by ILO-EVAL through consultation with ILO Country Offices). To support data collection, analysis, and reporting, the evaluation team assigned a code to each question, as shown in **Table 1**, with **evaluation questions** from the ToR denoted in **green** and **strategic questions** denoted in **purple**. For each question, the Evaluation Matrix outlines possible indicators, sources of evidence, methods, and analytical approaches. During data collection, the Evaluation Matrix served as a reference tool, pointing to potential data sources and encouraging triangulation; during analysis, it provided an organizing framework to ensure that evidence was consistently linked to the evaluation and strategic questions. In reporting out the findings, the questions listed in **Table 1** are grouped under the eight thematic areas presented in the main body of the TME, ensuring that all questions were systematically addressed while allowing the synthesis of evidence into coherent areas of findings.

**Table 1 – Mapping of Evaluation and Strategic Questions to Seven Thematic Areas**

| Evaluation Matrix Code | Evaluation Questions from ILO's evaluation ToR indicated in green ♦ Strategic Questions indicated in purple | Paragraphs addressing these questions |
|---|---|---|
| **Relevance and Strategic Fit** | | |
| R1.1 | **To what extent does the immediate objective (i.e. outcomes) still correspond to the needs of stakeholders in advancing a just transition, including financing a just transition?** | 24, 70 |
| R1.2 | **How well does ILO's work under PAGE support and complement other ongoing UN, donor, or national initiatives in green economy and just transition?** | 30, Table 3, 66, 68 |
| S1 | **How have partner countries experienced ILO's support for advancing a just transition under PAGE (in terms of relevance, responsiveness, effectiveness and contribution to national policy and institutional change)?** | 26-27, 42, 47 |
| **Coherence and Design** | | |
| D2.1 | **Considering its underlying Theory of Change, strategies, modus-operandi, risk/context analysis, to what extent is the design of ILO's just transition component under PAGE logical, coherent, relevant and responsive to the evolving priorities and needs of partnering countries?** | 31-33, 38-39 |
| D2.2 | **To what extent has ILO's just transition component integrated previous lessons learned and cross-cutting themes (e.g. gender, non-discrimination, disability, environmental sustainability) in its design?** | 34-37 |
| S5 | **To what extent has ILO been able to adapt its just transition support under PAGE to evolving country needs and priorities --and how have these adaptations influenced the relevance and uptake of its interventions?** | 38-39 |
| **Effectiveness and Results** | | |
| E3.1 | **To what extent has ILO's work under PAGE achieved its intended outcomes (enabling just transition, green jobs, inclusive policy processes) in partner countries? What intended and unintended effects have been generated? Were there any good practices and innovations at country and global level?** | 40-41, 43-44, 45, 89-90 Annex VII |
| E3.2 | **To what extent and how is ILO's work under PAGE meeting the institutional and technical capacity needs of national stakeholders to facilitate green, circular, and inclusive transformation (including a focus on financing a just transition)?** | 42 |
| E3.3 | **What factors (internal and external) have contributed to or constrained the progress of ILO's just transition component under PAGE?** | 48-51 |
| E3.4 | **To what extent have stakeholders (including ILO constituents) been involved in the implementation of ILO's work under PAGE? How has social dialogue played a role in driving the achievement of ILO's objectives under PAGE?** | 46-47 |
| S6 | **To what extent, and in which ways, have ILO's tripartite constituents at country/global levels been meaningfully engaged and involved in design, implementation, and follow-up of just transition activities under PAGE?** | 46-47 |
| S7 | **To what extent have social dimensions and social dialogue been effectively integrated into ILO's just transition work under PAGE at country and global levels, and what gaps remain?** | 46-47 |
| S8 | **What are key lessons learned and good practices for promoting and advancing just transition dimensions, principles and policy areas under PAGE (including enterprises, social protection and employment)?** | 89-90 Annex VII |
| **Efficiency and Resourcing** | | |
| F4.1 | **To what extent have financial, human, and technical resources been used in a timely and efficient manner?** | 53 |

| | | |
|---|---|---|
| F4.2 | To what extent have technical resources and partnerships been adequate and well-adapted to achieving ILO's work plan under PAGE? | 54 |
| F4.3 | In which ways has the ILO component under PAGE made strategic use of other ILO projects, products, initiatives to increase its effectiveness and impact, without duplicating work? | 54-55 |
| **Impact Orientation and Sustainability** | | |
| IM5.1 | To what extent is there evidence of positive institutional or systemic change in partner countries that can be attributed to ILO's just transition work under PAGE and that aligns with PAGE's overarching Theory of Change? | 56-57, 58 |
| IM5.2 | To what extent has ILO's work under PAGE supported institutional or systemic changes in partner countries necessary for sustaining inclusive green economy reforms and just transition pathways? | 56-57, 58 |
| S2 | What evidence exists of sustained or systemic changes in policy, practice, or institutional capacity resulting from ILO's support for just transition under PAGE in partnering countries? | 56-57, 58 |
| IM5.3 | What measures and actions have been put in place to ensure ownership of ILO's work under PAGE in partner countries and institutions? | 58-59 |
| **Policy Prominence of Just Transition, UN Reform, Peer Learning** | | |
| S3 | To what extent has ILO's work under PAGE contributed to enhancing the visibility and policy prominence of just transition and green jobs in global and regional fora, including policy dialogues? | 44, 61-62, 64 |
| S9 | What influence has PAGE had on the UN reform process, and what role can it have in the future? | 66.69 |
| S4 | Which peer learning or South-South exchange models supported by ILO under PAGE have been most effective in strengthening global action, national policies and/or capacities for a just transition? | 43, 63, 89-90 Annex VII |
| **Financing Just Transition** | | |
| F4.4 | To what extent has ILO leveraged synergies and partnerships with financial service providers to enhance programmatic effectiveness and impact? | 69 |
| IM5.4 | What recommendations and lessons could be offered to enhance the sustainability of ILO's work with impact investors (including MDBs) under the PAGE programme? | 72 |

17) To structure national-level engagement, five focus countries were purposively selected to reflect different stages of PAGE participation – from long-standing partners consolidating results to newer entrants exploring just transition integration (see **Table 2**). Selection criteria included ensuring **geographic balance** (Asia, Africa including Middle East North Africa, Latin America), **diversity** of UN leadership and sectoral focus, **evidence of policy traction**, and – where possible – **avoiding duplication** with country cases already covered in the 2022 inter-agency PAGE evaluation. The focus countries enabled assessment of just transition work undertaken since 1 January 2023, alongside more recent experiences under the PAGE 2.0 'new delivery model' active since 2025. Evidence was drawn from interviews and compiled in brief case studies (**Annex VI**), complemented by interviews of global and regional stakeholders and document review, including PAGE annual progress and narrative reports, ILO policy documents, and external evaluations (see **Annex V**).

**Table 2 – Selection of Countries for Consultation**

| Country | Geography | UN Agency Lead | Year Joined PAGE | Volume of ILO-supported activities during 1 January 2023 to 31 March 2025 (USD) | Budget Approved for PAGE 2.0 - New PAGE Delivery Model from 2025 (USD) for the ILO-led activities |
|---|---|---|---|---|---|
| Argentina | Latin America (LAC) | ILO | 2018 | 153,000 | 0 |
| Brazil[8] | Latin America (LAC) | UNEP | 2016 | 0 | 92,000 |
| Indonesia | Asia-Pacific (A & P) | UNDP | 2018 | 19,000 | 116,716 |
| Morocco | Middle East North Africa (MENA) | UNIDO | 2019 | 95,000 | 0 |
| South Africa | Africa | ILO | 2015 | 0 | 318,000 |

18) Although this limited sample does not allow for statistical generalization, the inclusion of countries with diverse regional representation, a mix of UN PAGE agency leadership, and implementation status has supported the

[8] The first phase of PAGE work in Brazil (PAGE 1.0) was at the subnational level only – in the state of Mato Grosso. PAGE 2.0 work in Brazil only started in 2023.

identification of cross-cutting lessons relevant to ILO's just transition work and the broader PAGE partnership.

19) To ensure integrity and freedom of expression, stakeholders had the possibility to be interviewed in multi-language (English, French, Spanish, Indonesian, and Portuguese) and were assured of confidentiality. Bilingual interview protocols were provided in advance on request. Evidence supporting the assessment has not been directly attributed to individuals or their institutions during the data collection phase as well as in reporting the TME's results.

20) Evidence-based analysis was prioritised, with findings substantiated by interview and document citations. Triangulation across sources enhanced credibility, while attention was given to intended and unanticipated outcomes. The TME placed particular importance on learning, seeking to capture good practices and lessons to guide ILO's future positioning within PAGE and related partnerships. This dual focus on accountability and learning reflects the aim of ILO's thematic evaluation approach, ensuring findings are rigorous and actionable.

### 2.5 Limitations

21) The goal of convening 40 interviews was reached – spanning 47 global and institutional stakeholders, including PAGE governance across five agencies and its funders, as well as actors who could provide perspectives on UN reform and financing of just transition. Most of the TME's resourcing was allocated to qualitative data collection through these interviews, limiting the scope for systematic desk review across all evaluation and strategic questions; instead, a lighter review of selected documents, country work plans, and ILO and PAGE progress reports was undertaken to complement interview evidence. The TME's resourcing did not allow for triangulation through multiple interviews per stakeholder group, which would have strengthened the representativeness of country-level findings. Consultation of national stakeholders was constructive but slim (1–4 per country in five focus countries), particularly among workers' and employers' organisations, limiting the depth of country-level perspectives. To mitigate these constraints, the evaluation team triangulated evidence across stakeholder categories and countries where possible. As a result, confidence in global-level findings is high, given the breadth of institutional coverage, while country-level findings should be interpreted as indicative rather than fully representative.

22) Another limitation arose from the evaluation framework's breadth (16 evaluation questions and 9 strategic questions). Given that most stakeholders allocated 30–60 minutes for the consultation, each respondent could not address the full set of questions. Interviews focused on a subset of issues most relevant to the stakeholder's role, with triangulation across respondents used to ensure that all questions were sufficiently covered.

23) A further limitation relates to the evaluation scope. The TME combined a backward-looking assessment with a forward-looking perspective, yet the specified period of coverage (1 January 2023 to 31 March 2025) was difficult for the consulted stakeholders to discern and was not consistently aligned across the selected case countries. Three of the focus countries (Argentina, Indonesia, Morocco) had PAGE activities falling within the evaluation timeframe, while the other two (Brazil, South Africa) – together with Indonesia – were largely at early implementation stage under PAGE 2.0 during the evaluation period, with workstreams initiated but substantive outputs and institutionalised results yet to materialise. Given resource constraints, this dual requirement risked producing a superficial treatment of certain issues, limiting the depth of analysis possible for each question.

# 3 Findings

## 3.1 Relevance and Strategic Fit[9]

*Key Findings at a Glance*

- **ILO anchors just transition in PAGE:** Its mandate on employment, social dialogue, tripartism and just transition makes ILO indispensable – providing the labour and social justice dimensions that other agencies cannot credibly lead.

[9] This thematic area assesses whether ILO's objectives under PAGE remain aligned with stakeholder needs, complement wider UN and donor efforts, and are experienced by partner countries as relevant and responsive – and thereby positioned to deliver effective contributions to national level institutions and just transition policies.

- **Aligned, responsive, and demand-driven support:** ILO-PAGE objectives remain aligned with country priorities, NDCs, and SDG commitments, and are consistently described by stakeholders as relevant, responsive, and demand-led.
- **Complementary within and beyond PAGE:** ILO-PAGE's expertise in employment, enterprises and skills complements the environmental, industrial, and macroeconomic contributions of other PAGE agencies, and adds value to broader global initiatives.

24) **ILO anchors just transition within PAGE.** ILO's just transition work is fully aligned with PAGE's 2020-2021 logframe, which targets reframing economic policy around sustainability and strengthening enabling conditions for public and private investment, and ensuring social inclusion (including vulnerable groups), as well as ILO's biennial strategic/financial framework's Outcome 4.1 (sustainable enterprises and decent work) and Outcome 8.3 (coherence for just transitions). Triangulated evidence from stakeholder interviews, reports, and online web sources confirms that beneficiary governments and social partners continue to view these objectives as highly relevant to country needs, as just transition rises on national climate and development agendas. Other PAGE agencies described ILO as "a core pillar", emphasizing that employment and social dimensions (job creation, loss, transformation) cannot be credibly anchored without ILO's normative and operational mandate and technical expertise. These features strengthen ILO's authority under PAGE to promote tripartite dialogue and embed social justice within climate and economic transitions. Independent reviews, including the 2023 Evaluation of PAGE's Operating Strategy and the 2021 MOPAN[10] assessment of ILO, highlight that its distinct mandate is central to PAGE's credibility. Stakeholders consistently portrayed ILO as filling a critical gap – "putting more meat" on the so-called "social angle" by ensuring that the green economy agenda goes beyond environmental and industrial issues to also address employment, equity, and protection for vulnerable groups.

25) **High trust and legitimacy of ILO.** PAGE website testimonials point to deep trust and legitimacy, anchored in ILO's tripartite mandate and convening role. In interviews, national governments and social partners consistently highlighted ILO's unique legitimacy. In Morocco, a social partner described ILO-PAGE's approach as "truly inclusive… everything related to equity, social protection, working conditions, and social dialogue was important". Argentinian officials emphasized that ILO-PAGE activities were co-defined with unions and business chambers, not externally imposed. In South Africa, national counterparts reported that ILO's credibility with labour and business positioned the coal transition process to be embedded within a statutory social dialogue structure i.e., the National Economic Development and Labour Council (NEDLAC) – and a formal approval process is underway, with endorsement anticipated.

26) **Aligned and demand-driven support.** Evidence across interviews and reports shows that ILO's support under PAGE is closely aligned with partner country priorities, perceived as demand-led and providing practical guidance – as illustrated by Brazilian stakeholders who credited PAGE with providing "the framework for which objectives to look at", complementing methodologies from other donors. Such statements are reinforced by evidence like Ghana's ILO-led Green Jobs Assessment Model (GJAM), which linked climate policy scenarios (solar, biofuels, cooling efficiency) to job creation and greenhouse gas (GHG) reductions – informing Ministries' planning processes and the implementation of countries' Nationally Determined contributions (NDCs). In South Africa, ILO responded to a government request linked to the planned decommissioning of five coal plants over the coming five years, supporting the Presidential Climate Commission (PCC)'s just transition framework and the Just Energy Transition Partnership (JETP). Stakeholders reported that this support helped shift from a previously "haphazard" approach to a more structured process. Preparatory work has positioned the development of a *Code of Good Practice* and sectoral accords under NEDLAC, understood as "practical rules of engagement" to begin once the proposed Just Coal Transition Forum receives approval.

27) **National relevance**. ILO's work under PAGE is highly relevant to government-defined just transition agendas. In Brazil, under UNEP's lead on PAGE's macroeconomic modelling initiative with the Ministry of Finance, ILO is currently embedding labour market and just transition variables – ensuring that the tool not only tracks

[10] Multilateral Organisation Performance Assessment Network (MOPAN) is an independent body governed by a Steering Committee composed of representatives of its 21 member states that share a common interest in assessing the performance of the major multilateral organisations they fund; its Secretariat is hosted at the Organisation for Economic Co-operation and Development (OECD). The cited 2021 MOPAN Assessment Report of ILO provides a snapshot of the organisation's performance in 2020.

environmental and fiscal measures but also shows how these policies affect jobs and equity, thereby informing assessments of progress toward NDC goals. In Morocco, under PAGE, ILO supported national institutions to localise the Just Transition Assessment Model (JTAM), integrating national data into the e3.ma macro-economic model and equipping ministries, the High Commission for Planning, and social partners to assess employment and distributional impacts of climate policies. The model is informing upcoming national planning instruments and is referenced in Morocco's updated NDC (2024) under the Social Dimension/Just Transition section, demonstrating policy uptake and alignment with national climate commitments. In Indonesia, ILO supported the integration of green jobs and just transition into national development planning, while ILO-led initiatives in Mongolia, Rwanda, Senegal, and Uruguay provide additional evidence of alignment with the priorities of PAGE partner countries. In Morocco, just transition has come to be viewed as a "key pillar" of sustainable development policy, with national stakeholders praising ILO's focus on worker protection, emphasis on social dialogue, and the integration of data-driven tools (e.g., the localised JTAM to ensure the transition is fair and inclusive). An Argentinian official emphasized that ILO's activities under PAGE were "ones we ourselves needed, sometimes proposed by unions or business chambers", reinforced by the creation of a *National Green Employment Advisory Council*.

28) **Responsiveness to evolving sectoral and political priorities.** A notable strength of ILO's PAGE work has been its ability to track and adjust to shifting policy agendas, as evidenced by these illustrative country examples:

- **Indonesia** – ILO's *Green Jobs and Just Transition Readiness Assessment* delivered sector-specific diagnostics for the energy transition, directly aligned with the country's evolving climate and development agenda – supporting its net-zero commitments, coal-to-renewables transition, and the G20-endorsed priority of ensuring just and sustainable energy pathways[11].
- **South Africa** – PAGE's early years centred on green economy mainstreaming, especially around skills development, green jobs assessments, and capacity-building – documenting lessons learned over its 7-year journey from 2016 in its 2023 Sustainability Report. From 2025, described by stakeholders as "agile in the face of changing political circumstances", PAGE's role has pivoted towards policy dialogue supporting the country's just coal transition and Just Energy Transition Investment Plan, "crafted in consultation with" and directly linked to the PCC's agenda. ILO's expertise on employment, social dialogue, and inclusion is now embedded in Just Energy Transition (JET) processes – thereby elevating ILO contribution under PAGE from skills-oriented programming to policy-level influence.
- **Peru** – ILO's support under PAGE evolved from upstream green economy integration into targeted interventions post-COVID-19, including a *Circular Economy Roadmap for Industry*, the *National Policy for Decent Jobs*, and green recovery initiatives requested by government ministries.

29) **Inter-agency complementarity.** PAGE is widely recognized as a pioneer in inter-agency collaboration, described by stakeholders as "**One UN**" (¶66)and illustrated by co-delivered products such as the Global Green Economy Academy at ITC-ILO[12] (¶66), G20 and Conference of the Parties (COP) side events, and the World Circular Economy Forum (WCEF) (¶62). ILO's contributions are central to this complementarity: its labour market evidence informs macroeconomic modelling and UNEP's environmental frameworks, UNIDO's industrial advice, and UNDP's policy advice, institutional strengthening, and inclusive green economy integration in national development planning, while UNITAR applies ILO content in training. PAGE's ability to "pre-package the technical expertise" of ILO and the other involved agencies into "an integrated offer" is seen as reducing fragmentation through pooled expertise, shared governance, and joint logframes. For example, in Thailand, ILO's just transition inputs were integrated into broader PAGE workplans with UNEP and UNDP to ensure complementarity rather than duplication. In Brazil, more regular technical meetings improved coordination amongst PAGE agencies, producing clearer roles ("ILO on just transition/skills, UNEP on environment"). At national level, coordination has matured under PAGE 2.0, with lead agencies taking

[11] See https://un-pageindonesia.org/en/activities/read/workplan/green-jobs-and-just-transition-policy-readiness-assessment-in-the-energy-sector

[12] See more details at: https://www.un-page.org/news/policymakers-from-over-20-countries-explored-new-frontiers-at-global-academy-on-the-green-economy/

responsibility for engaging governments and opening policy doors for others, as illustrated by the integrated delivery of UNEP and ILO in South Africa (advancing just transition dialogue) and in Brazil (macroeconomic modelling tool) where PAGE reportedly unlocked new collaboration: it "opened the doors for ILO to talk to UNEP… which had never happened before," signalling stronger joint problem-solving under PAGE 2.0.

30) **Landscape-level complementarity.** ILO's work under PAGE unfolds within a wide ecosystem of IGE initiatives (see **Table 3**, compiled by the evaluation team as an overview, based on independent review). ILO-PAGE complements major initiatives, such as the European Union (EU)'s Just Transition Mechanism, the United Nations Framework Convention on Climate Change (UNFCCC)'s Just Transition Work Programme (JTWP), UNDP's Climate Promise, Just Energy Transition Partnerships (JETPs), and the CIF Accelerating Coal Transition programme. While these initiatives focus primarily on finance, energy, and industrial reform, ILO-PAGE fills a critical gap by addressing the social and labour dimensions that financiers are less equipped to manage. Stakeholders described ILO as "one of the few actors promoting the notion of a transition that is green and bringing new economic data", reinforcing its comparative advantage in ensuring that just transition is understood not only as an environmental or economic agenda but also as one grounded in jobs, equity, and social dialogue.

**Table 3 – Landscape of Selected Just Transition Initiatives**

| *Initiative* | *Mandate* | *Focus Areas* | *Modality* | *Complementarity with ILO-PAGE work* |
|---|---|---|---|---|
| **EU – Just Transition Mechanism (JTM)** https://commission.europa.eu/strategy-and-policy/priorities-2019-2024/european-green-deal/finance-and-green-deal/just-transition-mechanism_en | EUR 55 billion instrument (2021–2027) for affected regions | Worker support, SME transition, community resilience | Public Sector Loan Facility; grants, loans, InvestEU Just Transition scheme | JTM provides *finance inside EU*; ILO-PAGE's *normative guidance, tripartite methods* are transferable beyond EU, informing integration of labour safeguards |
| **UNFCCC – Just Transition Work Programme (JTWP)** https://unfccc.int/news/work-programme-on-just-transition-pathways-workshop-discusses-way-forward-at-cop28 | Formal programme of work related to Paris Agreement launched at COP28 (2023) | Global dialogue, best practice exchange; guidance on just transition pathways | Political process, COP/CMA decision[13], technical workstreams | JTWP sets *political legitimacy*; ILO-PAGE provides *practical policy tools, jobs analytics, and tripartite dialogue methods* for country implementation |
| **UNDP – Climate Promise** https://climatepromise.undp.org/ | UNDP flagship initiative supporting 140+ countries' NDCs | Policy design, costing, just transition integrated in 50+ countries | Technical assistance, capacity building, UN country team (UNCT) coordination | Embeds just transition into *NDCs*; ILO-PAGE supplies *labour evidence, skills diagnostics, and social protection frameworks* to operationalise them |
| **Just Energy Transition Partnerships (JETPs)** https://jetp-id.org/ https://justenergytransition.co.za/ | Multi-donor deals with MDBs, International Partners Group (IPG) - covers PAGE | Coal phase-out, policy reform, clean energy investment, blended finance | Financing packages, concessional/blended finance, policy conditionalities | JETPs focus on *finance and energy reforms*; ILO-PAGE ensures *labour-market, reskilling, and social protection* dimensions |

[13] COP = *Conference of the Parties* to the UNFCCC. It is the supreme decision-making body of the UNFCCC (with all 198 Parties). CMA = *Conference of the Parties serving as the Meeting of the Parties to the Paris Agreement*. This is the governing body of the Paris Agreement, composed only of countries that have ratified it. While a COP decision covers general UNFCCC matters (finance, adaptation, reporting), a CMA decision specifically relates to implementing the Paris Agreement (e.g., NDC rules, transparency framework). A COP/CMA decision means that the outcome was adopted under the respective governing body, sometimes simultaneously if it affects both UNFCCC and Paris Agreement processes

| | | | | |
|---|---|---|---|---|
| | countries: i.e., South Africa, Indonesia | | | for political legitimacy |
| **Climate Investment Funds (CIF) – Accelerating Coal Transition (CIF-ACT** https://www.cif.org/ | Multilateral climate finance program under CIF | Retirement of coal assets, repurposing, clean energy investment | MDB-channelled loans, grants, guarantees | CIF-ACT delivers *finance flows*; ILO-PAGE ensures *social justice, job transition, and reskilling pathways* are integrated |
| **ILO – Climate Action for Jobs Initiative** www.climateaction4jobs.org | Just Transition hub uniting global efforts on decent work and environment | Country assistance to deliver decent jobs and advance social justice | Global normative guidance, just transition tools; employment-impact assessments; knowledge-sharing platforms / convening (e.g., UNFCCC Climate Action Portal) | Anchors *labour/social dimensions*; equips country teams to apply just transition standards via modelling and dialogue; and feeds country results back to refresh global guidance (norms–operations feedback loop) |

## 3.2 Coherence and Design[14]

*Key Findings at a Glance*

- **Complementary design and coherent logic:** ILO's just transition interventions are well-aligned with PAGE's macroeconomic and finance-oriented pathways – with ILO anchoring the social justice, labour, and tripartite dimensions essential to an inclusive green economy transition. The new delivery model under PAGE 2.0 has enhanced ILO's responsiveness and political agility under PAGE, with clear evidence of adaptation.
- **Assumptions and risk frameworks underdeveloped for ILO's tripartite approach:** While PAGE has established a risk management framework for country delivery, systematic testing and mitigation of political-economy and institutional risks remains variable within ILO's just transition workstream under PAGE. In several contexts, the tripartite-plus approach has been exposed to shifts in political priorities, fiscal pressures, and administrative turnover – with limited structured mechanisms to anticipate and manage these dynamics. Strengthening risk-sensitive planning and assumption testing would enhance resilience and continuity of results.
- **Cross-cutting themes are unevenly integrated:** Gender responsiveness has advanced with targeted initiatives moving beyond markers into practice, but integration varies widely across countries. Disability and broader inclusion remain ad hoc, while environmental sustainability is only indirectly linked through green economy framing, with missed opportunities to connect explicitly to green jobs and circularity.
- **Financing pathway lacks operational clarity:** PAGE 2.0 treats sustainable finance as an enabling factor but does not articulate a clear sequence from upstream policy advice to pipeline development and capital mobilization. This gap limits the translation of ILO's normative inputs into financed, scalable implementation.
- **Bridge to operationalisation in a deliberate upstream model:** PAGE's strategic position as an upstream, policy-focused support distinguishes its position in a crowded ecosystem; it has intentionally moved away from downstream delivery (e.g. TVET training) under PAGE 2.0. Within this model, ILO's upstream support on just transition is technically strong; however, pathways for translating this upstream work into downstream implementation and financing remain under-specified at country level. Strengthening linkages to national delivery systems, funding channels, and institutional partners — without expanding PAGE's mandate — would support sustainability and maximise policy uptake.

31) **Logical design and complementarity of Theories of Change.** PAGE's Theory of Change (ToC; see **Annex I**) is built on the notion that policy reform and finance mobilisation will drive systemic transformation – assuming stable political/macroeconomic conditions for reform windows and that other institutional actors will co-invest in IGE

[14] This thematic area investigates the internal logic, consistency, quality, and adaptability of ILO's just transition component's design under PAGE, including how effectively lessons learned, cross-cutting themes, and risk considerations have been integrated.

transitions – while ILO's reconstructed ToC (see **Annex II**) puts the emphasis on labour, normative frameworks, tripartism, and capacity building to enable embedding of just transition principles in national policies and institutions. These causal pathways are complementary: PAGE provides macroeconomic entry points, and ILO anchors social justice and labour market considerations. Evidence from ILO's 2023-24 bilateral narrative reports confirms consistent delivery of activities – policy advice, training, job analytics such as green jobs modelling assessment (GJAM), and social dialogue platforms – that logically connect to outcomes envisaged in both frameworks. Alignment with PAGE's 2021–2030 Strategy is also clear, as ILO's interventions reinforce strategic priorities on green jobs/decent work, circularity/resource efficiency, and sustainable finance. National cases illustrate this complementarity: Argentina's *2030 Productive Plan*, Brazil's *Ecological Transformation Plan*, Indonesia's *Circular Economy Roadmap*, all highlight entry points where labour dimensions have been coherently embedded. In South Africa, a stakeholder described PAGE as "connecting the dots between decarbonization, industrial policy, and trade", with ILO ensuring that social justice and employment considerations remain integral.

32) **Design assumptions and risk analysis**. The effectiveness of ILO's PAGE design rests on several assumptions: that tripartite dialogue will function effectively, that national institutions can absorb and sustain just transition responsibilities, and that financing will be available to support implementation of just transition. Evaluation evidence shows these assumptions are unevenly tested in practice. In Argentina and Indonesia, economic crises, political turnover, and institutional fragility have undermined the stability and fiscal space needed to advance reforms. In South Africa, the envisaged social dialogue platform is foreseen to provide statutory legitimacy for managing the coal transition (¶26), but the ability to deliver binding agreements is uncertain at this point in time[15]. More broadly, the ToCs of both ILO and PAGE acknowledge risks such as distributional impacts, political constraints, and financing volatility, but neither ToC integrates them through systematic political-economy or risk frameworks. Risk and context analysis tends to be ad hoc, with mitigation strategies (e.g. contingency planning, fiscal assessments, stakeholder mapping) applied inconsistently rather than embedded in design. This leaves ILO's tripartite approach vulnerable to external shocks and highlights the need for more explicit, structured risk and political-economy analysis to sustain the coherence and credibility of ILO's contribution under PAGE.

33) **Financing pathway insufficiently operationalised.** PAGE 2.0's design treats sustainable finance as an enabling factor within its upstream support offer (macroeconomic policy, budgeting, procurement, capacity-building) and encourages countries to pursue complementary fundraising. However, it lacks a clearly defined, time-bound pathway linking upstream policy advice to downstream pipeline development and capital mobilization through National Development Bank (NDB), Multilateral Development Bank (MDB), or Development Finance Institution (DFI) partners. As a result, the financing dimension remains underdeveloped, and ILO's potential role in integrating labour safeguards and social inclusion criteria into green finance frameworks remains implicit rather than systematic, despite growing demand for labour safeguards in green and sustainable finance.

34) **Integration of lessons learned and cross-cutting themes**. ILO's work under PAGE shows uptake of lessons and adaptive, demand-led shifts – with stakeholder feedback shaping how support is scoped and delivered. PAGE's 2024 Report highlights a move towards shorter, demand-driven support. ILO has tailored its inputs to government requests (e.g. Indonesia's Circular Economy Roadmap, the pivot from skills to policy dialogue in South Africa). Previous evaluations, including the Evaluation of PAGE's 2016-2020 Operating Strategy, flagged the need for stronger integration of gender and inclusion and improved cross-agency coordination. These lessons have been partially incorporated: ILO's 2023-24 bilateral narrative reports emphasize just transition finance, micro-small and medium-sized enterprises (MSMEs), and labour dimensions – which is evidence of responsiveness and reflects a broadening of entry points. Although ILO and PAGE have taken steps to mainstream gender, inclusion, and environmental dimensions, integration is often ad hoc, event-based, champion-driven, and inconsistent across countries.

35) Gender equality is a visible, although inconsistently applied, cross-cutting priority in PAGE interventions. PAGE reporting applies gender markers and diagnostics, and country assessments increasingly highlight the need for

[15] Inputs received during the feedback cycle noted that while PAGE and ILO support social dialogue processes and the strengthening of institutional mechanisms, the outcome of such dialogue — including whether agreements become binding — lies with national actors and falls outside the PAGE mandate. The reference to emerging codes of practice and framework agreements in this report reflects country-led processes supported by ILO-PAGE inputs rather than a programme expectation of binding outcomes.

gender-sensitive approaches. For example, Ghana's green jobs modelling and Barbados' Renewable Energy Skills Council used gender-disaggregated data, and Indonesia's Green Jobs and Just Transition Policy Readiness Assessment flagged risks of women's exclusion from energy transition jobs and recommended targeted skills and active labour market policies (ALMPs). At the global level, the 2024 PAGE Bilateral Narrative Report emphasized distributional impacts of transition by gender, age, and income – signalling growing institutional awareness. Within this context, ILO has made tangible efforts to advance gender responsiveness under PAGE, leveraging its Decent Work mandate and experience from Decent Work Country Programmes (taking up a lesson from the 2021 MOPAN assessment). Evidence from ILO's recent narrative reports illustrates progress: in Argentina, PAGE supported the certification of female construction workers in solar-tank installation and trained women in sustainable brickmaking; in Kyrgyzstan, ILO organised a gender-responsive just transition event; and in Morocco, ILO coordinated development initiatives promoting the economic and social inclusion of rural women and supported adoption of the JTAM model to assess the distributional and employment impacts of climate and sustainable-development policies, including for women and vulnerable groups. These examples show that ILO has moved beyond markers to targeted interventions that address women's empowerment and access to market opportunities in the green transition. Nonetheless, integration remains uneven across countries, with gender considerations often concentrated in pilot initiatives rather than systematically embedded in all ILO and PAGE supported policy instruments.

36) Inclusion beyond gender remains partial and under-developed[16]. While PAGE and ILO reaffirm the principle of "leaving no one behind", in practice, most attention has focused on women and youth – reflecting explicit design provisions and available capacities. Attention to disability inclusion and other marginalised groups has been more ad hoc, with limited systematic guidance, accountability mechanisms or monitoring. Interview evidence confirmed that disability considerations were rarely embedded at the design stage and tended instead to appear through event-based participation or isolated initiatives (e.g., selective engagement in Indonesia; youth-focused projects in Morocco; work protection measures in South Africa without a disability-specific lens). Although some country teams have taken steps to address vulnerable workers, more consistent integration of broader inclusion would be required to align with emerging UN system standards. At present, the primary focus remains on tripartite constituents (governments, employers, workers), with broader inclusivity largely dependent on national demand and available resources.

37) Environmental dimensions are indirectly reflected in ILO's just transition work under PAGE's green economy framing, largely through labour-market assessments and social dialogue that shape green policies. While this complements PAGE's economic and environmental focus, 'hooks' to link green jobs/circular economy dimensions more directly to sustainability outcomes are less developed. Under PAGE, ILO leverages its Just Transition Hub, which is designed to unite global efforts on the environment and decent work (see **Table 3**), but opportunities remain to more systematically embed environmental objectives into ILO's just transition design.

38) **Adaptability and responsiveness.** PAGE's new delivery model (PAGE 2.0), with shorter timeframes (only two years) and targeted support around three strategic pillars – just transition and green jobs, circularity, and sustainable finance – has shaped ILO's ability to adapt its just transition work to evolving country needs. The PAGE Strategy underscores that, in an era of constrained fiscal space and shifting political windows, relevance depends on upstream, responsive interventions aligned to high-impact sectors and national planning frameworks. While some stakeholders described ILO and PAGE as "administratively heavy", national counterparts also praised their capacity to adjust to political volatility and maintain relevance across electoral cycles. This adaptability is evidenced by embedding just transition within Indonesia's COVID-19 recovery and national planning, aligning labour-market assessments with Rwanda's updated priorities, and shifting ILO support from skills to policy dialogue, supporting South Africa's PCC to establish and operationalize a Just Transition Forum.

39) **Design gaps and limits**. Despite these strengths, gaps remain in translating upstream policy support into practical

[16] During the feedback cycle, stakeholders noted that gender, youth, and disability dimensions were not equally emphasized in the original PAGE design, and that more extensive disability-responsive approaches would require additional resources and tailored measures. The evaluation finding therefore reflects observed practice rather than an expectation of equal treatment across all inclusion domains.

measures. Stakeholders expressed impatience with ILO's boundary under the PAGE Strategy, which keeps its role largely at the level of strategic guidance rather than extending to the practical needs of governments and social partners to operationalize just transition policy. ILO outputs, such as mapping studies and policy diagnostics, were described as informative but often seem as too qualitative to support concrete planning (e.g., reskilling targets, industry-training linkages). Moreover, while some stakeholders expressed interest in more grounded interventions, such as Technical and Vocational Education and Training (TVET) modules, stronger reskilling/upskilling measures, and better alignment of industry needs with skills provision – PAGE 2.0 is intentionally positioned upstream, and these expectations reflect a desire to see clearer signaling on how upstream policy work connects to downstream delivery partners rather than for PAGE to undertake such functions itself. In Argentina and Brazil, ILO and PAGE have shown thematic adaptability by bridging ministries, aligning with fiscal and climate goals, and co-developing models with government institutions, yet there has been a struggle under the PAGE setting to extend this responsiveness to strong provincial or state-level demands (this is particularly the case for federal settings like Argentina and Brazil). Overall, ILO's adaptability under PAGE has enhanced national-level ownership and policy uptake, but weak operationalisation and limited subnational engagement continue to constrain the depth and reach of its just transition support.

## 3.3 Effectiveness and Results[17]

*Key Findings at a Glance*

- **Embedding just transition in national frameworks:** ILO-PAGE has delivered measurable policy and institutional results, notably Argentina's National Green Jobs Programme (2023) and Advisory Council, with comparable integration in South Africa, Ghana, Brazil, and Kyrgyzstan – confirming consistency with PAGE's Theory of Change and reflecting institutional uptake.
- **Social dialogue as a comparative advantage:** ILO's tripartite mandate has lent legitimacy and traction to just transition processes, embedding deliberations in statutory frameworks and advisory councils and demonstrating how its normative and convening role can translate technical analysis into politically endorsed outcome. However, engagement is uneven – skewed toward employers, often limited to one-off dissemination, with weak inclusion of subnational actors, disability organisations, and marginalised groups.
- **Internal enablers:** Tripartite legitimacy, applied analytics, capacity-building that translates guidance into practice, knowledge products like the forthcoming *Global Assessment of Jobs in the Circular Economy* expected to strengthen ILO's just transition offer and elevate labour perspectives in international finance debates and PAGE 2.0's more agile delivery model underpin policy traction and responsiveness.
- **External enablers:** Country steering structures that route labour-market evidence into planning, institutionalise cross-ministerial work, and provide continuity for ILO tools beyond PAGE programme, together with structured UN-system entry points (UNRCs), global finance coalitions (CFMCA, BIOFIN), South-South platforms, and international policy windows (JETPs, NDCs, COP processes), have expanded ILO's influence by linking social and labour dimensions to fiscal and climate agendas.
- **Internal constraints:** Limited development of the financing pathway and insufficient clarity in the partnership's internal division of labour on finance have constrained the translation of upstream policy advice into downstream capital mobilisation. Weak hand-offs from PAGE to country financing programmes and other donors limit the sustainability and scaling of ILO-supported results. While ad hoc or champion-driven approaches exist, cross-cutting integration (gender, disability, marginalised groups) remains inconsistent and unevenly embedded.
- **External constraints:** Political volatility, fiscal stress, and macroeconomic headwinds limit uptake and durability of ILO's results under PAGE. Without predictable financing and stronger institutionalisation, achievements remain conceptually strong but financially fragile and risk stalling or reversal.

40) **Integration of just transition into national policy frameworks**. ILO has yielded measurable results under PAGE

[17] This thematic area assesses the extent to which ILO's work under PAGE is delivering the planned activities/outputs, achieving intended outcomes, and building needed national capacities – while also examining enabling and constraining factors, the role of social dialogue/tripartite engagement, and good practices for advancing just transition.

in embedding just transition into national frameworks during the review period (until March 2025), with Argentina providing a particularly strong example. Its *National Green Jobs Programme* (2023) institutionalized just transition in national employment policy, underpinned by ILO-developed labour impact scenarios in priority sectors (biofuels, electromobility, green hydrogen). Its *National Green Jobs Advisory Council* embedded tripartite-plus dialogue, labour negotiators were trained to integrate just transition provisions into collective bargaining, and 700+ SMEs were trained on energy topics and circular economy practices. Importantly, ILO-PAGE proposals were incorporated into Ministry of Labour priorities, reinforcing institutional uptake. ILO inputs also informed Argentina's updated NDC, the National Hydrogen Strategy, and helped establish a *National Observatory on Jobs and Enterprises* and its *Green Jobs Indicators* to monitor green job growth.

41) Comparable progress is evident in other contexts: South Africa's *Just Transition Framework* (endorsed by Cabinet in 2023) and related Code of Good Practice (to be developed) and sectoral accords; Ghana's use of the GJAM in its Energy Transition Framework (where ILO modelling projected ~100,000 additional jobs under green-policy scenarios, with stronger impacts for women, demonstrating the equity potential of climate policy); Brazil's integration of just transition variables into Ministry of Finance planning; and Kyrgyzstan's embedding of IGE goals in its National Development Strategy 2040 and Green Economy Action Plan where ILO's GJAM combined largescale enterprise survey data with environmental accounts and was adopted as an official analytical system, offering a unique methodology transferable to other PAGE countries. In Morocco, the localised JTAM model created a shared analytical tool for several ministries and was used to simulate NDC-aligned energy and emissions scenarios with implications for employment, growth, and equity. These results reflect ILO's normative and technical influence and confirm the consistency of ILO's contributions with PAGE's ToC and their role in shaping national-level planning. Stakeholders specifically mentioned that ILO's just transition framework support in South Africa has elevated labour perspectives within the international JETP, influencing international financing discussions.

42) **Meeting institutional and technical capacity needs.** Under PAGE, ILO is strengthening institutional and technical capacities for green, circular, and inclusive transformation in several ways. In South Africa, ILO has institutionalised social dialogue by embedding just transition deliberations within NEDLAC, with direct reporting to the PCC, providing a structured route for managing the coal transition through a Code of Good Practice and sectoral framework agreements that set the "rules of engagement" for workers, employers, and communities (¶26). In Argentina, institutional capacity has been reinforced through PAGE/Ministry of Labour training courses for 73 provincial officials, an online course for labour negotiators on collective bargaining, and direct SME support on circular economy and energy efficiency; these activities have generated durable mechanisms, like the *National Green Jobs Council* and *Observatory/ green labour-market indicators* to sustain application. In Ghana, IGE has been mainstreamed into sub-national planning with capacities built across ministries and local governments, aligned to national development plans. Regionally, ILO has diffused analytical and peer-learning capacities through GJAM methods, network trainings through the Green Jobs Assessment Institutions Network (GAIN), and the Latin America Training Hub, which have enabled analysts and social partners to integrate green jobs assessments into policy option analysis, with feedback loops that refine design through dialogue. Capacity-building for financing just transition remains nascent: PAGE has initiated awareness-raising and entry points for finance actors through global partnerships; for example: the Coalition of Finance Ministers for Climate Action (CFCMA) and Biodiversity Finance Initiative (BIOFIN), national tools (Cambodia's Sustainable Budgeting Approach briefing; Kyrgyzstan's State Development Bank Green Financing Programme), and South-South workshops. Evidence suggests these efforts are still at the agenda-setting and tool-familiarisation stage rather than full operational deployment, with the missing element being routine uptake by fiscal and investment actors so that capacities systematically shape decisions. Across these contexts, early signs of durability are linked to embedding capabilities within statutory bodies, national training systems, and planning processes – for instance, through institutionalised dialogue platforms (e.g., NEDLAC-PCC in South Africa), observatories and indicators (Argentina), statutory adoption of modelling approaches (Kyrgyzstan), and national data integration into tools (Morocco). Continued impact will depend on domestic financing and mandated follow-through, which lie outside the scope of this evaluation to verify at this stage.

43) **Regional hubs and workshops link analytics to policy adjustments.** Two ILO-supported models show evidence

of policy influence: (i) Latin America Training Hub on Employment Assessment Tools (Bogotá, August 2024) run through ILO's GAIN network with PAGE support, which brought together Ministries of Labour, Environment, Finance, and social partners from nine countries; it featured PAGE country cases (e.g., Guyana's jobs-climate assessment) and was referenced as informing NDC revisions and national planning – evidence of lessons adapted into policy workstreams; (ii) Central Asia-Mongolia South-South workshop on green finance for public and private finance actors (Issyk-Kul, September 2024) with ILO technical inputs moved beyond exchange to action planning: countries identified short- and medium-term priorities (e.g., environment/social/governance safeguards, subsidy alignment, taxonomies) and shared instruments (e.g., concessional loans). Both models involved ILO constituents and show documented follow-ups (UN Climate Change Academy updates in Peru; national action lists in Central Asia) – suggesting effectiveness when peer learning is tied to analytical tools, inter-ministerial teams, and near-term policy calendars.

44) **Cross-regional policy dialogues create coalitions and follow-on structures.** ILO's convening in global fora has enabled peer exchanges with institutional outputs. The ongoing South Africa-Indonesia *Virtual Dialogues* series (¶90) shows promise of follow-on action. At COP29 (Baku, November 2024), PAGE's South-South Policy Dialogues at ILO's Just Transition Pavilion gathered governments, workers' and employers' representatives; outcomes included a tripartite 'Call to Action' to integrate just transition and sustainable enterprise considerations into enhanced NDCs and establishment of a Technical Working Group for Central Asian countries – evidence of structured follow-up. Complementary PAGE-UNDCO dialogues with UNRCO economists addressed public and private finance for just transition, helping to strengthen agenda-setting and coherence across UN country support. Together, these experiences show how cross-regional dialogues foster coalitions, set shared priorities, and create follow-on structures, even when immediate regulatory change is not yet visible.

45) **Unintended effects**. Moroccan stakeholders pointed to unanticipated strengthening of collaboration between the Ministry of Employment and the Ministry of Energy Transition and Sustainable Development on issues related to green jobs. Comparable cross-government spillovers were noted in Indonesia – within its Ministry of National Development Planning (BAPPENAS) Directorates of Manpower and Environment) – and in Argentina, where PAGE workstreams reportedly improved mutual understanding across Ministries of Labour, Environment, and Economy (see **Annex VII**).

46) **Role of social dialogue in shaping just transition pathways.** Social dialogue has been a defining contribution of ILO's work under PAGE, anchoring employment and social justice considerations in just transition policy processes. While social dialogue is not a primary operational objective of PAGE, it is recognized in PAGE strategy as a key enabler of inclusive green economy transitions and has been particularly salient where countries sought to embed labour and social protection dimensions in transition planning. Across Argentina, Brazil, and Morocco, early dialogue with ministries enhanced coherence across environment, labour, and finance portfolios – while employers' and workers' organisations raised priorities like skills, job protection, and vulnerable workers. Social dialogue has been the defining channel: in South Africa, it anchored statutory processes within NEDLAC, feeding directly into the PCC to shape a Code of Good Practice and sectoral agreements for the coal transition (¶26); in Argentina, a tripartite-plus advisory council was institutionalised to steer green employment policies (¶40); and in Indonesia and Rwanda, validation of readiness assessments and modelling outputs strengthened national ownership (¶58). Social partners also contributed to sectoral studies in Latin America, SCORE4Climate training in Kyrgyzstan, and policy dialogues across multiple contexts. Other PAGE agencies consistently recognised social dialogue as ILO's unique comparative advantage, with one Management Board member describing its role in *"bringing trade unions and labour voices into PAGE as unique"*. These practices demonstrate how ILO's normative, tripartite mandate and convening role have embedded social dialogue as a channel for turning technical analysis into politically endorsed outcomes.

47) **Varying depth, purpose, and continuity of engagement[18].** Despite these achievements, the depth and form of

[18] During the feedback cycle, stakeholders emphasized that PAGE's mandate prioritizes upstream policy support and capacity-building; social dialogue is recognized as an enabling principle but not a stand-alone outcome objective. Engagement modalities therefore differ by intervention type and national demand.

social partner engagement varied across countries, reflecting PAGE's upstream orientation and the nature of specific activities. In some settings, like Argentina and South Africa, institutional mechanisms (advisory councils, statutory platforms) have sustained engagement beyond PAGE-funded activities and helped embed tripartite practices. In others, including Indonesia, engagement was primarily linked to research and validation processes, where consultation and evidence review were appropriate modalities and co-decision was not expected, given the scope of the interventions. Nonetheless, in several cases, follow-up mechanisms were limited, and worker representation was sometimes less consistent than employer involvement. Inclusiveness gaps also persist: disability organisations and marginalised groups remain under-represented. At the global level, workers' and employers' participation in PAGE knowledge platforms (e.g., Global Green Economy Academy) has been ad hoc, with limited formal channels for feeding their perspectives into agenda-setting. Stakeholders acknowledged that, across contexts, ILO's integration of employment and social protection measures has increased the political feasibility and national ownership of just transition policies (e.g., Morocco, Ghana, South Africa). Sustaining this contribution would benefit from continued strengthening of institutional capacities for dialogue at country level, while recognizing that PAGE's core mandate remains upstream policy and capacity support rather than direct facilitation of tripartite decision-making.

48) **Internal enablers.** ILO's tripartite legitimacy and convening power have given PAGE-supported just transition activities policy traction and ownership, particularly when anchored in formal institutions or processes (e.g., Argentina's tripartite-plus council; in South Africa, where just transition support is channelled by the PCC through NEDLAC, thereby anchoring outcomes in statutory rules of engagement; Indonesia's tripartite validation conference on just transition readiness, which generated recommendations to institutionalize the process in a permanent committee; and in Rwanda/Ghana where social partners participated in validating modelling and green jobs assessments). ILO's applied analytics (e.g. green-jobs assessments) and capacity building (e.g., country hubs and networks like GAIN/LAC) have translated guidance into practice – from Argentina's labour *Observatory* and provincial training to Morocco's multi-stakeholder sustainable-finance/green-jobs sessions and Kyrgyzstan's enterprise survey model – while global products like the forthcoming (November 2025) *Global Assessment of Jobs in the Circular Economy* promise to strengthen ILO's offer on circularity and jobs and elevate labour perspectives in international finance debates (¶61). The PAGE 2.0 model, with shorter timeframes and more targeted delivery around three strategic pillars (¶38), is seen as improving relevance and national-level uptake as well as being a key enabler of ILO's responsiveness to shifting political windows, although sustainability depends on embedding PAGE-supported outputs and results in permanent institutions before the programme exit.

49) **External enablers.** The establishment of NSCs and technical committees is a major enabler of ILO-PAGE outcomes by routing labour-market evidence into planning, institutionalising cross-ministerial working, and providing continuity for PAGE tools beyond projects. For example, Rwanda's NSC (chaired by Ministry of Finance) created a formal channel to integrate GJAM analyses into national strategies; Argentina's tripartite-plus *Green Employment Advisory Council* anchored dialogue across government, employers, unions, and civil society. Where bodies are ad hoc or purely technical, effects are narrower (endorsement of studies rather than sustained reform). See (¶58) for how these features shape national ownership. Another external enabler for ILO's just transition work is PAGE's role in connecting Ministries of Finance and regulators to coalitions (e.g., CFCMA) and peer-learning platforms (e.g., e.g., PAGE's work in Central Asia with BIOFIN) shaping the fiscal architecture of transition (see Section 3.8). Further external enablers can be found through structured UN-system entry points, especially via UNRCs and economists, as well as international policy windows (JETPs, NDC revisions, COP processes), which have amplified ILO's influence by aligning just transition with global financing agendas and embedding labour-market evidence in cross-ministerial planning (see Section 3.8).

50) **Internal constraints.** While PAGE has advanced in engaging finance actors (e.g., through CMCFA, BIOFIN pilots, Sustainable Budgeting Approach (SBA) and Sustainable Public Procurement (SPP) workshops), linking upstream policy work to downstream capital mobilisation has been uneven. PAGE's finance support model is intentionally demand-driven rather than based on a formal internal division of labour. However, country interviews conveyed uncertainty regarding when and how ILO's just transition expertise interfaces with finance-focused partners, particularly given limited budgets and the need to prioritise. This observation does

not imply that PAGE should undertake downstream capital mobilisation activities, but rather that upstream contributions would benefit from clearer articulation of how they connect to downstream financing entry points and partners as part of country sustainability planning. The absence of a structured, sequenced pathway that links upstream policy advice to downstream financing instruments and actors as, at ties, constrained systematic follow-through (see ¶73) and Section 3.8). ILO and PAGE have taken steps to mainstream cross-cutting priorities through youth entrepreneurship initiatives, gender-disaggregated data, and gender markers in reporting, and PAGE's 2024 Narrative Report highlights distributional impacts by gender, age, and income. However, integration of cross-cutting issues remains ad hoc, event-based, champion-driven, and inconsistent across countries (see Section 3.2).

51) **External constraints.** The sustainability of ILO and PAGE results remains fragile in contexts marked by political turnover (Argentina) and constrained fiscal space (Kyrgyzstan, Ghana). These illustrate the structural risks that shape ILO results under PAGE, even when technical progress is clear. In Argentina, the PAGE exit strategy highlighted the risk of reversals without institutionalisation and financing, noting that continuity hinges on i)°embedding outputs – such as the Green Jobs Programme, sectoral labour adaptation plans, and modelling tools – into permanent institutions (e.g., observatories, advisory councils); and ii) developing domestic financing instruments as PAGE funding phases out. Further examples were found in South Africa and Indonesia, where fiscal pressures and competing priorities have constrained implementation even when frameworks are technically sound. Informants across countries stressed that just transition requires investments far beyond PAGE's scale, with MDBs, DFIs, and national actors playing the central role (see Section 3.8). Without predictable financing and insulation from political cycles, ILO-supported gains under PAGE risk stalling at the level of frameworks and concepts, rather than being sustained and scaled through durable institutions and investments (see Section 3.5).

## 3.4 Efficiency and Resourcing[19]

*Key Findings at a Glance*

- **Timeliness and execution:** Resources are being managed efficiently with strong budget execution, but performance hinges on partner institutions' absorptive capacity.
- **Technical adequacy:** ILO's analytics and training are distinctive and relevant, although sometimes perceived by their intended users to be overly qualitative and constrained by staff and procurement bottlenecks.
- **Strategic synergies:** PAGE has amplified ILO's green jobs portfolio and avoided duplication, but links to financing and implementation remain limited.
- **Decentralisation effects:** ILO's country offices lead delivery, yet heavy reporting and hidden in-kind contributions strain field capacity and sustainability.

52) **Timeliness and efficient use of resources.** ILO's resources under PAGE have been managed efficiently through the Multi-Partner Trust Fund Office (MPTFO) under UNDP's leadership. Disbursements are broadly regarded as timely and predictable, typically processed within days once PAGE Secretariat approvals are cleared, with annual budget execution rates above 70% -- exceeding pooled fund benchmarks, and thus taken as a sign of sound financial management. Transaction processing itself was not seen as a constraint; the main challenges stemmed from donor funding cycles, unpredictable allocations, and political turnover. Country teams noted that while funds generally arrived in line with annual planning cycles, uncertainties around the timing of disbursements within the approved 2-year budget period – and the need to sequence activities to fit within fixed allocations – made it difficult to mobilize technical staff at the right moment, leading to reliance on short-term consultancies. Interviews highlighted that in contexts with strong institutional partners, funds were quickly deployed, and outputs were delivered, whereas in others, resources had to be reprogrammed late in the year to avoid lapses. This shows that efficiency depends less on ILO's financial systems than on the absorptive capacity and continuity of partner institutions — strong in countries like South Africa where ILO's work under PAGE is to be embedded

[19] This thematic area explores how effectively human, technical, and financial resources have been deployed, with attention to value for money, timeliness, partnerships, and strategic resource allocation.

within a statutory process that facilitates smooth expenditure, weaker where electoral cycles and administrative changes disrupted continuity, delayed activities, and created underspends (Argentina, Indonesia).

53) **Adequacy and adaptability of technical resources and partnerships.** ILO's technical expertise under PAGE has been broadly adequate and well-adapted, leveraging the agency's comparative strengths in labour-market analytics, social dialogue, and green jobs. Headquarters' economists supported modelling, while field staff contextualized design and PAGE partners provided complementary inputs. Country teams in Brazil and Indonesia highlighted ILO's unique contribution in linking macroeconomic modelling to employment and distributional effects, complementing UNEP's fiscal/environmental modelling, while seeing that UNIDO's SME upgrading was paired with ILO's skills diagnostics and UNITAR mainstreamed ILO content in training, while regional hubs and the Global Green Economy Academy extended peer learning. Informants acknowledged ILO's comparative advantage in modelling and training, but noted efficiency was reduced by stretched staff time, reliance on project-based contracts, and procurement delays that burdened even small activities. Some governments also reported that outputs were overly qualitative, limiting their use for setting reskilling targets, and called for stronger grounding in vocational training and operational modules (¶39). Effectiveness was strongest where resources were contextualized and institutionalized in planning cycles, weaker where outputs resembled standalone studies.

54) **Strategic synergies and institutional learning.** ILO has systematically used PAGE as a carrier and amplifier for its broader Green Jobs/Just Transition portfolio, embedding established assets in PAGE country packages and global platforms. Its 2023-24 narrative reports show how ILO's *Guidelines for a Just Transition* (¶7), labour-market modelling via GAIN/E3ME, and green-jobs diagnostics were paired with PAGE delivery, while ITC-ILO's Global Green Economy Academy diffused methods to national counterparts. Other products include a mapping piece codifying ILO-PAGE practice for reuse and mobilisation of economists/trainers to adapt GJAM to national data. PAGE has also extended ILO's reach by co-developing outputs with ministries/statistical offices (¶56) and cross-referencing its products in external arenas (¶62), creating a feedback loop where country experience informed global guidance (e.g., just transition policy briefs/tools) that returned via PAGE peer learning platforms. These synergies show institutional learning rather than one-off delivery. Remaining gaps are pragmatic: constrained resources, short-term consultancies, and slower procurement that limited benefits, while in a few cases, analytics remained broad and not closely tied to financing or implementation instruments. Nonetheless, PAGE has strategically leveraged ILO's assets, avoided duplication, and incrementally strengthened its country portfolio, with PAGE 2.0's tighter focus and lighthouse logic expected to reinforce this integrative role (¶63).

55) **Decentralisation and hidden costs.** PAGE governance is structured to ensure decentralisation, with country offices fully leading and owning activity funding and workplan development, supported by National Coordinators and/or senior ILO staff. Representation in PAGE's Management Board (MB), Steering Committee (SC), and Technical Team (TT) is headquarters-based for all five agencies, consistent with PAGE's governance ToR. Coordination and reporting requirements – monthly, mid-term, and annually – are standard across agencies to ensure transparency and accountability, although most such requirements originate from the PAGE Secretariat and are therefore beyond ILO's direct control. Interviews across contexts (87% of ILO stakeholders (13 of 15) interviewed for this evaluation) revealed a sense of "coordination fatigue" reflecting the cumulative weight of meetings, Secretariat requests, and overlapping reporting to PAGE and agency-specific systems. Field staff described these demands as administratively heavy relative to available capacity, occasionally slowing responsiveness when multi-layer validation or synchronisation across agencies was required. While these mechanisms are not ILO-specific, they add transaction costs that can reduce responsiveness. A selection of these informants also stressed that PAGE activities place heavy demands on ILO field offices for staff time, technical expertise, and administrative support not covered by PAGE allocations. These in-kind contributions often exceeded disbursed funds, with some estimating that for every PAGE dollar received, twice that amount was absorbed in unrecorded staff time. This creates the appearance of efficiency but masks real resource burdens – challenging resilience in already stretched offices. Experience varies across contexts: in South Africa, coordination improved through statutory anchoring and a clearer division of labour; in others, uneven empowerment of local staff undermined contributions.

## 3.5 Impact Orientation and Sustainability[20]

*Key Findings at a Glance*

- **Policy integration:** ILO's analytical tools, policy advice, and facilitation of tripartite dialogue have evolved from one-off interventions into mechanisms embedded in governance routines, statutory institutions, and national data systems – shaping planning cycles, improving coherence, strengthening statistical capacity, and contributing to the institutional scaffolding for long-term sustainability.
- **Country ownership:** Early engagement and co-design with ministries and social partners – supported by active coordination and adequately resourced structures – have strengthened national leadership and alignment with policy priorities.
- **Capacity embedded but fragile:** Training, institutionalisation, and data integration have built systemic capabilities, although their sustainability depends on routine application and continued financing.
- **Sustainability gaps:** Institutionalisation remains uneven; progress will erode without embedding outputs in permanent institutions and securing predictable domestic resources, as temporary bodies may dissolve post-PAGE, weakening continuity.
- **Coordination and financing constraints:** Weak linkages to UNSDCFs, EU delegations, MDBs, and bilateral programmes limit absorption of ILO and PAGE results into financed, system-wide reforms; political turnover and fiscal stress further threaten continuity.

56) **Institutional anchoring and governance reform.** Evidence shows that ILO's just transition work under PAGE has contributed to tangible institutional and systemic change in partner countries, consistent with PAGE's overarching Theory of Change. Through its technical methods and data-driven tools, ILO has enabled evidence-based policymaking and feedback loops that are helping governments integrate just transition into regular policy and planning cycles. For example:

- **Argentina**: ILO supported labour adaptation plans in priority sectors and established indicators as well as the *National Observatory on Jobs and Enterprises* – mechanisms that institutionalized regular monitoring of labour-market transition and enabled iterative policy adjustment.
- **Ghana**: ILO's GJAM linked climate policy scenarios to employment outcomes, including gender-differentiated effects – providing evidence that informed the country's NDC and Energy Transition Framework, while the mainstreaming of IGE principles into subnational planning has tied ILO-PAGE results to annual reporting cycles.
- **Indonesia**: ILO-supported metrics have been mainstreamed into the Green Economy Index, adopted by BAPPENAS as an official metric to measure national progress and included in the Medium-Term National Development Plan (RPJMN) – demonstrating institutional integration of just-transition concepts in national monitoring frameworks. although stakeholders did caution that while the Green Economy Index provides an institutional tool, implementation and follow-through remain uneven, with gaps in translating analytical results into financing and actionable policy measures.
- **Kyrgyzstan**: The GJAM was co-developed with and validated by the National Statistics Committee through a largescale enterprise survey and integrated into official processes – embedding a repeatable, government-owned method to quantify job impacts of green policies and signalling institutional adoption of a national analytical system.
- **South Africa**: ILO-supported social dialogue has been anchored within NEDLAC, reporting to the PCC, which requested ILO's assistance in developing a Code of Good Practice and sectoral accords reflecting formal 'rules of engagement' that constitute systemic change in how the inclusive green economy transition is governed.

[20] This thematic area examines the extent to which ILO's just transition work under PAGE contributes to enduring institutional and systemic change, fosters national ownership, and establishes the conditions for sustaining inclusive green economy pathways.

These cases show how ILO's analytical tools have evolved from one-off technical inputs into instruments embedded in governance routines, planning instruments, statistical systems, and monitoring mechanisms that support feedback loops, guide ongoing decision-making, and enable iterative policy improvement.

57) **Durable mechanisms and systemic capabilities.** Across contexts, ILO-supported interventions under PAGE show early signs of systemic capacity development and institutional permanence, with sustainability being built through permanent bodies and repeatable methods. In Argentina, the tripartite-plus *Green Employment Advisory Council* and trained negotiators have embedded just transition considerations into routine social dialogue and bargaining processes, while the labour *Observatory* and its green indicators have created a standing evidence base to track progress. In Ghana, national modelling was coupled with training-of-trainers for regional planners and statisticians, thereby diffusing technical competence beyond a single project team into government routines. In Kyrgyzstan, the institutionalisation of ILO's GJAM (through the enterprise survey infrastructure and National Statistics Committee's ownership) has hard-wired labour-market analytics into policy preparation and review – creating replicable methods that can endure beyond PAGE funding. South Africa offers another example of formalization, with the NEDLAC-PCC linkage and Code of Good Practice serving as enduring institutional mechanisms for managing sectoral transitions. These developments show how ILO's PAGE contributions are consolidating just transition principles in state structures and administrative processes – reinforcing PAGE's system-change objectives and laying the foundation for sustained national ownership.

58) **National ownership and coordination mechanisms.** National ownership of ILO's work under PAGE has been strongest where ministries and social partners have been engaged in co-development from the outset and remained actively involved throughout implementation – supported by NSCs that convene cross-ministerial collaboration, have secretariat capacity, and meet regularly in line with policy and budget cycles. In Argentina and South Africa, early co-design with ministries of labour, production, and environment improved coherence and created enduring dialogue mechanisms (*Green Employment Advisory Council*; NEDLAC-PCC linkage). Ghana's Ministry of Finance-chaired NSC and Rwanda's Finance-led coordination structures ensured that ILO-PAGE outputs fed into national development strategies, while Kyrgyzstan's National Statistics Committee validation process institutionalized technical ownership of GJAM modelling. Interviews indicated that such mechanisms strengthen coherence, accountability, and alignment across portfolios, reduce duplication, and provide a stable governance home for ILO-PAGE outputs – although their durability depends on formal mandates and reliable resourcing.

59) **Capacity transfer and sustainability planning.** National ownership has also been advanced through capacity-building and transition strategies aimed at reducing reliance on external support. In Argentina, PAGE facilitated training for provincial officials, SMEs, and union negotiators – embedding just transition skills into everyday practice and creating an *Observatory* with indicators to monitor progress. Ghana combined national modelling with training-of-trainers for planners and statisticians, while also mainstreaming IGE into local planning and reporting cycles — ensuring diffusion of capacity beyond central government. These initiatives demonstrate that when technical and institutional capacities are embedded within existing systems, ILO-PAGE results can persist and evolve within domestic governance frameworks; however, ensuring continuity will require sustained national financing and integration into long-term development budgets.

60) **Limits and variation in institutionalisation.** Despite clear progress, the depth and durability of institutionalisation remain uneven and vulnerable to contextual risks:

- **Institutional architecture**: Statutory dialogue platforms exist (e.g., South Africa's NEDLAC, Argentina's *Green Employment Advisory Council*), have anchored PAGE processes more effectively than ad hoc workshops, which tended to generate weaker follow-through. Argentina's exit strategy flagged risks that progress would erode without embedding outputs in permanent institutions and securing domestic financing to maintain engagement beyond PAGE's funding window – underscoring that sustainability planning remains underspecified.
- **Political will and turnover**: Interviewees stressed that in Argentina and Indonesia, changes in government disrupted PAGE engagement – deprioritising reforms and reducing continuity.

- **Capacity and resources**: In some countries, like Kyrgyzstan, limited technical and financial capacity meant participation often depended on PAGE-funded events rather than embedded processes. Although the country's graduation from PAGE was accompanied by strong institutionalisation, benefits may erode if the macroeconomic modelling tools and skills developed under PAGE are not regularly updated.
- **Macro-finance headwinds**: Fiscal stress, tight budget ceilings, and the scale of investment required for just transition have constrained implementation and scaling, even when technically robust tools were in place. Stakeholders noted PAGE's weak linkages to MDBs, EU delegations, and UN Sustainable Development Cooperation Frameworks (UNSDCFs) limited opportunities to embed results into financed reform programmes (see Section 3.8).

Evidence shows that where ILO and PAGE outputs have been embedded in statutory bodies or national strategies (e.g., Argentina, South Africa, Ghana), institutional and systemic change is visible and likely to persist. However, sustainability remains constrained by underdeveloped financing pathways (¶33) and coordination gaps (¶67). PAGE 2.0's more focused, demand-driven approach is expected to improve timeliness and policy relevance by embedding just transition within core economic reforms (¶48). But without earlier institutionalisation, predictable domestic financing, and stronger alignment with donor and UNRC-led mechanisms (see Section 3.8), these advances risk stalling before achieving durable implementation.

## 3.6 Policy Prominence of Just Transition[21]

*Key Findings at a Glance*

- **Global policy influence:** ILO's work under PAGE has embedded just transition and green jobs in major global frameworks, including UNFCCC's Just Transition Work Programme, G7 and G20 communiqués, and sustainable-finance platforms – demonstrating strong agenda-setting impact.
- **Enhanced visibility through partnerships:** Through PAGE's joint platforms and high-level fora, ILO has amplified the visibility and legitimacy of just transition, leveraging coalition-based advocacy to shape UN and intergovernmental narratives and sustain influence.
- **Regional diffusion via lighthouse countries:** PAGE 2.0 positions influential partner countries (i.e., Indonesia, South Africa, Brazil,) as hubs to diffuse just transition practices regionally and feed their experiences into global processes, such as the G20, where South Africa's G20 presidency in 2025 has provided a direct entry point.

61) **Agenda-setting and shaping discourse.** In addition to diffusing just transition tools and methods through ILO-led masterclasses in the Global Green Economy Academy, which gathered ~90 delegates from 22 PAGE countries in 2023, ILO's work under PAGE has influenced the uptake of just transition/green jobs concepts in global declarations and frameworks by embedding just transition and green jobs in high-level negotiations and policy tracks. Under the UNFCCC, the JTWP's launch (see **Table 3**) was shaped by ILO submissions and co-leadership of the Just Transition Pavilion at COP28 (2023, Dubai) which raised the salience of decent work in climate negotiations. In the finance sphere, the G20 Sustainable Finance Working Group's 2024 deliverables drew explicitly on ILO-UNEP Finance Initiative (UNEP-FI) guidance for integrating social dimensions into transition planning, while G7 ministerial communiqués repeatedly referenced a "just and inclusive transition" in intergovernmental texts, confirming that PAGE-supported language has become a recognised part of global policy discourse. The forthcoming release of the first *Global Assessment of Jobs in the Circular Economy* planned at COP30 (Brazil, November 2025), which will be the world's first global assessment of decent work in the circular economy, is expected to strengthen ILO's just transition offer and elevate labour perspectives in international finance debates. These agenda-setting contributions demonstrate ILO's ability to influence not only sectoral debates but also cross-cutting frameworks that can be used to guide member states, MDBs, and financial actors.

[21] This strategic question explored how ILO's work under PAGE has contributed to enhancing the visibility and policy prominence of just transition and green jobs in global and regional fora, including policy dialogues.

62) **Visibility and influence through high-level platforms.** Under PAGE, Morocco has acted as a regional convener, hosting South-South exchanges at COP28 and the first PAGE Regional Academy for Africa on financing a just transition to green and circular economies[22] (Rabat, 2025). Morocco's peer-learning contributions through the PAGE Regional Academy 2025 and Green Crossroads Forums (2023–2025) are also emerging examples of South-South and Triangular Cooperation, linking North Africa and Sub-Saharan Africa on just-transition governance. PAGE has amplified ILO's visibility and legitimacy by positioning just transition in flagship fora and joint advocacy platforms. At the 2024 World Circular Economy Forum (WCEF), ILO co-hosted a panel on 'people driving change', while PAGE launched its 2030 strategy, situating just transition within circular economy debates. In parallel, PAGE supported dialogues with the UN Development Coordination Office (UNDCO) mainstreamed just transition into UN Resident Coordinator (UNRC) guidance – ensuring uptake within UN Country Team (UNCT) advisory channels. Informants consistently recognised ILO's role in shaping global climate and development narratives through contributions to the UN High-Level Political Forum on Sustainable Development, PAGE Ministerials, CFMCA, UNFCCC's Just Transition Work Programme, COPs, UNEP's Environment Management Group (EMG) Nexus Dialogues Nexus Series on Sustainable Consumption and Production (on green jobs for youth), and G7/G20 – where influence was often expressed through joint PAGE products rather than direct ILO branding. This reflects ILO's comparative advantage as a standard-setter and narrative broker, with visibility magnified when working in coalition with PAGE partners.

63) **PAGE 2.0 and lighthouse countries as policy diffusion hubs.** The PAGE 2.0 strategy deliberately narrows support to countries with regional influence –Indonesia, South Africa, Brazil, Morocco – positioning them as 'lighthouses' (i.e., regional reference points) for the spread and adaptation of PAGE-supported models, including ILO's just transition frameworks/green jobs analytics, to other countries within and across regions. As noted in Section 3.3 (¶44), regional hubs and policy dialogues have translated analytical tools into concrete policy workstreams, reinforcing PAGE 2.0's lighthouse approach. In 2024-25, this translated into renewed engagement with Brazil on ecological transformation financing, Indonesia on circular economy implementation, and South Africa on statutory just transition dialogue through NEDLAC and the PCC (planned in 2026, upon approval of the Just Coal Transition Forum). The policy Virtual Dialogue series, launched in July 2025 under South Africa's G20 presidency as a side event to the Energy Transition Working Group (ETWG), links South African and Indonesian experiences in coal-dependent regions, explicitly positioning PAGE partner countries to shape G20 deliberations. This 'lighthouse approach' illustrates how PAGE and ILO connect country-level capacity building with regional and global fora to magnify visibility and policy prominence. Evidence confirms that ILO's work under PAGE has elevated the profile of just transition and green jobs within the UNFCCC, G7/G20, and finance platforms – reinforced by its convening role and joint advocacy with partners. The 'lighthouse model' thus provides a deliberate mechanism for sustained policy transfer and regional influence.

64) **Sustaining visibility and deepening integration**. Looking ahead, informants stressed that PAGE's value could be enhanced by sustaining its role in global policy fora, deepening its engagement on circularity, and forging stronger synergies with EU, UN agency, and bilateral programmes. They pointed to missed opportunities to systematize hand-offs and align PAGE networks with country-level financing and policy instruments. Better timing of transitions and earlier coordination with ministries of finance and line ministries would ensure that ILO and PAGE knowledge are embedded in domestic systems. Stakeholders emphasized that ILO's distinctive value lies in reinforcing the labour, equity, and social justice dimensions of global transition agendas.

65) **Positioning ILO within the evolving global finance and policy landscape**. Evaluation evidence shows that PAGE's integrated model has reduced fragmentation and opened policy space for ILO at country level (¶29), but sustaining influence depends on how effectively ILO positions its tools within major financing and policy frameworks. With initiatives such as the EU Just Transition Mechanism, the UNFCCC's Just Transition Work Programme, JETPs, and CIF-ACT (see **Table 3**) setting the finance and energy agenda, ILO faces both an opportunity and a risk: unless its tools, evidence, and tripartite methods are systematically advanced as the "social counterpart" to these initiatives, its influence could be diluted. More proactive brokering of hand-offs to

[22] https://www.un-page.org/event/page-regional-academy-for-africa/

donor portfolios and UN country teams (see Section 3.8) would help ensure that ILO analytics and social dialogue processes are embedded in ministries of finance and planning, sustaining its comparative advantage in jobs, equity, and social dialogue within the evolving global landscape for just transitions.

## 3.7 UN Reform[23]

*Key Findings at a Glance*

- **Forerunner of UN reform:** PAGE pioneered integrated programming and inter-agency delivery, aligning five UN agencies around shared mandates on green economy and just transition.
- **Mixed country-level integration:** PAGE supports joint planning under UNSDCFs, but alignment with UNRCs remains uneven and depends on agency priorities and local capacity.
- **Model for SDG acceleration:** PAGE offers a tested blueprint for multi-agency cooperation and pooled financing to advance SDGs 8, 13, and 17.

66) **Forerunner of UN Reform and integrated programming**. PAGE is widely recognised as a pioneer of inter-agency collaboration and an early forerunner of the UN development system reform. Emerging before the 2018 repositioning, PAGE invited and brought five UN agencies with distinct mandates that had not previously collaborated to pool resources, design and negotiate joint workplans, and align methods – described by one informant as "a mess at first" that gradually evolved into a new culture of interagency cooperation. In doing so, PAGE anticipated the UN reform's call for integrated programming, offering concrete evidence of how normative and technical mandates can be combined around shared themes, such as green economy and just transition. Interviewees highlighted that PAGE "hit the sweet spot" by aligning with UNRC-led coordination mechanisms even before these were formally institutionalised, providing a practical model of coherence that the reforms later sought to systematise. Its architecture – "unique in bringing together five UN agencies with different mandates and angles" – is experienced as "**One UN**" rather than a collection of discrete activities. Informants observed that PAGE agencies "genuinely plan a programme together," co-delivering knowledge products such as the Global Green Economy Academy (convened by ITC-ILO), G20 and COP side events, and the World Circular Economy Forum. Independent reviews, including the 2023 Evaluation of PAGE's 2016–2020 Operating Strategy and the 2021 MOPAN assessment of ILO, confirm that this inter-agency coherence, combined with ILO's distinct mandate, underpins PAGE's credibility and durability as a UN platform for integrated support on just transition.

67) **Country-level coordination and UNSDCFs**. PAGE's contribution to UN reform is evident in the interaction with UNRCs/UNCTs, although the depth of integration varies considerably in practice. Interviewees described PAGE as "a ready-made example of UN reform in action", with examples of strong alignment and missed opportunities. In South Africa, PAGE partners worked through the UNCT, with ILO leading on just transition within a statutory platform (NEDLAC→PCC), while in Mongolia, PAGE was fully integrated into the UNSDCF, ensuring that outputs were aligned with broader UN development priorities. In Indonesia, PAGE is one of ~20 joint programmes, with thematic synergies with the UNRC-led *Global Accelerator on Jobs and Social Protection*, which is ILO-implementing. Argentina illustrates another trajectory: a heavy governance structure that initially created strain but ultimately institutionalised joint workstreams under the UNSDCF. These cases show PAGE functioning as a vehicle for joint planning and division of labour, with agencies prioritise engagement with UNRC structures (¶29). While consultation with UNRC offices is mandatory for PAGE and many PAGE agency representatives participate in UNCT pillar groups, interviewees noted that, in practice, the strength and continuity of engagement depend partly on agency-level prioritisation and available capacity. This discretion exists across all five partners. In ILO's case, country offices exercise discretion over the degree of operational alignment with UNRC processes. Although the Green Team is no longer active, its tools for UNRCs persist, and PAGE 2.0 seeks stronger alignment with UNSDCFs. Limited UNRC bandwidth and turnover, combined with uneven agency practice, means that integration remains variable – indicating potential for more systematic

[23] This strategic question explores PAGE's influence on the UN reform process, and its potential future role.

engagement over time.

68) **Prototype for SDG acceleration platforms**. Looking forward, PAGE is a platform with potential to serve as a template for how thematic, multi-agency initiatives could operate under the reformed UN system. A key recommendation of consulted stakeholders is that PAGE should evolve into a 'window' for SDG joint funding, demonstrating how pooled resources can accelerate delivery across interconnected goals – particularly SDG 8 (decent work), SDG 13 (climate action), and SDG 17 (partnerships). PAGE's value lies in showing how global normative frameworks, such as ILO's *Just Transition Guidelines*, can be operationalised through joint, country-level delivery – thus offering both proof of concept for UN reform and a mechanism to drive systemic coherence across fragmented SDG programming.

## 3.8 Financing Just Transition[24]

*Key Findings at a Glance*

- **Integrating social safeguards into finance systems:** ILO has leveraged PAGE partnerships (e.g., UNEP-FI, LSE Grantham Institute) to embed labour and social dialogue standards into sustainable finance tools – positioning itself as a bridge between financial risk frameworks and social inclusion.
- **Limited strategic finance engagement**: ILO's work under PAGE has convened ministries, regulators, and DFIs around just transition finance, but collaboration with private investors remains normative; moving from dialogue to capital mobilization will require clearer pathways and agency roles.
- **Need to codify PAGE roles vis-à-vis finance and scale influence:** Informants recommend that ILO focus on norm-setting and safeguards, formalize hand-offs to NDBs/MDBs/DFIs, and amplify its guidance through UNEP-FI and PRI to embed just transition criteria in investor pipelines and finance frameworks.

69) **Synergies with financial service providers.** ILO has leveraged PAGE to engage with financial service providers primarily by co-developing standards and tools that embed social dialogue and labour considerations into finance. Interviews confirm ILO's collaboration with UNEP-FI on *Just Transition Finance: Pathways for Banking and Insurance* and with the London School of Economics (LSE) Grantham Research Institute on a just transition finance tool – both explicitly targeting banks, investors, and insurers. Informants noted that ILO's comparative advantage in this domain lies in bringing employment and social protection data to complement fiscal and environmental models, ensuring that transition-finance products are not designed on environmental grounds alone. This positions ILO's work under PAGE as a bridge between financial sector risk frameworks and social imperatives – extending impact beyond ministries of labour into the investment community.

70) **Partnerships with public and development finance actors.** Beyond technical guidance, PAGE has provided ILO with an entry point to engage with public finance actors (ministries of finance, regulators) and development finance actors – positioning labour and social dimensions within broader sustainable finance debates. Following PAGE's strengthened collaboration with CFMCA, ILO inputs have fed into regional meetings on sustainable budgeting and green bonds. In Central Asia, a PAGE-BIOFIN dialogue brought finance ministries and financial institutions together to link labour-market evidence with green finance instruments. These initiatives suggest that PAGE is convening finance actors around just transition. However, uptake remains largely at the level of dialogue and agenda-setting, without yet translating into systematic pathways from policy advice to capital mobilisation (¶33).

71) **Financing just transition**. Stakeholders widely agree financing is a key enabler for just transition but stressed that ILO's comparative advantage under PAGE lies in shaping enabling frameworks, standards, and dialogue. PAGE's architecture is seen to fill a gap by "bringing in the socio-economic focus", with capital mobilisation led by public finance platforms, like NDBs, MDBs, DFIs. In Morocco, PAGE convened financial institutions and

[24] This section examines how effectively ILO has leveraged partnerships and synergies with financial service providers, development finance institutions, and impact investors[24], under PAGE to enhance programmatic impact, and communicates lessons and recommendations gathered through stakeholder consultation to strengthen the sustainability and financing dimensions of ILO's just transition work.

regulators for sustainable finance training –viewed as valuable, but "still at an early stage". ILO's contribution was described as ensuring that banks and investors consider "more and better jobs" when designing green finance frameworks and fiscal planning instruments, including ALMPs, distributional safeguards, and labour clauses.

72) **Limited engagement with private investors and impact finance.** Evidence from interviews and country cases indicates that ILO has not yet established structured partnerships with private financial service providers or impact investors. Its engagement remains largely normative, while the scale required for a just transition – described by informants as "millions, far beyond the reach of social finance tools" – hinges on concessional and blended finance mobilized by NDBs, MDBs, and DFIs. Informants emphasized that ILO's role should remain within its comparative advantage – norm-setting, safeguards, and convening – while ensuring codified hand-offs to finance-facing platforms and alignment with UNEP-FI and PRI[25] frameworks for investor stewardship and learning, with the focus on integration of just transition criteria as eligibility conditions in pipelines – so that normative influence translates into material capital deployment without mission creep.

73) **Define agency lanes for investor engagement.** Informants expressed uncertainty about ILO's role vis-à-vis financing and highlighted the need to codify agency roles in investor engagement to reduce fragmentation and duplication. The feedback is that ILO should lead on norms, social safeguards, and tripartism – embedding decent work and just transition standards in finance guidance, as demonstrated by the ILO-UNEP-FI *Just Transition Finance: Pathways for Banking and Insurance* and contributions to the G20 Sustainable Finance Working Group. Consulted stakeholders further communicated that UNEP/UNEP-FI should lead on the CFCMA, investor mobilization and Sustainable Budgeting Approaches; UNDP (via BIOFIN) on public finance instruments and taxonomies; and UNIDO on sector policy frameworks. Clarity on these roles would strengthen coordination and accountability across PAGE's five agencies. While stakeholders expressed interest in clearer agency signaling, it is important to note that PAGE's support to sustainable finance is intentionally demand-driven rather than based on rigid agency allocations. This flexible design allows PAGE to respond to country-specific priorities and budgets; however, in practice it can make it more difficult to consistently connect ILO's upstream just transition and labour-market analytics to downstream financing pathways. Clarifying how ILO interfaces with finance-focused partners when country demand arises would strengthen coherence and help ensure that upstream policy contributions translate into funded implementation channels, without expanding PAGE's mandate beyond its upstream focus.

74) **Build pipelines and resource hand-offs.** Informants suggested that ILO, under PAGE, should work with Ministries of Finance and NDBs to develop country just transition finance roadmaps that link PAGE policy outputs to transaction-ready pipelines. This includes embedding eligibility criteria (e.g., ALMPs, distributional safeguards, labour clauses) in NDB/MDB/DFI facilities and formalizing hand-offs through standardized memoranda of understanding, term-sheet clauses, and documented protocols. It was suggested that dedicated capacity (e.g., ILO Social Finance expertise, central coordination node) should be budgeted to manage these processes, with a 'go/no-go' screen for direct investor engagement to ensure that partnerships are pursued only when ILO safeguards can be absorbed, commitments formalized, and the expected scale justifies the effort; otherwise, engagement should be routed through finance-facing UNEP-FI/UNDP channels while ILO supplies standards, checklists, and convening.

75) **Amplify ILO guidance via Principles for Responsible Investment (PRI)**. Stakeholders proposed treating PRI as an amplification channel rather than a parallel platform. Collaboration could involve: (i) translating and embedding elements of the ILO-UNEP-FI *Pathways* guidance – governance/commitment criteria, social risk/impact methods aligned to national plans, stewardship asks (ALMPs, safeguards, labour clauses), product/underwriting approaches for affected workers/SMEs/regions, and financial-inclusion/protection-gap tools – into PRI investor guidance and Inevitable Policy Response (IPR)[26] use-cases/KPIs; (ii) piloting just transition stewardship asks with

[25] Since COP24 (Poland; 2018), PRI convened the *Statement of Investor Commitment to Support a Just Transition* (160+ investors) to embed just transition expectations in investor practice. PRI curates a dedicated 'Just Transition' hub that frames investor action across strategy, capital allocation, stewardship and disclosure. Flagship outputs include investor guidance: *Climate Change and the Just Transition: A Guide for Investor Action* (2018). See https://www.unpri.org/

[26] IPR forecasts cover carbon pricing, energy, mobility, agriculture and land use; they help investors price social impacts and policy pathways alongside climate scenarios. See https://www.unpri.org/sustainability-issues/climate-change/inevitable-policy-response

a small cohort of PRI signatories and one MDB/DFI in a PAGE country; and (iii) developing an ITC-ILO/PRI learning module for investment teams. This approach would leverage PRI's global investor reach while keeping ILO in its normative and convening role, ensuring measurable results, such as co-branded outputs and pilot-based evidence of integration.

# 4 Conclusions

76) **ILO's mandate and normative authority provide a unique and essential contribution within PAGE[27].** ILO's engagement in PAGE demonstrates *high relevance and strong strategic fit*: it is demand-driven (¶26), complementary to other agencies(¶30) and brings a combination of normative authority, labour-market expertise, and tripartite legitimacy that enables credible integration of social justice and employment dimensions into green economy transitions (¶24). This comparative advantage, consistently recognised by PAGE partners and national stakeholders (¶25) has strengthened PAGE's credibility with governments and social partners. ILO's responsiveness to national agendas [¶27), ¶28)] and its role in embedding labour and equity considerations within inter-agency processes (¶29) and global policy fora ensure enduring relevance. Experience under PAGE underscores that environmental and finance-led transition programmes may lack structured mechanisms for addressing employment, equity, and worker protection; ILO's participation helps ensure that "just transition" remains inclusive and politically viable. To sustain this contribution, future development and climate-finance initiatives would therefore benefit from integrating labour and social dialogue dimensions from the outset, with ILO and similar institutions shaping standards and capacities at the intersection of labour, environment, and finance. The key challenge ahead is not relevance but enabling this comparative advantage to translate into stronger integration with financing and implementation pathways.

77) **Tripartite dialogue is both the anchor and the Achilles' heel of ILO's just transition approach under PAGE**. ILO's just transition component under PAGE demonstrates a coherent and complementary design that effectively integrates social, labour, and tripartite dimensions within PAGE's broader macroeconomic and financial frameworks (¶31). Its normative and technical contributions ensure that transitions are both inclusive and politically credible. Yet the very reliance on tripartite mechanisms exposes the design to fragility: it assumes institutional stability, dialogue effectiveness, and fiscal space that cannot be guaranteed. The absence of structured political-economy and risk analyses specific to ILO's just transition component under PAGE to anticipate such volatility (see Section 3.2) leaves the tripartite approach vulnerable to political turnover, fiscal contraction, and shifting stakeholder incentives. Sustaining dialogue and institutional continuity therefore requires deliberate assessment and adaptation across economic and electoral cycles, rather than reliance on the ILO's normative mandate alone.

78) **Equity without evidence risks becoming rhetoric.** While gender considerations have moved beyond markers into practice (¶35), coverage of youth, disability, and other cross-cutting groups remains fragmented, and reliant on individual initiative (¶36). Progress on gender inclusion demonstrates what structured attention can achieve; yet, comparable focus on youth, disability, and other cross-cutting dimensions remains uneven and largely discretionary. This limits both comparability across countries and coherence with UN-wide indicators, weakening PAGE's contribution to the SDGs' commitment to "leave no one behind". Attention is still concentrated mainly on tripartite constituents (governments, employers, workers (¶36).

79) **Strong upstream coherence, with scope to strengthen pathways to implementation**. PAGE's and ILO's upstream focus is strategically deliberate, reflecting a clear niche in a crowded ecosystem and an explicit move away from downstream delivery (e.g., TVET and firm-level support). Within this model, coherence across upstream policy advice, analytics, and institutional capacity-building is strong. However, pathways to connect these upstream contributions to downstream implementation and financing partners remain inconsistently articulated across countries, which can constrain the translation of normative frameworks into funded and scalable action. While gender responsiveness has progressed (¶35), broader inclusion (¶36) and environmental linkages (¶37) are inconsistently embedded and reliant on individual champions. Finally, although ILO and

[27] Stakeholder feedback noted that while ILO plays a distinct role in anchoring labour and equity dimensions in PAGE, the programme is designed as a multi-agency partnership and not solely dependent on one institution; wording was adjusted accordingly.

PAGE have demonstrated agility and adaptability (¶38), the absence of strong mechanisms to connect upstream policy guidance with downstream implementation (¶39) – for example, through skills development, TVET systems, and subnational engagement – limits the overall operational depth and sustainability of results.

80) **Strategic influence secured; systemic embedding still incomplete**. ILO's just transition activities under PAGE have been *effective in achieving upstream policy and institutional results*, embedding just transition principles into national frameworks [¶40), ¶41)] and strengthening analytical and coordination capacities across partner countries (¶42). PAGE's agile, multi-agency model (¶29) has expanded the reach of labour perspectives in global and national transition agendas (¶62). ILO's normative legitimacy (¶76), tripartite approach (¶46), and support of peer exchange [¶89), ¶90)] have enabled politically credible outcomes, but the evidence also shows that structured South-South and regional dialogues (e.g. South Africa-Indonesia Virtual Dialogue Series) prove most effective when outputs are formally routed through national coordination bodies and followed up through institutional mandates. Similarly, when ILO's tools and dialogue platforms are embedded in statutory or mandated national bodies (e.g., NEDLAC-PCC in South Africa, Advisory Council in Argentina), they can endure political and funding cycles. Conversely, ad hoc structures dissolve once external funding ends (¶60). Upstream policy frameworks and analytical tools (e.g. GJAM, readiness assessments) are succeeding in generating strong conceptual influence, but without mechanisms to link them to financing and implementation, results risk remaining theoretical. Thus, the effectiveness of ILO's just transition work under PAGE is tempered by structural constraints: limited financing pathways (¶33), uneven inclusion (¶36), and dependence on political and fiscal stability (¶51). Sustaining and scaling gains will require formalising hand-offs to finance mechanisms, institutionalising social dialogue within and beyond PAGE project cycles, and embedding inclusive design standards across all interventions. In short, ILO's PAGE contribution demonstrates conceptual effectiveness and catalytic influence, but lasting impact depends on deeper operationalisation and integration with the financial and institutional machinery of transition.

81) **Moving from peer exchange to institutionalisation.** ILO's peer learning architecture under PAGE is effectively diffusing tools, shaping agendas, and building communities of practice that connect national, regional, and global actors around just transition (¶43). Global Academies and regional hubs have proven catalytic, while cross-regional dialogues have deepened coalition-building and inter-ministerial collaboration [¶89), ¶90)]. However, learning outcomes remain most durable when tied to policy instruments, national institutions, and financing processes. Consolidating PAGE's peer learning legacy will require structured alumni systems, dedicated funding for regional hubs, and formal integration of learning outputs into national coordination frameworks and UN programming cycles to transform episodic exchanges into enduring institutional capacity.

82) **Efficiency built on commitment rather than capacity**. Overall, ILO's PAGE implementation demonstrates financial discipline (¶52), technical strength (¶53), and strategic complementarity (¶54), but operational efficiency is constrained by uneven partner capacity and resource volatility (¶52). Financial systems and fund management are robust, but efficiency ultimately depends on the readiness, absorption capacity, and continuity of national partner institutions. Where governance and planning structures are strong (e.g., South Africa), resources translate smoothly into outputs; where turnover and fiscal instability prevail (e.g., Argentina, Indonesia), transaction efficiency declines, despite sound internal systems. Technical excellence has been maintained through committed staff and partnerships, but reliance on short-term contracts and stretched personnel limits analytical depth, timeliness, and follow-up. Perceptions of outputs as overly qualitative (¶53) suggest a need to better balance normative and operational depth. PAGE has amplified ILO's analytical and training assets through systematic integration and feedback loops (¶54), demonstrating that learning and reuse of tools are efficiency multipliers – reducing duplication and enhancing strategic coherence. ILO's country-led delivery model under PAGE strengthens national alignment but relies heavily on field-level in-kind contributions, creating unrecognised transaction and opportunity costs (¶55). Efficiency achievements partly reflect staff overextension rather than sustainable resourcing. ILO's ongoing work under PAGE would benefit from explicit costing of in-kind inputs, strengthened operational staffing, and more streamlined reporting, ensuring that ILO-PAGE's efficiency gains are sustainable rather than achieved through unrecorded effort.

83) **Consolidating systemic gains for lasting impact.** ILO's just transition work under PAGE demonstrates a clear trajectory toward institutionalisation (¶56) and national ownership (¶58), embedding social and labour

dimensions into the governance architecture of green transitions (¶57). Its tools and dialogue platforms have evolved into enduring mechanisms that support planning, coordination, and learning (¶59). National ownership is strongest when governments and social partners co-develop frameworks from the outset and when analytical tools (e.g., GJAM, observatories) are integrated into official data and planning systems (¶58). Ownership is weaker when outputs remain project-based or externally managed. However, training and modelling workshops better translate into durable capability when competencies are embedded within ministries, universities, or statistical offices with clear mandates and budget lines. Sustainability remains contingent on domestic financing and early alignment with UNSDCFs, EU delegations, MDBs, and bilateral programmes – without which ILO and PAGE results risk remaining conceptually strong but financially fragile. Late stage exit strategies have often been insufficient to ensure fiscal anchoring; achieving lasting impact will require early planning and financing arrangements that consolidate PAGE's institutional footholds into nationally owned, budgeted systems capable of sustaining and scaling just transition reforms beyond the programme's life cycle.

84) **ILO's role in elevating 'just transition' prominence in global policy**. ILO's work under PAGE has a clear agenda-setting impact (¶61): it has elevated just transition from a niche policy concept to a recognised global framework spanning climate, finance, and development arenas. Through its normative authority (¶76) and technical evidence base (¶53), under PAGE, ILO has embedded just transition/green jobs in major international frameworks (¶62) – including UNFCCC's Just Transition Work Programme, G7/G20 communiqués, and sustainable finance platforms – positioning ILO as a key reference point for integrating decent work into climate and economic transition policies. PAGE's coalition-based advocacy and lighthouse-country diffusion model (¶63) have proven effective in shaping global and regional narratives. Targeting influential middle-income countries as regional reference points has also proven efficient for scaling just transition approaches through South-South learning and peer exchange, rather than replicating projects in each context. ILO's policy influence has been amplified in being channelled through PAGE's multi-agency platforms, rather than through stand-alone branding. Joint advocacy, co-branded products (e.g., ILO-UNEP-FI guidance), and co-convened fora (COPs, G7/G20, PAGE Ministerials) have generated multiplier effects that may be unattainable by individual agencies.

85) However, normative success under PAGE has not yet been matched by systematic integration with financing frameworks (e.g., EU Just Transition Mechanism, JETPs, MDB pipelines, UNSDCFs). Without explicit linkages, 'just transition' and 'inclusive green economy' risk remaining aspirational principles rather than operationally resourced agendas. The next challenge lies in translating policy visibility into embedded institutional and financial commitments. Sustained prominence will depend on earlier and more systematic integration of ILO's labour and equity tools within the operational architecture of global and regional transition mechanisms, ensuring that 'just transition' becomes not only a shared principle but a funded and implemented practice. Achieving this will require earlier engagement with ministries of finance and donor programmes, aligning policy advice with financing windows and maintaining continuity of engagement beyond PAGE project cycles.

86) **PAGE as a forerunner of UN reform**. Within the scope of this thematic mid-term evaluation – focused on ILO's contributions under PAGE – evidence confirms that PAGE exemplifies the principles of UN reform – integration, coherence, and joint delivery (¶66)– while also revealing the challenges of translating these consistently across country contexts. Its governance structure, pooled financing, and collaboration across five UN agencies provide tangible proof of c for the 'One UN' approach, showing how normative and technical mandates can combine to advance SDGs 8, 13, and 17. Country experiences – particularly in South Africa, Mongolia, and Argentina – illustrate that coherence strengthens when RCs actively convene agencies and align PAGE workplans with UNSDCFs. However, integration remains inconsistent, constrained by variable RC capacity, differing agency incentives, and decentralised implementation (¶67). Where RCs and UNCTs provided strong coordination, PAGE generated clear synergies with national frameworks; elsewhere, engagement remained parallel to broader UNCT processes. Overall, PAGE stands as one of the UN's most effective operational models for system-wide coherence, but to realise its potential as an SDG acceleration platform (¶68), it must be embedded more formally within UNSDCF processes, underpinned by clear agency accountabilities, and sustained through joint funding mechanisms that extend collaboration beyond project cycles.

87) **Positioning ILO within the emerging just transition finance architecture.** ILO's work under PAGE has

established a credible normative and analytical foundation for integrating social safeguards into sustainable finance systems, effectively positioning the organisation as a bridge between financial risk frameworks and social inclusion (¶70). Collaborations with UNEP-FI, the LSE Grantham Institute, and public finance actors (e.g. Ministries of Finance, BIOFIN, CFMCA) have enabled ILO to introduce labour and equity criteria into emerging finance tools and policy dialogues (¶69). However, engagement remains primarily normative and upstream; systematic pathways from policy advice to transaction-ready investment pipelines are still missing. The lack of codified roles amongst PAGE agencies (¶73) – particularly regarding investor engagement and capital mobilisation – has limited coherence and operational traction. To move the just transition agenda from advocacy to broad implementation, ILO should consolidate its comparative advantage in norm-setting and safeguards – while formalising hand-offs to finance-facing agencies (UNEP-FI, UNDP) and NDB/MDB/DFI partners (¶71) – ensuring that 'financing just transition' becomes not merely a theme for advocacy but a functioning component of the global sustainable finance ecosystem.

88) **Moving from influence to implementation.** Stakeholders consistently recognised that ILO's credibility rests on its normative and tripartite mandate – anchoring the 'social counterpart' in climate and finance initiatives – rather than direct financial intermediation (¶72). Attempting to manage or broker finance instruments would create mission creep. Clear boundaries and delegated collaboration channels are therefore essential for efficiency and risk management. At the same time, stakeholders stressed that ILO's normative leadership must evolve into practical mechanisms for financing just transition at scale (¶74). This could entail developing country-level finance roadmaps with Ministries of Finance and NDBs that embed just transition eligibility criteria – such as ALMPs, distributional safeguards, and labour clauses – into DFI pipelines and public finance instruments. Structured hand-offs, co-branded protocols, and dedicated social-finance expertise within PAGE would strengthen operational links between policy and capital mobilization. Leveraging UNEP-FI to integrate social dimensions into transition planning (currently underway), and the Principles for Responsible Investment (PRI) to extend ILO's guidance across mainstream investor networks (¶75), would help convert normative influence into measurable integration within financial systems.

# 5 Good Practices

This section highlights emerging good practices supported by ILO under PAGE that facilitate peer learning and South-South exchange, which have been effective in strengthening capacities for a just transition, national policies and global action.

- ***Good Practice 1.*** **Structured global peer exchange:** The Global Green Economy Academy (ITC-ILO) has evolved into PAGE's flagship peer learning platform – combining training, coordination, and South–South exchange. Its blended format and multi-constituency design have expanded technical capacities and fostered shared language and relationships that catalyse just transition progress – although follow-up and alumni mechanisms remain weak and financing-related capacity-building remains at an agenda-setting stage.
- ***Good Practice 2.*** **Tripartite peer learning driving actionable results**: The South Africa-Indonesia *Virtual Dialogue Series* shows how structured, problem-solving exchanges anchored in a tripartite approach and national coordination bodies can translate peer learning into tangible outputs (e.g., collective bargaining clauses, reskilling frameworks, policy instruments) demonstrating the potential of ILO, under PAGE, to convert dialogue into implementation.

89) ***Good Practice 1*** **- Building shared language and relationships that catalyze just transition progress**. The Global Green Economy Academy, convened by ITC-ILO, stands out as PAGE's most mature peer learning model – blending training, coordination, and South-South exchange. Its hybrid format and embedded workshops for National Coordinators and UN focal points make it both a learning and coordination platform, with post-event surveys showing that over 90% of participants intended to apply the methods nationally. Its effectiveness derives from multi-constituency design, structured facilitation, and problem-solving orientation, though limited follow-up and absence of alumni mechanisms constrain sustained uptake. The 2023 edition in Turin, Italy brought together about 90 policymakers from 22 countries, alongside tripartite and PAGE agency representatives. In Argentina's case (see **Annex VII**), the Academy brought together representatives from Ministries of Environment, Labour, and Production alongside workers' and employers' organisations who, through this experience, created

a shared language and relationships that persisted long after the event. Their participation directly strengthened inter-ministerial coordination, integrated labour and just transition dimensions into climate planning, and inspired enterprise-level tools, such as SME guidance and sector briefs – advancing PAGE's pillars on employment, skill development, and enterprise transition. Suggested refinements include a pre-planned 'country lab' in conjunction with selection of national participants, pre-Academy 'country huddles' to define joint learning agendas, country team deliverables to anchor co-production, post-Academy check-ins to embed outputs in national systems, and replication in regional formats. Intentional tripartite cohort curation would further enhance learning quality, institutional continuity, and resilience to political turnover.

90) ***Good Practice 2*** **- Structured peer learning anchored in tripartism to inspire and advance action**. The South Africa-Indonesia *Virtual Dialogue Series* (July-November 2025) reflects an emerging good practice in structured peer learning (see **Annex VII**). These sequenced exchanges anchored in national coordination bodies, explicitly drawing on tripartite perspectives, are proving effective due to being designed as 'problem-solving' rather than 'show-and-tell'. South African informants indicated that the ongoing virtual dialogues "helped us refine our thinking". Sessions have focused on tangible instruments – such as early framework agreements with labour, just-transition clauses in collective bargaining, ALMPs for reskilling, and diversification options for enterprises – giving participants actionable templates to adapt within existing workplans. Evidence shows uptake along three just transition pillars: employment (skills pipelines tied to priority sectors), social protection (distributional safeguards, workplace clauses), and enterprise transition (diversification packages for coal regions and SMEs). Political ownership and routing outputs through established architectures (e.g., statutory dialogue fora, transition commissions) are helping translate lessons into follow-through; early results include 10 collective bargaining agreements in Indonesia with just transition clauses (covering ~1,500 workers) and inputs to South Africa's Code of Good Practice for coal transition. Replication potential lies in contexts with comparable sectoral conditions and explicit tripartite participation, demonstrating how ILO-PAGE-facilitated peer learning can deliver both methodological innovation and concrete results.

# 6 Recommendations

91) The evaluation confirms that ILO's work under PAGE is highly relevant and catalytic, but its durability is constrained by recurring gaps in risk analysis, financing pathways, donor hand-offs, and cross-cutting integration – and has an opportunity to strengthen adoption of the tripartism and social dialogue across the partnership.

To address these challenges, six recommendations are offered for consideration (see Error! Reference source not found.). They form a coherent package to consolidate ILO's achievements, improve effectiveness, and secure the sustainability of just transition results beyond PAGE's current funding cycle.

Some potential action steps are proposed as illustrative pathways to operationalize the recommendations. They are intended to inspire reflection, rather than to prescribe specific actions.

**Table 4 – List of Recommendations with Context, Priority, Resources, Timeframe, Responsibility**

| **Recommendation 1** Strengthen tripartite engagement | **Strengthen structured and balanced tripartite engagement across PAGE country workstreams calibrated to country context and activity type**. |
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| **Context** | ➢ This recommendation reflects the conclusion that the tripartite approach is ILO's principal channel for embedding social legitimacy and political traction in just transition processes, yet practice varies across PAGE countries and workstreams (¶77). Engagement has ranged from statutory national dialogue (e.g., NEDLAC in South Africa) to one-off consultation in research-focused contexts, with uneven participation of workers' representatives, subnational actors, and marginalised groups, including persons with disabilities (¶36).<br>➢ Evaluation shows that when tripartism is structured and sustained, it strengthens policy credibility and traction, supports co-ownership, and increases the likelihood that just transition reforms translate into institutional instruments and implementation pathways as shown in South Africa and Argentina (¶46). Social dialogue thus functions as the bridge between technical analysis and politically endorsed policy |

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| | change.<br>➢ At the same time, PAGE's upstream mandate and differentiated country entry points mean that not all workstreams require or permit full co-decision mechanisms. In several contexts, PAGE's role has appropriately centred on modelling, diagnostics, and analytical support, where structured consultation and validation – rather than formal tripartite negotiation – are relevant modalities.<br>➢ A calibrated approach aligns with PAGE's country-ownership principle (¶0) and the practical realities of national workplans. Introducing structured tripartite engagement pathways – proportionate to context and activity type — would enhance predictability, transparency, and continuity where labour-market impacts are material, and ensure meaningful consultation where policy design is not the primary aim.<br>➢ Such planning would also help institutionalize dialogue beyond ad hoc interactions, support resilience across electoral and fiscal cycles, and reinforce the inclusion of under-represented actors (workers' organisations, subnational authorities, disability groups), while respecting the resource constraints and upstream focus of PAGE delivery models. |
| **Priority Level** | High (strategic) — Tripartite engagement is central to ILO's comparative advantage, normative mandate and is essential for safeguarding social legitimacy and political traction in just transition processes. However, implementation should be phased and context-appropriate, prioritising countries and workstreams with clear labour-market implications. |
| **Resource Implications and Timeframe** | Low effort (3-6 months): Development of **light-touch tripartite engagement guidance** (tiered by country context and activity type)<br>Moderate effort (6-12 months): Piloting in **priority countries/workstreams** (e.g., those with labour-market reforms, fiscal/skills implications)<br>Moderate effort (6-12 months): Progressive adoption as **country workplans cycle/renew**.<br><br>Resource implication:<br>Moderate (leveraged via existing ILO/ITC-ILO services) - phased (embedded over programme cycle): Targeted **capacity-building for under-represented actors** (e.g., unions in emerging sectors, subnational actors, disability organisations).<br>Low (through annual reviews): Monitoring and learning loop to refine approach.<br>Note: no retrofitting of past or fixed workplans. Integration occurs forward-looking, tied to alignment with PAGE's upstream mandate and country demand. |
| **Responsibility with insights into an operational strategy** | **Lead:** ILO's Technical Team, in collaboration with AP-Just Transition, ILO's Department for Social Dialogue, Labour Law and Administration (DIALOGUE): Lead development of tiered tripartite engagement guidance (e.g., 'inform-consult-co-create' model calibrated to activity type). Provide advisory support to priority countries.<br>**Support:** PAGE Secretariat: Endorse inclusion of light-touch guidance rather than uniform templates; support learning loop and alignment with PAGE delivery model.<br>ILO Country Offices and PAGE National Coordinators: Apply context-appropriate engagement models; ensure structured consultation and balanced participation; document lessons for scaling.<br>ITC-ILO: Integrate short modules into ongoing PAGE/ITC-ILO training offers (e.g., targeted social dialogue capacity-building relative to green transition sectors.<br>National Steering Committees: Validate engagement approach, ensure domestic alignment, strengthen accountability mechanisms. Arrangements. |

| **Recommendation 2** Risk analysis | **Operationalise political-economy and risk analysis** by developing and applying a simple assessment tool or checklist within ILO's PAGE country programming to systematically identify and monitor contextual, fiscal, and institutional risks affecting just transition reforms. |
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| **Context** | ➢ This recommendation underpins the credibility and durability of ILO's just transition outcomes. It reflects the conclusion that the absence of structured political-economy and risk frameworks leaves the tripartite approach exposed to external shocks and implementation volatility (¶77).<br>➢ This recommendation addresses a structural design gap (¶32) that has repeatedly constrained implementation when political or fiscal conditions shifted. While ILO's just transition component under PAGE exhibits strong internal logic and is aligned with PAGE's macroeconomic and financial frameworks, |

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| | the design relies on untested assumptions about political stability, dialogue effectiveness, fiscal space.<br>➢ Tripartite dialogue and institutional continuity cannot be assumed; they require systematic assessment of political turnover, fiscal change, and stakeholder incentives to maintain traction through economic and electoral cycles (¶77).<br>➢ There is evidence of adaptive delivery under PAGE (¶34); flexibility appears to rely on informal adjustments rather than built-in adaptive systems. Embedding structured political-economy and risk analysis (i.e., formalized horizon scanning) into the design, implementation, and monitoring of ILO's just transition work under PAGE will help to anticipate and manage contextual volatility, safeguard tripartite dialogue, and sustain reform traction across economic and electoral cycles. Early operationalisation will strengthen ILO's risk management, adaptive planning, and donor confidence – thereby enhancing PAGE's readiness for replication or scale-up. |
| **Priority Level** | High |
| **Resource Implications and Timeframe** | Moderate effort, high return action - not as immediate as a data template update (like Recommendation 2), but far less resource-intensive than a full system overhaul.<br>Short-term. A light-touch risk and political-economy checklist could be developed rapidly as a pilot (e.g., 3-6 months), drawing on existing political-economy frameworks of ILO, UNDP, UN Research Institute for Social Development (UNRISD), etc.<br>Institutionalisation of the use of such a framework across PAGE countries will take longer (12–18 months). |
| **Responsibility** | ILO-PAGE Technical Team, in collaboration with Regional and Country Offices in selected partner countries, supported by AP-Just Transition, the Evaluation and Risk Management Units/teams in ENTERPRISES |

| **Recommendation 3** Develop financing pathway | **Clarify and codify ILO's role on financing within PAGE, and co-lead (through the PAGE Secretariat) the development of an inter-agency protocol on financing responsibilities and hand-offs.** |
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| **Context** | ➢ This recommendation arises from evidence that, although ILO has effectively positioned itself as a bridge between social safeguards and financial risk frameworks through partnerships with UNEP-FI, LSE Grantham Institute, and BIOFIN (¶87), engagement remains primarily normative and upstream.<br>➢ Stakeholders expressed uncertainty and confusion about ILO's role vis-à-vis financing and highlighted the need to codify agency roles in investor engagement to reduce fragmentation and duplication (¶73).<br>➢ Clarifying ILO's role would prevent overlap, strengthen PAGE's coherence, and move the just transition finance agenda from advocacy to operational influence. In line with stakeholder feedback (¶74), ILO has an opportunity to consolidate its comparative advantage in norm-setting and social dialogue, by working with Ministries of Finance and NDBs to develop country just transition finance roadmaps that link PAGE policy outputs to transaction-ready pipelines – embedding labour and equity safeguards (e.g. ALMPs, distributional criteria, labour clauses) in NDB/MDB/DFI facilities, and formalizing hand-offs to finance-facing partners (UNEP-FI, UNDP/BIOFIN) through standardized protocols, supported by dedicated ILO Social Finance capacity and clear criteria for investor engagement. |
| **Priority Level** | High strategic priority; necessary for PAGE 2.0 operational coherence and for positioning ILO's just transition component as a credible part of the global sustainable finance ecosystem. |
| **Resource Implications** | Moderate coordination effort within existing ILO-PAGE and PAGE Secretariat capacities; no new financial instruments or large-scale resourcing required. |
| **Responsibility** | **Lead**: ILO PAGE Technical Team, with AP-Just Transition, ILO Social Finance Unit and GEDI Branch<br>**Co-lead** PAGE Secretariat for coordination<br>**Support**: UNEP-FI, UNDP/BIOFIN<br>**Oversight**: PAGE Management Board |
| **Timeline with insights into an operational strategy** | **Medium term**<br>**Within 6 months**: ILO drafts a 'PAGE Finance Roles and Hand-off Protocol', in consultation with PAGE partners, which delineates agency functions, comparative advantages, and coordination processes.<br>**Within 12 months**: Pilot the protocol in 1-2 PAGE countries, testing how ILO's safeguards and tripartite principles can be embedded in finance tools managed by UNEP-FI, UNDP/BIOFIN, public finance partners. |

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| | **Within 18 months**: Integrate lessons from pilots into PAGE 2.0 operational guidance, ensuring that roles are institutionalised and reflected in the PAGE Annual Report and global results framework.<br>Alternatively, develop a 'finance engagement playbook' and codify division of labour on finance across PAGE agencies by:<br>➢ Convening a Finance Task Team (under PAGE technical team)<br>➢ Mapping current finance-related outputs (e.g., BIOFIN, CFMCA, SBA/SPP); codify division of labour on finance across agencies.<br>➢ Drafting a simple, stepwise, replicable 'finance pathway' template showing hand-offs to NDB/MDB/DFIs; pilot in 2 countries and refine ahead of wider rollout.<br>➢ In PAGE 2.0 workplans, integrate a 1-page matrix outlining agency roles and a single investor-engagement interface.<br>➢ Draft a 1-page note or infographic clarifying ILO's role in financing (jobs evidence, social safeguards, dialogue with finance ministries); circulate via PAGE Board and country teams. |

| **Recommendation 4** Monitoring of cross-cutting dimensions | **Strengthen systematic tracking of gender, disability, youth, and MSME dimensions – consistent with PAGE design priorities and UNSDCF/SDG indicators –** by applying a light-touch monitoring annex or checklist within ILO-PAGE workplans to guide indicator selection and reporting. |
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| **Context** | ➢ This recommendation reflects the conclusion that, while ILO and PAGE have taken steps to address gender, youth, MSME, and inclusion e.g., through gender-disaggregated data, youth entrepreneurship initiatives, and reporting on distributional impacts (¶35) — integration remains ad hoc, event-driven, and dependent on individual champions (¶78). The 2024 PAGE Narrative Report highlights distributional impacts by gender, age, and income but lacks systematic tracking mechanisms or consistent indicator use across countries (¶35).<br>➢ Strengthening indicator frameworks would allow ILO and PAGE to move from sporadic reporting to measurable accountability, enabling cross-cutting progress to inform adaptive management, country-level adjustments, and global reporting. Common indicators would also provide normative signals to guide and nudge partner countries, MDBs, and financial actors towards more inclusive transition practices.<br>➢ Most PAGE countries already collect some gender-disaggregated data; the main challenge is consistency and comparability, not data availability. PAGE's existing gender marker (¶35) and ILO's Results Monitoring Framework and Gender Equality and Diversity (GEDI) indicators offer ready foundations that could be adapted with minimal system overhaul. This makes the proposed action a feasible 'quick win' for the next reporting cycle, achievable through standardized coordination and reporting templates.<br>➢ Embedding a monitoring annex or checklist within ILO-PAGE workplans would institutionalize accountability for gender, disability, and youth dimensions; ensure coherence with UNSDCF and SDG indicators; and make equity dimensions a systematic – not incidental – part of just transition delivery. |
| **Priority Level** | High |
| **Resource Implications** | Can be implemented within existing ILO and PAGE monitoring structures with moderate effort but yielding high visibility and credibility gains through demonstrable alignment with UNSDCF and SDG reporting templates |
| **Responsibility** | **Lead:** ILO PAGE Technical Team (), in close coordination with AP-Just Transition, the Gender, Equality, Diversity and Inclusion (GEDI) branch.<br>**Support:** PAGE Secretariat (for integration into joint reporting systems) and ILO Country Offices (for piloting and national data collection). |
| **Timeframe with insights into an operational strategy** | Short to Medium term<br>**Within 6 months:** Draft and pilot a cross-cutting indicators annex or checklist for PAGE country reporting (jointly by ILO PAGE team and PAGE Secretariat). Integrate gender/disability/youth disaggregation fields into PAGE's annual reporting templates and dashboards.<br>**Within 12 months:** Roll out the revised reporting framework across all PAGE countries for the next annual workplan and narrative report cycle. Conduct a short orientation webinar for National Coordinators and M&E focal points to promote consistent application.<br>**Within 18 months:** Analyse the collected data to refine inclusion-related targets and integrate results into PAGE 2.0's global results framework, ILO and PAGE Annual Reports, and relevant SDG reporting processes. |

| **Recommendation 5** Delivering as 'One UN' | **Strengthen ILO and PAGE embedding in NDCs, UNSDCFs and UNCT programming.** |
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| **Context** | ➢ This recommendation arises from the evidence (e.g., South Africa, Mongolia, Argentina) that coherence and visibility strengthen where ILO's, and PAGE's work in general, is integrated into UNSCDFs under active UNRC coordination (¶86).<br>➢ As PAGE advances with its current 2.0 phase, ILO is well positioned to help systematise this embedding process by providing technical leadership on just transition within UNCTs and promoting formal linkage of PAGE workplans to UNSDCFs – thereby aligning PAGE's multi-agency model with UN reform and SDG acceleration efforts.<br>➢ A unified approach – jointly implemented with other PAGE agencies – would enhance country ownership, reduce duplication, and ensure that just transition principles and tools are mainstreamed within national and UN cooperation frameworks and NDC process (formulation and implementation). |
| **Priority Level** | High strategic importance – foundational for system-wide coherence, SDG acceleration, and sustainability of PAGE results beyond project cycles. |
| **Resource Implications and Timeframe** | Can be implemented within existing ILO-PAGE and PAGE Secretariat coordination structures, requiring moderate staff time for consultation and joint guidance development.<br>Minor additional resources may be needed for regional or country-level facilitation workshops with UNRCs and UNCTs. |
| **Responsibility** | **Lead**: ILO PAGE Technical Team, with ILO Country Offices and Regional Decent Work Teams, supported by AP-Just Transition, ILO functions or units involved in managing relations with the UN system, multilateral partners, etc.<br>**Co-lead:** PAGE Secretariat, for coordination<br>**Support**: Other PAGE agencies (UNDP, UNEP, UNITAR, UNIDO) and relevant RC Offices. |
| **Timeline with insights into an operational strategy** | Short to Medium term<br>**Within 6 months**:<br>➢ ILO, with the PAGE Secretariat, maps existing PAGE country engagement within current UNSDCFs and identifies entry points for integration into upcoming UNSDCF cycles.<br>➢ Convene a coordination meeting (or virtual roundtable) with PAGE focal points and selected UNRCs to define minimum expectations for PAGE-UNSDCF alignment.<br>**Within 12 months:**<br>➢ Develop a joint guidance note or checklist on embedding PAGE workplans and results frameworks into UNSDCF processes, outlining agency roles, responsibilities, and examples of good practice (e.g., South Africa, Mongolia, Argentina).<br>➢ Pilot integration in 1-2 PAGE countries entering new UNSDCF cycles, ensuring alignment of just transition priorities and indicators with national SDG frameworks.<br>**Within 18 months:**<br>➢ Roll out the joint guidance across all PAGE countries and institutionalise it within PAGE 2.0 operational procedures and UNCT engagement templates.<br>➢ Report on progress through the PAGE Annual Report and ILO's contribution to the UNSDCF Results Groups and SDG reporting mechanisms. |

| **Recommendation 6** Delivering as 'One UN' | **Integrate sustainability planning from project inception by using existing PAGE sustainability processes to embed ILO-PAGE mechanisms in statutory and budgetary frameworks.** |
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| **Context** | ➢ This recommendation arises from evidence in multiple PAGE countries that sustainability prospects are enhanced when ILO-PAGE supported mechanisms (e.g. labour observatories, just transition commissions, advisory councils) are embedded within statutory and budgetary frameworks (¶80) whereas sustainability risks rise when PAGE-supported coordination and capacity-building remain project dependent (¶60).<br>➢ From project inception, there is an opportunity for ILO to ensure that each PAGE country workplan includes a sustainability roadmap that identifies host institutions, formal mandates, budget lines, and domestic financing options. By supporting Ministries of Labour and Finance to integrate these mechanisms into |

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| | national structures and recurrent budgets, ILO can help secure institutional ownership, continuity of social dialogue functions, and sustained policy traction after PAGE project closure.<br>➢ Embedding ILO-PAGE mechanisms in statutory and budgetary frameworks could be treated as an explicit success criterion for sustainability.<br>➢ ILO is well placed to lead such an institutionalisation process through its technical expertise, normative mandate, and strong partnerships with Ministries of Labour and Finance.<br>➢ Early sustainability planning would enable ILO to link just transition mechanisms to national planning and financing frameworks, strengthening domestic accountability and alignment with UN cooperation frameworks (UNSDCFs) and SDG financing systems – supporting Recommendation 5.<br>➢ The aim is for PAGE-supported mechanisms to become formally anchored in government mandates and budgets; sustainability planning is mainstreamed from inception; and ILO's normative and technical leadership yields durable, country-owned systems for managing just transition processes. |
| **Priority Level** | High strategic importance – critical for ensuring that ILO-PAGE supported mechanisms achieve lasting institutional and financial sustainability and that ILO's just transition work translates into enduring national systems rather than remaining as project-based results. |
| **Resource Implications** | Moderate effort within existing PAGE and ILO coordination structures.<br>No major new resources are required, but targeted staff time would be needed for:<br>➢ early consultation with Ministries of Labour, Finance, and Planning<br>➢ technical backstopping from ILO's – PAGE team with<br>➢ limited funding for technical workshops or advisory support to formalise institutional mandates and budget lines. Could these tasks be integrated into PAGE country budgets and the PAGE 2.0 results-based management framework? |
| **Responsibility** | **Lead**: ILO PAGE Technical Team, with ILO Country Offices and Regional Decent Work Teams and AP-Just Transition.<br>**Support**: PAGE Secretariat, for coherence across agencies<br>ILO functions or units involved in managing relations with UN system to liaise with UNRC/UNSDCF processes<br>Relevant line ministries (Labour, Finance, Environment) for national anchoring |
| **Timeline with insights into an operational strategy** | Short to Medium term<br>**Within 6 months:**<br>➢ Include a 'Sustainability Roadmap' section within the PAGE country workplan template to detail host institutions, statutory basis, and domestic financing options.<br>➢ Identify 1-2 pilot countries where mechanisms are already embedded (e.g. South Africa?) and not embedded but sufficiently mature for statutory or budgetary embedding (e.g. Brazil?).<br>**Within 12 months:**<br>➢ Support pilot countries in formalising institutional mandates (e.g. ministerial decrees, advisory council statutes) and proposing dedicated budget lines through national budgeting cycles.<br>➢ Provide light-touch technical assistance – via ILO's -PAGE teams – to help quantify recurrent cost implications and financing options.<br>**Within 18 months:**<br>➢ Integrate sustainability criteria and institutionalisation status into PAGE 2.0 monitoring and reporting frameworks.<br>➢ Document and disseminate good practices through the ILO and PAGE Annual Reports and ILO's just transition knowledge products, promoting replication across PAGE countries. |

# Annex I – PAGE Theory of Change

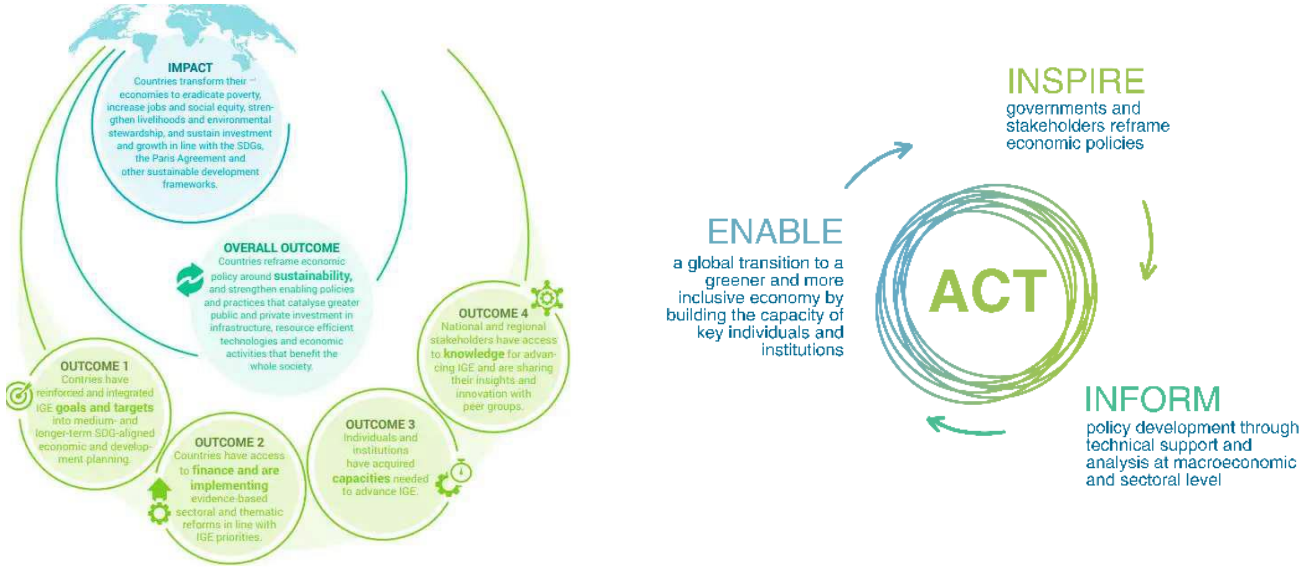
PAGE's Updated Strategy 2021-2030, "*From Recovery to Transformation: Greener, Circular and Job-Rich Economies by 2030"*, positions green jobs, circular approaches, and finance as the three interconnected pillars that drive inclusive, low-carbon transformation in its partner countries. This reflects the view that catalytic shifts in human capital, investment, and resource efficiency are necessary and mutually reinforcing to stimulate just transitions, especially in environments of constrained fiscal space, rising unemployment, inequality, and climate risk.

In the context of this strategic orientation, PAGE's Theory of Change is understood as follows:

- **PAGE seeks to shift finance and investment toward a just, circular, and green economic transformation that improves human well-being**, by supporting countries to adopt policies and institutional arrangements aligned with this objective.
- **It supports governments to integrate inclusive green economy, circularity, and just transition considerations into national strategies, sectoral plans, and fiscal frameworks**, thereby embedding sustainability and social equity in economic decision-making.
- **PAGE strengthens enabling environments for sustainable finance** through advisory support, policy dialogues, and analytical tools that help governments and partners develop frameworks, incentives and market conditions conducive to green and socially-inclusive investment (rather than directly mobilising finance).
- **Through capacity-building, knowledge exchange, and institutional strengthening**, PAGE enhances national capabilities to design, sequence, and implement policy reforms — including those related to labour markets, skills, and green employment where ILO contributes specialised expertise.
- **These streams reinforce systemic change**, by aligning economic policy, institutional capacities, and financial system incentives toward inclusive green growth and just transition outcomes.

PAGE's TOC causal logic can be summarized as follows: **If** countries adopt circular strategies, develop green, job-rich sectors, and mobilize sustainable finance through coherent policies, **then** they can achieve socially inclusive, resilient, and environmentally sustainable transformations that leave no one behind.

**Figure 1 – PAGE's Theory of Change**




**Core Causal Link**: Policy reform + finance → systemic green transformation

**Drivers of change**: Circular economy, green jobs, finance mobilization

**Assumptions**: PAGE operates in a context of economic, social, and geopolitical uncertainty, where shocks and volatility are expected rather than exceptional. Its TOC assumes that just transition pathways can provide resilience and support recovery even under disruptive conditions, and that windows for reform will periodically open despite instability.

**Potential gap**: Relies on a stable macro/political environment

# Annex II – ILO Reconstructed Theory of Change

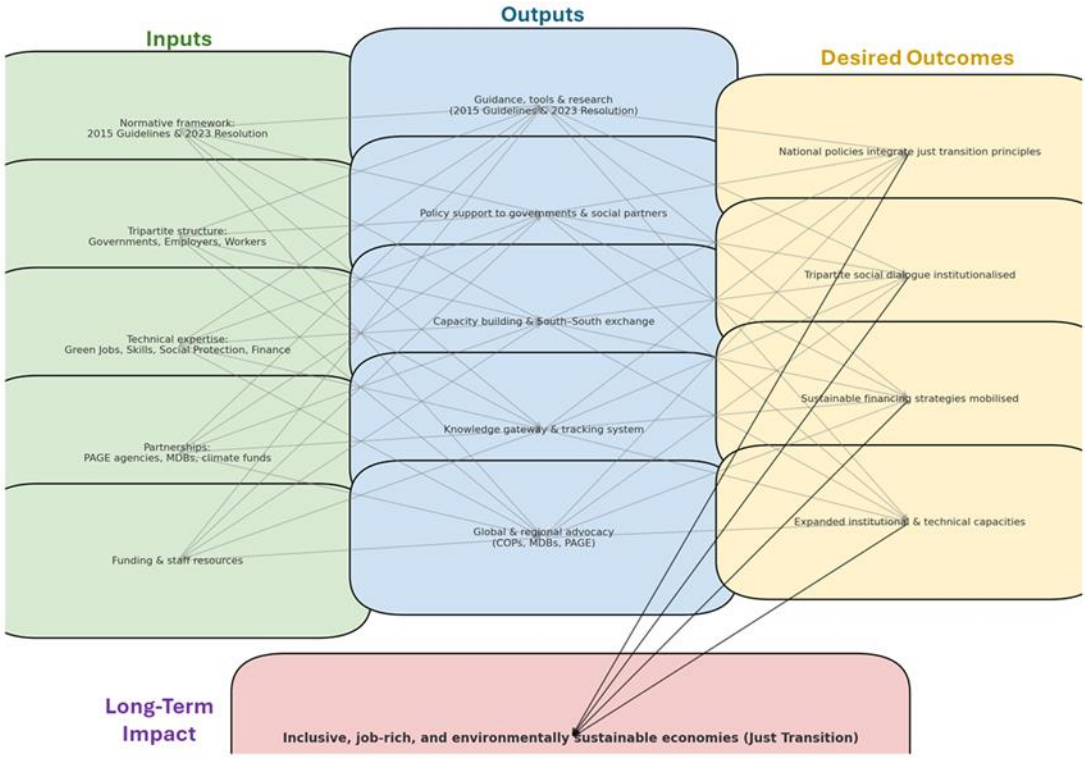
In June 2023, the International Labour Conference adopted a Resolution and Conclusions on Just Transition towards Environmentally Sustainable Economies and Societies for All (ILC.111/Resolution V). This Resolution reaffirmed the 2015 Guidelines on Just Transition as the normative framework, while strengthening ILO's mandate to support Member States in managing labour and social dimensions of climate and environmental transitions. Subsequently, ILO's Governing Body endorsed a Strategy and Action Plan on Just Transition (GB.349/INS/3/3, Nov 2023). Its Programme & Budget 2024–25 embedded just transition explicitly under Outcome 3 ("Full and productive employment for just transitions") and under Output 8.3 ("Improved coherence in support and action to facilitate just transitions…"). As a Theory of Change for ILO's just transition and policy areas under PAGE has not been developed by ILO to guide its contributions, the Evaluator has deduced this simplified Theory of Change which reflects ILO's strengthened normative and operational mandate after 2023, positioning just transition as:

1) **A policy priority for Member States**, supported through Decent Work Country Programmes (DWCPs).
2) **A cross-cutting theme for partnerships**, such as PAGE, ensuring that economic transformation integrates social justice and labour dimensions.
3) **A strategic anchor for financing and advocacy**, linking ILO's tripartite approach to climate + development finance flows.

**Figure 2 – ILO's Reconstructed Theory of Change for Just Transition**

This ToC illustrates how ILO's strengthened mandate on just transition, following the 2015 Guidelines and the 2023 ILC Resolution, is translated into practice.

At the foundation are **inputs**: the normative framework, ILO's tripartite structure, technical expertise, partnerships, and resources. These enable the delivery of **outputs** such as policy tools, technical advice, capacity building, knowledge platforms, and global advocacy.




Together, these outputs generate **outcomes** at country and international levels: integration of just transition into national policies, institutionalised social dialogue, mobilisation of financing strategies, and strengthened institutional capacities. Ultimately, these outcomes contribute to the **impact** of creating inclusive, job-rich, and environmentally sustainable economies that leave no one behind. This pathway shows how ILO's unique role – which anchors social justice and decent work within climate and economic transitions – is operationalised both in its own programming and through interagency partnerships, such as PAGE.

**Core Causal Link**: Normative framework + tripartism → just transition integrated into policies + institutions

**Drivers of change**: Norms, social dialogue, capacity building, policy advice

**Assumptions**: Social dialogue effective; labour institutions resilient; finance is accessible

**Potential gap**: Relies on strength/effectiveness of dialogue and finance linkages

# Annex III – Stakeholders Consulted

## Global Consultation (18 in total, 72% women, 28% men)

| Gender | Name | Organisation / Role vis-à-vis PAGE |
|---|---|---|
| F | Rie Vejs-Kjeldgaard | ILO - PAGE Management Board Member and Global Coordinator for PAGE |
| M | Tim Scott | PAGE Management Board Member – UNDP, Policy Advisor and Programme Manager on Inclusive Green Economy |
| M | Steven Stone | PAGE Management Board Member – UNEP, Deputy Director, industry and Economy Division |
| M | Angus McKay | PAGE Management Board Member – UNITAR, Director, Division for Planet |
| F | Vera Weick | PAGE Secretariat |
| M | Adebiyi Odegbile | PAGE Secretariat |
| F | Tahmina Mahmud | PAGE Agency Focal Point - ILO |
| F | Nataly Olofinskaya | PAGE Agency Focal Point - UNDP |
| F | Luciana Fontes de Meira | PAGE Agency Focal Point - UNEP |
| F | Ozunimi Iti | PAGE Agency Focal Point - UNIDO |
| F | Amrei Horstbrink | PAGE Agency Focal Point - UNITAR |
| M | Moustapha Kamal Gueye | ILO Director of Action Programme on Just Transition (AP-JT) |
| F | Alice Vozza | Policy Specialist, AP-JT (provided technical review of draft Evaluation Report) |
| F | Patricia Richter | Senior Technical Specialist for Social Finance, ILO |
| F | Ekatarina Chubarova | Sustainable Finance and Just Transition Specialist, ILO |
| F | Cristina Martinez | ILO, Senior Specialist, Enterprise Development and Green Jobs, Regional Office for Europe and Central Asia, Decent Work Team for Eastern Europe and Central Asia |
| F | Liliia Kachkinbaeva | ILO, Coordinator, Transition from Informal to Formal Employment, Kyrgyzstan |
| F | Joana Pedro | UNEP Finance Initiative's Social Lead |
| F | Bertha Ormeno | MultiPartner Trust Fund Officer (MPTFO) |

## Funders (2 in total, 100% male)

| | | |
|---|---|---|
| M | Bernard Crabbe | European Union |
| M | Alexander Charalambous | Team Leader, SWTICH to Green Facility |

## Country Consultation

### Argentina (6 in total; 50% female, 50% male)

| | | |
|---|---|---|
| F | Bárbara Perrot | ILO Technical Officer |
| M | Joaquin Etorena | PAGE Coordinator (until January 2025) |
| F | Fulvia Farinelli | Economista y Oficial de Coordinación Senior Oficina de la Coordinadora Residente (OCR) Naciones Unidas Argentina |
| M | Santiago Borgna | Ministerio de Desarrollo Productivo - Punto Focal |
| F | Jessica Motok | Ministerio de Ambiente |
| M | Diego Ernesto Guisande | Secretaría de Empleo, MTESS - Asesor |
| F | Laura Segura | Union Industrial Argentina |

### Brazil (3 in total; 33% female, 66% male)

| | | |
|---|---|---|
| M | Aguinaldo Maciente | ILO Technical Officer |
| F | Kesia Da Silva | PAGE Coordinator (UNEP) |
| M | Matias Cardomingo | General-Coordinator in Undersecretariat for Sustainable Development |

**Indonesia (7 in total; 71% female, 29% male)**

| | | |
|---|---|---|
| M | Diego Rei | ILO Technical Officer |
| F | Dina Sari | ILO Technical Officer |
| F | Dwi Rani | PAGE Coordinator - UNDP Project Associate |
| F | Ibu Prihatiningtyas | Senior Research Consultant, University of Technology Sydney |
| M | Irfan Afandi | Former ILO Blue and Green Economy |
| F | Diandra Pratami | UNRCO Economist |
| F | Asri Hadiyanti Giastuti | Associate Planner, Direktorat Lingkungan Hidup, Ministry of National Development Planning (BAPPENAS) |

**Morocco (6 in total; 50% women, 50% men)**

| | | |
|---|---|---|
| M | Walid Machrouh | ILO Focal Point on Green Jobs & Just Transition |
| F | Kenza Khomsi | PAGE Coordinator (UNIDO) |
| F | Seloua Amaziane | PAGE Government Focal Point, PAGE Ambassador, Ministry of Energy Transition and Sustainable Development (MTEDD |
| M | Mouad Lamrabet | Head of Initiatives and Partnerships for Employment and Focal Point for Green4Youth, Ministry of Labour and Professional Integration (MIEPEEC) |
| M | Hamza Fekak | Employers' Organisation CGEM |
| F | Hind Mouttou | UGTM (Trade Union) |

**South Africa (5 in total; 60% female, 40% male)**

| | | |
|---|---|---|
| M | Jens Dyring Christiansen | ILO Senior Specialist for Sustainable Enterprises, Productivity, Just Transition Decent Work Team, Eastern & Southern Africa |
| F | Christina Van Straten | PAGE National Coordinator |
| M | Ricardo Gottschalk | Chief Economist, RCO |
| F | Sinenhlanhla Movundlela | Programme Officer, RCO South Africa |
| F | Lebogang Mulaisi | Presidential Climate Commission (PCC) |

# Annex IV – Illustrative Interview Protocol

*Your input is voluntary. All inputs are confidential. No person or institution will be identified in any reporting or discussions with others. Your inputs contribute to building up insights regarding ILO's work and just transition component under the PAGE framework: its strengths and shortfalls. This independent review aims to: 1) provide an objective assessment of results achieved over the past 2 years of operation; 2) draw out lessons & good practices; 3) provide operational recommendations to enhance ILO's impacts under the PAGE Strategy to 2030*

**Relevance & Strategic Fit**

**R1.1** Why is PAGE an efficient framework for advancing the just transition?

**R1.1, S1** How has ILO shaped PAGE's strategic direction or priorities regarding social justice & just transition?

**R1.2** What distinguishes ILO's contribution to PAGE from that of the other UN PAGE agencies? Other development actors?

**Partnerships / Synergies: ILO collaboration across UN agencies**

**R1.2, F4.2** How does ILO's just transition work support & complement other PAGE agencies' roles?

**R1.2** Has PAGE enabled joint/integrated delivery of just transition support? **Examples** of joint or co-financed initiatives? Advocacy?

**D2.1** Has ILO been effective in promoting coherent programming between PAGE & ILO's broader workstreams (e.g., social protection, OSH, employment policy)?

**R1.2, F4.2, S8** What has worked well in terms of ILO's coordination with other PAGE agencies?

What could be **improved**? Any **recommendations** for realising such improvements (**how to**)?

**S3** How can PAGE **better contribute** to the UN Reform agenda and integrated SDG delivery through joint programming? **Evidence** of joint advocacy or coordination initiatives with PAGE partners (e.g. UNEP, UNDP) that elevate just transition in global policy discourse

**D2.1, S1** What **support** or **changes** would you recommend to improve PAGE governance of the ILO just transition portfolio?

**C3 Effectiveness: have interventions met objectives, built institutional/technical capacity. Intended/unintended effects, good practices**

**E3.1** What do you consider to be indicators of success for ILO-supported just transition interventions under PAGE? In which timeframe?

**E3.1** What **evidence** does ILO / PAGE use to determine that countries are advancing on enabling green economy, just transition, green jobs, inclusive policy processes? Which outcomes are being systemically tracked – in which way? What data do they track?

➔ **IM5.1, IM5.2** Can you give **examples** in countries of: 1) just transition principles integrated into national policy frameworks, sectoral strategies, interministerial mandates; 2) strengthening of governance structures – permanent national coordination mechanisms, tripartite platforms; 3) inclusive policy processes, 4) establishment of recurrent capacity-building mechanisms i.e. just transition modules in civil service or vocational training curricula; 5) improved M&E and accountability systems supporting green economy transition; 6) sustained budget allocations, legislative mandates, institutional reforms that reflect green economy endorsement – (**this would sustain ILO's work**)

➔ Cases where green economy / just transition agenda has not advanced as hoped? What are your theories as to why it happened this way?

➔ What challenges do countries face in taking up / applying just transition tools offered under PAGE framework?

➔ **E3.1** Have there been unexpected or (positive, negative) of ILO-supported PAGE interventions?

**D2.1, S1** What would improve PAGE governance of ILO's just transition portfolio going forward

**E3.1, S1** Are there **good practices** or **innovations** from ILO's work under PAGE that could be scaled or shared across countries?

**Social dialogue, capacity-building to facilitate green, circular, inclusive transformation**

**E3.4, S1/R1.1** To what extent has ILO used social dialogue processes to shape national just transition strategies under PAGE?

**S7** How have under-represented voices (informal workers, women, youth) been meaningfully included (in ILO-PAGE work)?

**E3.2** What do you see as **evidence** of capacity development in national institutions that can be attributed to ILO-PAGE support (criteria)

**Financing just transition**

**F4.4, IM5.4** In which ways has ILO (under PAGE) engaged financial actors (public banks, institutional & impact investors, Finance Ministries) to align investments with social/environmental safeguards?

➔ **E3.2** What is **evidence** that ILO/PAGE engagement has influenced these financial actors to shift toward greener portfolios?

**IM5.4** Is ILO (under PAGE) directly engaging with impact investors to support just transition in partner countries?

What factors support or constrain these efforts (vis-à-vis impact investors) under PAGE?

What are your **recommendations** to better align PAGE's just transition work with impact investor priorities / decision-making criteria?

**Peer Learning**

**S4** What forms of **peer learning** or **S-S exchange** has ILO facilitated under PAGE that accelerated green economy / just transition?
– what is their focus (policy design, skills development, informal economy inclusion)?
– what knowledge, tools, or practices were transferred through these models?
– which features made them effective (or not)?

**Visibility, Influence, Learning**

**S3** How has ILO-PAGE work enhanced visibility & policy prominence of just transition/green jobs in global/regional policy dialogues?

**S8** What **lessons** has ILO learned through PAGE that should guide ILO's or PAGE's future global programming or strategic planning?

Recommendations, Lessons: Anything else to add?

# Annex V – Documents Reviewed

**Published Sources**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Argentina Country Team (2022). *PAGE 2022 Online Report Highlights — Argentina.*

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PAGE Country Teams (Argentina). *PAGE Argentina Consolidated Work Plan.*

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# Annex VI – Focus Country Summary Sheets

## Country Summary Sheet - Argentina

**ARGENTINA**

**UN Agency Lead**: ILO

**Current status**: celebrating 5 years of accomplishments, PAGE support ended in December 2024

**Year joined PAGE**: 2018

**Brief Context**

- Argentina joined PAGE during a period of strong political prioritisation of green economy, just transition, with an interest in exploring green hydrogen.
- PAGE's preceded UN Reform and subsequently benefited from this initiative through the strengthening of inter-agency identity and coherence.
- Brazil's large territory and federal structure created challenges for PAGE's service model: while national ministries were fully engaged, provinces held significant power over implementation (e.g., energy transition).

**Table 5 – PAGE Agency Planned Budgets in Argentina (2022-2025)**

**Argentina 2022-2023**

| ILO | UNEP | UNIDO | UNITAR | UNDP | Total |
|---|---|---|---|---|---|
| **141000** | 12000 | 20000 | 10000 | 15000 | 198000 |

**Argentina 2024-2025**

| ILO | UNEP | UNIDO | UNITAR | UNDP | Total |
|---|---|---|---|---|---|
| **32000** | 0 | 0 | 0 | 0 | 32000 |

### Relevance of PAGE and ILO Contribution

- PAGE bridged environment, industry, and labour ministries – an "unprecedented coordination mechanism" and addressed coordination gaps across the involved UN agencies
- Enabled the Ministry of Environment to work directly with unions for the first time (Green Jobs Roundtable).
- ILO's contribution was highly valued in labour-related aspects of energy transition, notably a study on labour impacts of green hydrogen where it filled a gap that government officials had not previously considered
- PAGE offered a unique umbrella and legitimacy, elevating discussions to presidential and ministerial levels.
- ILO's comparative advantage was recognised in labour impacts and social dialogue, while other agencies (e.g., UNDP on finance, UNEP through UNEP-FI) held lead roles in complementary domains.

### Achievements / Policy and Institutional Change

- Integration of just transition concepts into energy transition debates, with clear labour market focus.
- Strengthened cross-ministerial collaboration, a rare outcome in Argentina's fragmented policymaking space.
- PAGE visibility at the highest political levels reinforced UN credibility as a convener.
- Integration of labour, industrial, and environmental dimensions in national climate plans and strategies.
- Contributions to mitigation and adaptation plans as well as inclusion of labour aspects in Green Hydrogen Strategy
- PAGE supported SMEs (food, textile) to develop their first sustainability reports, embedding social and environmental dimensions.

### Stakeholder Engagement

- Tripartite engagement (government, unions, employers) was institutionalised in new ways.
- Social partners engaged in policy design and roundtables, enabling mutual learning and international exchange.
- UNRCO played a strong facilitative role, working closely with ILO coordination.

### Challenges

- Rigid PAGE mechanisms limited ability to respond flexibly to emerging provincial demands, despite clear local relevance.
- Federal structure meant national-level work was not always sufficient for implementation of PAGE's vision.
- Competition from MDBs (World Bank, IDB) operating with far larger budgets reduced UN visibility in certain areas.
- Political shifts after PAGE's closure (December 2024) deprioritised just transition, undermining momentum and sustainability of PAGE's legacy.

### Food for Thought

- PAGE's added value lay in bridging policy silos (labour-environment-industry) and legitimising tripartite dialogue.
- Flexibility to adapt to provincial-level requests would have increased responsiveness to country's needs.
- Sustainability of PAGE outcomes depends heavily on national political cycles; continuity mechanisms (e.g., inter-agency task forces) may help maintain gains when political priorities shift.

# Country Summary Sheet - Brazil

**BRAZIL**

**UN Agency Lead**: UNEP

**Current status**: Shift from state to national-level support under PAGE 2.0's 'new delivery model'

**Year joined PAGE**: 2016

**Brief Context**

- Initial engagement was at sub-national level where PAGE supported implementation of the State of Mato Grosso's *Produce, Conserve, Include Strategy*, building institutional capacity and piloting green economy initiatives across sectors (tourism, energy, agriculture).
- In 2023, Brazil's federal government announced its *Ecological Transformation Plan* (ETP) to integrate environmental priorities into national economic planning. From 2025, PAGE is helping the government assess the ETP's contribution to national sustainability goals and global commitments. Political momentum around 'ecological transformation' provides an entry point for just transition framing.

**Table 6 – PAGE Agency Planned Budgets in Brazil (2022-2025)**

**Brazil 2022-2024**

| ILO | UNEP | UNIDO | UNITAR | UNDP | Total |
|---|---|---|---|---|---|
| **0** | 0 | 0 | 0 | 0 | 0 |

**Brazil planned for 2025**

| ILO | UNEP | UNIDO | UNITAR | UNDP | Total |
|---|---|---|---|---|---|
| **92000** | 122000 | 105,000 | 50000 | 0 | 369000 |

### Relevance of PAGE and ILO Contribution

- Coordinated UN offer to Ministry of Finance for modelling scenarios vis-à-vis its *Ecological Transformation Plan*. PAGE offers a single interface with clear division of labour: UNEP (macroeconomic analysis), ILO (employment and distributional analytics), UNIDO (circular economy) – building on strong domestic technical expertise and modelling capacity of the Federal University of Rio de Janeiro; evidence of functioning handoffs (UNEP routing labour-analytics requests to ILO).
- PAGE is fostering cross-agency collaboration: UNEP passed government request to ILO's Brazil office when expertise related to labour market and social analytics was needed.
- Strong problem-solution fit: Aligns with Brazil's priority to address social justice, inequality, and decent work during the ecological transition; ILO's role ensures jobs and equity are integrated into macroeconomic planning.
- Links to global fora: PAGE supported Brazil's 2024 G20 presidency agenda (e.g. reviewed circular economy paper), reinforcing relevance beyond the national arena.

### Achievements

- PAGE has enabled unprecedented inter-ministerial engagement in Brazil, bringing together Ministries of Environment, Economy, and Labour – creating coordination spaces that did not previously exist.
- Illustrates the shift in PAGE work that was previously carried out in parallel by the involved agencies (PAGE 1.0) to the current approach of integrated modelling and delivery (PAGE 2.0)
- Evidence of trust-building amongst UN agencies: UNEP opened doors, ILO complemented with analytics and dialogue).
- PAGE helped position ILO as a respected counterpart to the Ministry of Finance on labour and social dimensions.

### Stakeholder Engagement

- Stakeholder processes have been strongly government-led, with technical and policy actors at the centre of activities
- Structured participation of workers' and employers' organisations is limited; ILO plans later engagement once findings exist – useful, but uptake will depend on a resourced 'translation' phase (briefs, workshops, just transition safeguards cross-walk).

### Challenges

- National-subnational gap: Brazil's scale/heterogeneity mean that national-level engagement may miss state-level realities (similar to Argentina); design choices should anticipate subnational use
- Many actors (World Bank, IDB, national agencies) are active in ecological transition financing. Risk: political shifts or competing MDB-led financing could dilute PAGE's influence.
- Coordination / fragmentation risks: Ministry of Finance is running parallel modelling partnerships (World Bank, AFD) while PAGE agencies are on different timelines/methods; synchronisation and complementarity are concerns for government and UN teams.

### Food for Thought

- Developing a joint macroeconomic model integrating jobs, growth, circularity, and distributional impacts that will provide a concrete product (policy scenarios) for government use; due to be presented to Brazil's government in first quarter of 2026. Its sustainability depends on institutionalisation: Ministry of Finance and universities retaining tools after PAGE ends. The push for open source is strategic: it avoids dependence on proprietary software and broadens institutional access
- Institutionalise via open-source and multi-institution training: an informant advocated open-source modelling architecture (e.g. using R or Python programming languages) with a shared repository and governance, e.g., Ministry of Finance-Instituto de Pesquisa Econômica Aplicada (IPEA)-Central Bank-universities) "so the model isn't locked inside one ministry"; adding state-level modules would hedge the risk that a national model misses subnational realities.
- Regional reference case: If the modelling outputs are coupled with a communication/peer-learning track, Brazil can serve PAGE as a regional exemplar on ecological transformation with social justice.

# Country Summary Sheet - Indonesia

**INDONESIA**

**UN Agency Lead**: UNDP

**Current status**: Supported under PAGE 2.0's 'new delivery model'

**Year joined PAGE**: 2018

**Brief Context**

- PAGE works through the Ministry of National Development Planning (BAPPENAS) as the central entry point, positioning its engagement upstream in national policy processes.
- In 2022, the government launched an economic transformation agenda with 6 strategies, including low carbon, circular, blue economy, energy transition. A Green Economy Index was introduced to measure progress and demonstrate political commitment to this transition.
- Indonesia's National Long-Term Development Plan (RPJPN 2025-2045) now incorporates circular economy concepts to transition from a middle-income to a high-income economy.
- Indonesia adopted a national circular-economy strategy and roadmap, with PAGE support under the new delivery model centred on advancing implementation and institutional uptake of this agenda.

## Table 7 – PAGE Agency Planned Budgets in Indonesia (2022-2025)

**Indonesia 2022-2023**

| ILO | UNEP | UNIDO | UNITAR | UNDP | Total |
|---|---|---|---|---|---|
| **9000** | 9000 | 9000 | 9000 | 144000 | 180000 |

**Indonesia 2023-2024**

| ILO | UNEP | UNIDO | UNITAR | UNDP | Total |
|---|---|---|---|---|---|
| **10000** | 10000 | 10000 | 10000 | 10000 | 50000 |

**Indonesia planned for 2025**

| ILO | UNEP | UNIDO | UNITAR | UNDP | Total |
|---|---|---|---|---|---|
| **60000** | 70000 | 70,000 | 40000 | 74,000 | 314000 |

### Relevance of PAGE and ILO Contribution

- Clear demand for labour, skills and distributional analytics to steer the green transition; ILO's added value is employment modelling, skills foresight, and social dialogue.
- Workstreams align with RPJMN/NDC priorities and target sectors (energy transition, electric vehicle value chain, palm oil, food & beverage)

### Achievements / Policy and Institutional Change

- PAGE inputs informed RPJMN justifications and underpinned integration of the Green Economy Index into national planning and regulatory frameworks.
- Delivered a coherent analytics package (Just Transition Readiness; electric vehicle value chain; food & beverage circularity, renewable energy) to support sector roadmaps.
- Built an epistemic community linking energy transition and jobs; Green Jobs Forum (Manado) led to an occupational map for biodiversity/protected-area tourism and training-of-trainers for lecturers aiming at curriculum/certification reforms.
- PAGE 2.0 /NDC orientation: operationalising circular-economy roadmaps; sectoral skill/job maps planned for priority sectors.

### Stakeholder Engagement

- Processes are government-led/technocratic; outside ILO-led tracks, tripartite engagement has been inconsistent-- although ILO catalysed first formal union participation in energy policy dialogue and BAPPENAS has begun engaging unions and employers in energy/green jobs discussions; for some government partners, this was the first experience of including such social partners.

### Challenges

- Policy siloes (employment versus environment) and late/variable social partner engagement reduce coherence and legitimacy.
- Subnational capacity bottlenecks: national focus risks weak provincial/sectoral implementation.
- Financing/coordination gaps: no explicit in-country PAGE-finance track; related finance sits in other UN/partner windows; diffuse PAGE focal roles across ILO headquarters and regional office adds transaction costs.
- Attribution and uptake: studies are valued for convening/learning but real-world policy impact is hard to track; follow-up uneven.

### Food for Thought

- PAGE's comparative value in Indonesia lies in upstream policy integration and cross-pillar convening; effectiveness improves when social partners are engaged from the outset. Start tripartite engagement at scoping and fund a translation phase (policy briefs, sector dialogues, implementation roadmaps) to improve uptake. Strengthen early, structured tripartite engagement across all PAGE workstreams (not only ILO-led) to improve legitimacy and uptake.
- Institutionalise tools within BAPPENAS and line ministries: embed Green Economy Index and sectoral skills/job-mapping, designate custodians, build capacity (training-of-trainers/guidelines), and track use with before/after GELA indicators.
- Clarify and routinise UNRC engagement in PAGE country steering and sustainability processes – building on existing workplan and UNSDCF alignment – through a light-touch mechanism (e.g., RC participation in annual PAGE reviews or a standing consultation point). This would help ensure consistent links to joint programmes and financing platforms, including Global Accelerator, potential Joint SDG Fund pathways.
- Position Indonesia as a model for ASEAN on integrating IGE analytics into national planning and sector transitions: BAPPENAS mainstreamed the Green Economy Index into planning; PAGE's electric vehicle study guided 2025–2029 RPJMN; Manado Green Jobs Forum facilitated peer learning, training in biodiversity/protected-area tourism that can be replicated across countries.

# Country Summary Sheet - Morocco

**MOROCCO**

**UN Agency Lead**: UNEP

**Current status**: Finishing execution of 2022-2024 workplan during 2025

**Year joined PAGE**: 2019

**Brief Context**

- The launch of the partnership between PAGE and the newly formed Ministry of Energy Transition and Sustainable Development (MTEDD) as government focal point coincided with the COVID-19 pandemic, where Morocco benefit from recovery support under PAGE.
- Prior to partnering with PAGE, the Moroccan government had already started to roll out several green economy activities with results in renewable energy, energy efficiency, water and waste management, sustainable agriculture and aquaculture, and forestry.

**Table 8 – PAGE Agency Planned Budgets in Morocco (2022-2025)**

**Morocco 2022-2023**

| ILO | UNEP | UNIDO | UNITAR | UNDP | Total |
|---|---|---|---|---|---|
| **92500** | 50000 | 289000 | 32500 | 77500 | 541500 |

**Morocco 2023-2024**

| ILO | UNEP | UNIDO | UNITAR | UNDP | Total |
|---|---|---|---|---|---|
| **2500** | 22500 | 271000 | 70000 | 42500 | 408500 |

**No budget is dedicated for 2025**

The current 2022-2024 workplan is being implemented with activities expected to continue into 2025. In the past year, progress slowed across agencies due to the vacancy in the National Coordinator position.

### Relevance of PAGE and ILO Contribution

- PAGE aligns with Morocco's National Sustainable Development Strategy (2017) which has 'just transition' as an explicit policy pillar. ILO adds the jobs/social dialogue lens alongside other agencies' strengths
- Country demand focused on sectoral greening and capability building (biodiversity in agriculture/mining; skills/learning). ILO-PAGE responses include just transition assessment model, capability building through a Green Economy Learning Assessment (GELA, May 2024), e-learning platform on agricultural decarbonisation with Mohammed VI Polytechnic University (UM6P) and ILO/ProAgro (country programme).

### Achievements

- Morocco is a regional convenor for PAGE – hosting 3 editions of the Green Crossroads conference and first PAGE Regional Academy for Africa (2025) and showcasing contributions at COP28.
- Biodiversity mainstreaming: UNIDO/UNEP study for agriculture and mining (2024) with training modules; informs governance frameworks and the upcoming National Biodiversity Strategy and Action Plan (NBSAP, 2025–2026).
- Water governance: sectoral diagnostic with ministries and the Moroccan Coalition for Water; presented at the 2024 World Water Forum; supports integrated legal/institutional reforms.
- Localisation and capacity-building on the JTAM model enabled the High Commission for Planning and key ministries to run transition scenarios incorporating NDC objectives, employment effects, and equity impacts. In 2025, the High Commission for Planning, with ILO and ProAgro/Green4Youth, also completed Morocco's first Green Employment Diagnostic, establishing a national baseline on green jobs and providing scenarios to inform employment-centred climate action.

### Stakeholder Engagement

- Government-led with NSC/COPIL under MTEDD
- ILO has expanded engagement beyond Labour to Environment, using joint events (Regional Academy; Green Crossroads) to convene ministries and partners.
- Early gaps in engaging social partners are narrowing: a union representative participated in the Regional Academy and entered NDC 3.0 technical discussions for the first time.

### Challenges

- Social dialogue consistency: late/limited involvement of union representatives and capacity gaps; systematic inclusion (and financing of participation) remains uneven across workstreams.
- Coordination and resourcing: focal-point turnover and stretched staff constrain follow-through; measuring policy-level change is difficult without clearer ownership/sustainability arrangements.

### Food for Thought

- Institutionalise a national just-transition mechanism (with social partners) linked to NDC processes; fund a 'translation' phase (briefs, sector dialogues, banking/regulator sessions) to convert studies into decisions.
- Lock in learning and inclusivity: embed GELA follow-up in national institutions; a stakeholder suggested to develop an e-learning platform for unions (using artificial intelligence to incorporate local dialects) and resource their participation in just transition fora.
- Deepen the finance track: engage financial institutions (e.g., mapping just transition finance, training for banks/insurers; collaboration with UNEP and Mohammed VI Fund) and and pursue work with Tamwilcom to integrate social and just-transition criteria into green guarantee instruments, alongside emerging green-finance taxonomy efforts.
- As a regional reference case: Morocco hosted the first PAGE Regional Academy for Africa in Rabat (21–23 May 2025), focused on financing just transitions, sustainable budgeting and green-finance taxonomies (and launched the PAGE Ambassadors network); its recurring Green Crossroads conferences convene wide multi-stakeholder participation; and technical studies (e.g., water governance benchmarking) have been showcased at the 2024 World Water Forum, offering transferable models for peers.

# Country Summary Sheet – South Africa

**SOUTH AFRICA**

**UN Agency Lead**: ILO

**Current status**: Supported under PAGE 2.0's 'new delivery model'

**Year joined PAGE**: 2015

**Brief Context**

- Building on the *Just Transition Framework* and the Just Energy Transition Partnership (JET-IP) endorsed in 2023; launched at COP28, PAGE confirmed a new phase of support focused on a just energy transition
- PAGE is supporting the Presidential Climate Commission (PCC) to operationalise a multistakeholder *Just Coal Transition Forum* under a statutory social dialogue platform NEDLAC (National Economic Development and Labour Council) to negotiate sectoral arrangements for a just transition.

## Table 9 – PAGE Agency Planned Budgets in South Africa (2022-2025)

**South Africa 2022-2024**

| ILO | UNEP | UNIDO | UNITAR | UNDP | Total |
|---|---|---|---|---|---|
| **0** | 0 | 0 | 0 | 0 | 0 |

**South Africa planned for 2025**

| ILO | UNEP | UNIDO | UNITAR | UNDP | Total |
|---|---|---|---|---|---|
| **318000** | 200000 | 0 | 90000 | 0 | 608000 |

### Relevance of PAGE and ILO Contribution

- Demand-driven, agenda led by the Presidential Climate Commission (PCC). PAGE's value is convening siloed actors; ILO adds the social/labour dimension to what could otherwise be purely environmental/economic debates.
- Alignment with national priorities. Support targets coal phase-down and just transition architecture (PCC, JET-IP), matching government requests for a structured social dialogue platform.

### Achievements

- PAGE is helping to establish and operationalise the *Just Coal Transition Forum* under NEDLAC by scoping policy, analysing coal phase-out impacts, drafting sectoral accords, and supporting finance mobilisation.
- ILO, through its International Training Centre (ITC-ILO), set up a *Virtual Policy Dialogue* series (July-November 2025) facilitating five thematic exchanges between South Africa and Indonesia on coal transition, kicked off during South Africa's G20 presidency to advance South-South and peer learning on just energy transition
- PAGE/ILO contributes to G20 Energy Transitions Working Group processes.

### Stakeholder Engagement

- Government-led with the PCC a focal point; the Department of Employment and Labour is active, but engagement from economic/energy ministries remains thinner and needs widening.
- Social partners are aware of PAGE-supported activities; deeper involvement is expected via the NEDLAC forum, but earlier inclusion would strengthen ownership and model design.

### Challenges

- PAGE 2.0 is in setup mode; tangible policy shifts are limited so far; ILO-PAGE's roles are convening and agenda-setting.
- Inter-ministerial participation is uneven; the policy space is crowded with many government and donor initiatives; PAGE's budget is modest – so its role is to catalyse and coordinate rather than actively fund large programmes
- Stakeholders see finance as pivotal yet beyond ILO's core mandate; no dedicated post-project funding is yet secured.

### Food for Thought

- Engage social partners (workers' and employers' representatives) at the scoping stage not post-analysis; build social protection and vulnerable-worker assumptions into any modelling and sector packages from the outset.
- The Code of Good Practice on Just Transition being developed with PAGE support, anchored in NEDLAC with direct reporting to the PCC, will codify rules of engagement (who participates, how decisions are made, timelines, evidence standards), set minimum social-protection benchmarks (e.g., income support, redeployment/skills), and grievance/monitoring provisions. This reduces transaction costs and disputes, speeds up negotiation of sectoral framework agreements, and anchors outcomes in South Africa's established social-dialogue architecture -- improving legitimacy and operational feasibility
- Leverage UN country architecture: align the *Just Coal Transition Forum*'s outputs with UNSDCF/Joint SDG Fund streams (e.g., critical minerals, green value chains) via the RCO to open financing/implementation pathways.
- South Africa is well-positioned as a regional reference case for coal-region transitions: G20-linked South–South policy dialogues under NEDLAC-anchored *Just Coal Transition Forum* could be paired with plans to distil lessons into a training programme on managing coal-to-renewables transitions accessible to other countries; early exchanges with Indonesia already show peer learning in practice.

# Annex VII – Emerging Good Practices

**Project DC/SYMBOL: GLO/17/17/UND**
**Name of Evaluator: Dr. Joyce Miller**
***Date: 7 September 2025***

*The following emerging good practice has been identified. Further text can be found in the full evaluation report.*

| GOOD PRACTICE ELEMENT | Tripartite peer learning driving actionable results |
|---|---|
| **Brief summary of the good practice** (link to project goal or specific deliverable, background, purpose, etc.) | Operating under the United Nations' Partnership for Action on Green Economy (PAGE), with ILO leading on social dialogue content, facilitated by ILO's International Training Centre (ITC-ILO), launched as a G20 Energy Transition Working Group side event under South Africa's presidency, this virtual *Policy Dialogue Series* structured online exchanges between South Africa and Indonesia on just energy transition. Five 90-minute sessions convened during July-November 2025 brought together 45-55 tripartite participants from government, employers, trade unions, and UN agencies to share aspirations and experiences regarding coal phase-out, labour-market impacts, safeguarding communities and livelihoods, and forging new paths through industrial diversification. These exchanges are helping both countries build mutual understanding and identify transferable lessons for just transitions in coal regions. |
| **Relevant conditions and Context: limitations or advice in terms of applicability and replicability** | Both South Africa and Indonesia have coal-dependent economies, Just Energy Transition Partnerships (JETPs), and strong political mandates for energy transition. The dialogue's replicability depends on comparable conditions: partner countries must share similar structural challenges, show willingness to engage tripartite actors, have an agreed agenda linking national planning with workplace and community realities. Political ownership through bodies like South Africa's Presidential Climate Commission (PCC) and Indonesia's Ministry of National Planning (BAPPENAS) was essential for convening the relevant actors and, critically, for embedding dialogue outcomes into formal policy and coordination mechanisms – ensuring that discussions translate into follow-through actions rather than remaining at the level of exchange. |
| **Establish a clear cause- effect relationship** | Structured, thematically sequenced dialogues created a channel for concrete lesson transfer and next-step commitments. On the Indonesia side, the 4 September 2025 session presented ILO-supported findings under the IKI-JET programme that map sectoral pathways for absorbing coal workers in East Kalimantan and South Sumatra – including food & beverage, tourism/accommodation, fisheries/aquaculture, electricity generation, agroforestry – with skills-gap analysis and Active Labour Market Policy (ALMP) implications. This gives South Africa actionable reference points for designing regional diversification packages and targeted reskilling in coal regions while Indonesia is drawing on South Africa's experience in institutionalising transition planning – via the PCC's Just Transition Framework and the ILO-supported Code of Good Practice and sectoral accords – to strengthen social-dialogue anchoring and distributional safeguards in its JETP workstreams. Cause–effect chain: curated peer exchange → identification of policy instruments (e.g., early framework agreements with labour; skills pipelines tied to priority sectors; worker-protection clauses) → partners integrate these into existing coordination architectures (PCC/NEDLAC in South Africa; BAPPENAS/JETP working groups in Indonesia) for follow-through. |
| **Indicate measurable impact and targeted beneficiaries** | 1) Greater awareness amongst social partners of common challenges; 2) Inclusion of just transition clauses in 10 collective bargaining agreements covering ~1,500 workers in Indonesia and formation of FOR-JETP, a national labour coordination forum – providing a reference point in dialogue exchanges. Beneficiaries: workers in coal and adjacent sectors facing transition risks; 3) Informing South Africa's Code of Good Practice for coal transition. Target beneficiaries: coal workers and affected communities in both countries, and policy institutions charged with energy transition strategies. |
| **Potential for replication and by whom** | Could be replicated in other PAGE partner countries with comparable sectoral challenges (e.g. Mongolia, Kazakhstan). Potential convenors: ILO (leveraging tripartite dialogue expertise) and PAGE agencies (UNDP, UNEP), with adaptation to local contexts. Regional bodies (e.g., ASEAN) could also replicate the cross-country peer-learning format. |
| **Upward links to higher ILO Goals** (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework) | The dialogues contribute to **ILO's P&B Outcome 8.3** (policy coherence for just transitions) and **Outcome 4.1** (sustainable enterprises and decent work) by embedding social dialogue in climate policy. They also reinforce Decent Work Country Programme priorities in both countries, particularly on worker protection and skills transitions. |
| **Other documents or relevant comments** | Stakeholders described the exchanges as "helpful in refining our approach by learning from other contexts" and fostering trust and legitimacy for just transition planning. |

**Project DC/SYMBOL: GLO/17/17/UND**
**Name of Evaluator: Dr. Joyce Miller**
***Date: 7 September 2025***

*The following emerging good practice has been identified. Further text can be found in the full evaluation report.*

| GOOD PRACTICE ELEMENT | Structured global peer exchange |
|---|---|
| **Brief summary of the good practice** (link to project goal or specific deliverable, background, purpose, etc.) | Under the United Nations' Partnership for Action on Green Economy (PAGE), the 2023 Global Green Economy Academy convened by ILO's International Training Centre (ITC-ILO) combined a 2-week online phase with a face-to-face week in Turin, Italy. It brought together Argentine stakeholders from Ministries of Environment, Labour, and Production, alongside labour and industry representatives. Although a formal tripartite 'country lab' was not planned, co-presence in plenaries, breakouts, and informal moments enabled participants to coalesce as a group, develop shared problem definitions for just transition and green jobs, and build a common vocabulary. Participants described this as their first intensive collaboration across these portfolios, strengthening trust and creating a "mature group" able to coordinate follow-through at home. These dynamics align with the Academy's intent to convene policymakers, social partners and non-state actors for applied learning and South–South exchange. |
| **Relevant conditions and Context: limitations or advice in terms of applicability and replicability** | Enablers included prior alignment across key ministries on integrating climate, labour and industrial policy, and willingness of social partners to engage substantively. The Academy's blended design and inclusion of social partners created the conditions for emergent tripartite collaboration even without a pre-set national workstream. Replicability would be strengthened by: (i) pre-Academy 'country huddles' to agree a joint learning agenda; (ii) assigning country-team deliverables (e.g., draft joint brief on labour implications of a priority sector); (iii) scheduling a post-Academy virtual check-in to translate insights into a short action note or lessons learned. |
| **Establish a clear cause - effect relationship** | Participation in the Academy reinforced dialogue across ministries and social partners, which directly contributed to Argentina's capacity to integrate labour considerations into its NDC and climate policy instruments. Mechanism of change: shared immersion + structured exercises → common framing and relationships → concrete follow-up. At the Academy, the country cohort work, elective tracks and peer clinics fostered a 'shared language' across environment, labour and production actors. The Academy acted as a catalyst: it did not replace national dialogue but accelerated it by creating a low-risk space where stakeholders could test ideas together and identify concrete next steps. |
| **Indicate measurable impact and targeted beneficiaries** | • Process outcomes: cross-ministry coordination that continued beyond the event; social partners engaged in consultation and co-design of activities and guidance; improved connectivity with knowledge providers who later supported implementation.<br>• Policy/technical outputs: development of enterprise-level guidance and sector briefs; contribution to integrating just transition and green jobs in national climate planning.<br>• Beneficiaries: ministerial teams charged with climate, labour and industrial policy; workers' and employers' organizations; and SMEs in priority sectors (e.g., food and textiles) exposed to tools and methods for green transitions. |
| **Potential for replication and by whom** | Replicable across PAGE countries, with national focal points curating deliberately tripartite country cohorts. Regional Academies can apply the same approach. May be more challenging in settings where ministerial silos are entrenched or where political turnover disrupts continuity – which turned out to be the case in Argentina, with the change of government. As political turnover can disrupt continuity, selecting participants with a mandate to convene cross-ministerial follow-up and linking outputs to existing national plans would increase the odds of uptake. Interviews from another country highlighted that where inclusion of workers' and employers' representatives was less intentional, co-learning benefits were weaker – underscoring the value of a deliberate tripartite strategy from the outset, with several representatives across cohorts to ensure resilience. |
| **Upward links to higher ILO Goals** (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework) | Advances **ILO's P&B Outcome 4.1** (sustainable enterprises and decent work) and **Outcome 8.3** (policy coherence for just transitions) by institutionalising dialogue between economic, labour and environmental policy communities and strengthening social partners' capacity to engage on green jobs. |
| **Other documents or relevant comments** | Stakeholders noted that PAGE "put us together with Labour and Industry", ensuring that environmental goals were translated into labour and industrial terms. |

## Annex VIII – Evaluation Matrix

Note: The Evaluation Team assigned codes (e.g., R1.1, R1.2) to the 16 evaluation and 9 strategic questions outlined in the evaluation ToR provided by ILO-EVAL, to create an organising framework for data collection, analysis, and reporting of the findings in the TME's main body. These questions have been grouped under the nine thematic areas (see **Table 1**) that are presented in the main body of the TME, ensuring that all questions were systematically addressed while allowing the synthesis of evidence into coherent areas of findings.

| EVALUATION CRITERIA / KEY QUESTION | POSSIBLE MEASURES or INDICATORS | DATA SOURCES | STAKEHOLDERS | DATA COLLECTION METHOD | ANALYSIS |
|---|---|---|---|---|---|
| **Relevance** | | | | | |
| R1.1 **To what extent does the immediate objective (still) correspond to the needs of stakeholders in advancing a just transition, including financing a just transition?** | • Alignment of ILO-PAGE activities with national policy frameworks (e.g., NDCs, SDGs, national employment / green growth strategies)<br>• Evidence of ILO-PAGE tools or interventions responding to articulated needs of tripartite constituents, financial actors<br>• Perceptions of relevance and usefulness by target stakeholders<br>• References to just transition in sectoral strategies related to agriculture, green jobs, or sustainable finance<br>• Evidence that ILO-PAGE engagement influenced financial institutions or investors to shift toward greener portfolios | • National ILO-PAGE country workplans and reports<br>• Country-specific just transition diagnostics or sectoral policy briefs<br>• National employment and green economy strategies<br>• ILO mission reports and tripartite consultations<br>• PAGE Secretariat updates and strategy documents<br>• Minutes of PAGE partner country steering committees<br>• Evaluation reports or feedback from previous PAGE phases | Government officials in labour, finance, planning, environment, agriculture ministries<br>Workers' & employers' organisations involved in PAGE design / implementation<br>National development banks or private investors working on agriculture or green finance<br>ILO-PAGE technical officer in selected countries<br>ILO-PAGE HQ Focal Point PAGE Secretariat<br>PAGE partner focal point for selected countries | • Semi-structured interviews (country and global level)<br>• Desk review of workplans, diagnostics, national policy frameworks<br>• Triangulation across stakeholder groups to identify convergence and divergence in needs, alignment | Comparative analysis across selected countries to detect patterns in relevance and adaptation to context |
| R1.2 **How well does ILO's work under PAGE support and complement other ongoing UN, donor, or national initiatives in green economy and just transition?** | • Evidence of coordination with other UN or donor programmes in policy design, capacity building, or implementation (e.g., UN SDG Cooperation Frameworks, joint programming, UNRC initiatives)<br>• National stakeholders' perceptions of synergies, overlaps, or added value<br>• Number and nature of joint activities or co-financed initiatives | • PAGE Steering Committee and Management Board meeting notes mentioning complementarities, gaps<br>• Stakeholder interviews (esp. PAGE partners and government counterparts)<br>• Mapping of other green economy or just transition initiatives (e.g., GIZ, AFD, AfDB, World Bank, national development banks) | Government officials<br>Workers' & employers' organisations involved in national climate dialogue or SDG coordination<br>• ILO-PAGE HQ Focal Point<br>• PAGE Secretariat<br>• PAGE partner focal point for selected countries | • Semi-structured interviews: perceptions of duplication, added value, or policy coherence<br>• Desk review of project documentation, SDG cooperation frameworks, and donor coordination reports | **Selected Countries' Analysis** of countries with higher or lower levels of coordination |

| EVALUATION CRITERIA / KEY QUESTION | POSSIBLE MEASURES or INDICATORS | DATA SOURCES | STAKEHOLDERS | DATA COLLECTION METHOD | ANALYSIS |
|---|---|---|---|---|---|
| **Validity of Design and Coherence** | | | | | |
| D2.1 **Considering its underlying Theory of Change, strategies, modus-operandi, risk/context analysis, to what extent is the design of ILO's just transition component under PAGE logical, coherent, and responsive to the evolving priorities and needs of partner countries?** | • Clarity and logic of ILO's results chain (activities → outputs → outcomes) within PAGE ToC<br>• Alignment of ILO's approaches (e.g. social dialogue, etc.) with PAGE's 2030 Strategy and national just transition priorities<br>• Integration of contextual factors (e.g. labour market trends, political economy, agricultural sector dynamics) into design documents<br>• Degree to which risk assessments/mitigation measures are articulated, updated<br>• Responsiveness of ILO interventions to national diagnostic findings, stakeholder feedback<br>• Evidence of iteration or adaptation in ILO's programming during the evaluation period | • ILO-PAGE ToC and strategic or programming documents (global and country-specific)<br>• Country workplans and just transition diagnostics<br>• PAGE Strategy 2030 and ToC<br>• Project design notes, risk logs, ToC annexes<br>• Mid-term reviews<br>• Annual or bi-annual progress reports | ILO PAGE focal point HQ<br>PAGE Secretariat | Desk review<br><br>Key informant interviews | • Desk review of design documents, logframes, risk matrices, ToC diagrams<br>• Review of adaptations during 2023–2025 |

| EVALUATION CRITERIA / KEY QUESTION | POSSIBLE MEASURES or INDICATORS | DATA SOURCES | STAKEHOLDERS | DATA COLLECTION METHOD | ANALYSIS |
|---|---|---|---|---|---|
| D2.2 **To what extent has ILO's just transition component integrated previous lessons learned and cross-cutting themes (e.g. gender, non-discrimination, disability, environmental sustainability) in its design?** | • References to prior evaluations' lessons (e.g. 2017 UNEP MTE, 2020 ILO Just Transition, 2022 UNEP Op. Strategy) in design documents and workplans<br>• cross-cutting themes in design:<br>– Gender-responsive design<br>– Inclusion of disabled, marginalised<br>– Environmental sustainability and resilience<br>• Use of gender markers or social inclusion markers in ILO-PAGE programming<br>• Adjustments in design or tools informed by stakeholder feedback<br>• Evidence of mainstreaming principles in diagnostics, policy tools, capacity-building modules | • ILO-PAGE and PAGE strategic documents and country workplans<br>• Past evaluation reports and their management responses<br>• Just transition diagnostics and policy assessments<br>• Gender and inclusion action plans or guidance (e.g., Gender Mainstreaming Action Plan)<br>• Training modules and methodological tools produced by ILO under PAGE | ILO PAGE focal point HQ<br>PAGE Secretariat | Desk review<br>Key informant interviews | • Trace whether key findings from prior evaluations are reflected in current design<br>• Desk review of design documents for explicit or implicit integration of cross-cutting themes<br>• Document review of training content, diagnostics, and monitoring templates for inclusion markers |

| EVALUATION CRITERIA / KEY QUESTION | MEASURES or INDICATORS | DATA SOURCES | STAKEHOLDERS | DATA COLLECTION METHOD | ANALYSIS |
|---|---|---|---|---|---|
| **Effectiveness** | | | | | |
| E3.1 **To what extent has ILO's work under PAGE achieved its intended outcomes (enabling just transition, green jobs, inclusive policy processes) in partner countries? What intended and unintended effects have been generated? Were there any good practices and innovations at country and global level?** | • Observable progress toward ILO outcome areas under PAGE:<br>– just transition principles in national policy frameworks<br>– Policy reforms or measures to promote green jobs<br>– Inclusive policy processes (tripartite, multistakeholder)<br>• Use of ILO inputs/tools in national policies or strategies<br>• Documented or perceived improvements in enabling environments for just transition<br>• Documented good practices, considered replicable or innovative by stakeholders | • Country workplans and progress reports<br>• Policy documents that reference ILO-PAGE contributions (laws, strategies, action plans)<br>• Tripartite consultation reports or social dialogue records<br>• ILO technical cooperation and capacity-building materials<br>• Country case study documentation<br>• PAGE annual and synthesis reports<br>• Independent evaluations and stakeholder feedback | Government officials<br>Workers' & employers' organisations involved in PAGE processes<br>• ILO-PAGE technical officer in selected countries<br>• ILO PAGE focal point HQ | • Semi-structured interviews (country and global levels)<br>• Desk review of national policy instruments and implementation reports<br>• Stakeholder identification of good practices and perceived impacts<br>• Thematic coding of intended and unintended effects | • **Selected Countries' Analysis** to identify change at level of enabling environments, policies, institutions, or partnerships<br>• **Innovation and good practice identification**: screening of practices/tools that demonstrate adaptability, results, and stakeholder endorsement<br>• **Unintended effect mapping**: Identification of spillover effects or gaps |

| EVALUATION CRITERIA / KEY QUESTION | MEASURES or INDICATORS | DATA SOURCES | STAKEHOLDERS | DATA COLLECTION METHOD | ANALYSIS |
|---|---|---|---|---|---|
| E3.2 **To what extent and how is ILO's work under PAGE meeting the institutional and technical capacity needs national stakeholders to facilitate green, circular, and inclusive transformation (including a focus on financing a just transition)?** | • Evidence of strengthened capacity of government, workers' & employers' organisations in:<br>– Policy development & execution related to just transition, green jobs<br>– Engagement in inclusive planning and social dialogue processes<br>• Use of ILO tools, guidance, training<br>• Feedback loops on capacity-building activities<br>• Evidence of capacity development in financial actors (e.g., public banks, finance ministries, investors) to assess & integrate social / environmental risks in investment decisions<br>• Target institutions uptake of ILO tools (e.g., just transition toolkits, green jobs assessments)<br>• Presence of institutional arrangements (e.g., working groups, NSCs) that reflect capacity to coordinate and sustain just transition pathways | • Training reports and participant feedback on use and relevance<br>• Institutional diagnostics or capacity needs assessments<br>• Country workplans and results reports (including outcome indicators)<br>• Records of tripartite meetings, working groups, and technical committees<br>• Documentation of collaboration with ministries of finance, development banks, or climate finance platforms<br>• PAGE annual reports, Secretariat updates, and UNCT coordination notes | Government officials s<br>Workers' & employers' organisations involved in PAGE processes<br>Public financial institutions or private investors engaged with ILO-PAGE (e.g. DBSA in South Africa)<br>• ILO-PAGE technical officer in selected countries<br>• ILO-PAGE HQ Focal Point<br>• PAGE Secretariat<br>• PAGE partner focal point for selected countries | • Semi-structured interviews with institutional stakeholders<br>• Document review of training materials, evaluations | • **Selected Countries' Analysis** to determine whether ILO-PAGE support plausibly strengthened capacities<br>• **Capacity gap assessment**: Compare observed capacities with stated institutional needs or diagnostic findings |

| EVALUATION CRITERIA / KEY QUESTION | MEASURES or INDICATORS | DATA SOURCES | STAKEHOLDERS | DATA COLLECTION METHOD | ANALYSIS |
|---|---|---|---|---|---|
| E3.3 **What factors – internal and external – have contributed to or constrained the progress of ILO's just transition component under PAGE?** | • Internal enablers:<br>– Availability of technical expertise, tools, or institutional support in ILO<br>– Strength / continuity of ILO-PAGE coordination (HQ and field)<br>– Effective use of existing ILO partnerships, tripartite mechanisms<br>• External enablers:<br>– High-level political commitment and interministerial engagement<br>– Alignment with national planning cycles, NDCs, SDG frameworks<br>– Supportive donor, UNCT environment<br>• Constraints:<br>– Resource limitations (funding, staffing, time)<br>– Institutional fragmentation or political turnover in countries<br>– Limited policy space or technical capacity in key sectors<br>– Barriers to engagement (e.g. weak social dialogue mechanisms, marginalisation of key groups)<br>• Degree to which adaptive management and mitigation strategies were applied | • ILO-PAGE progress and annual reports<br>• Workplans and revision records (to track adaptations)<br>• Project risk logs, issue logs, and steering committee minutes<br>• Evaluation reports and monitoring dashboards<br>• Stakeholder interviews (ILO, government, PAGE partners)<br>• UNCT assessments or joint planning documents (e.g., UNSDCF) | Government officials<br>ILO-PAGE technical officer in selected countries<br>Workers' & employers' organisations involved in PAGE processes (especially those facing engagement barriers)<br>• PAGE partner agencies to understand cross-agency dynamics<br>• PAGE Secretariat for coordination/system-level perspectives | • Interviews to gather insights on contextual and institutional challenges / enablers<br>• Desk review<br>• Thematic coding of barriers/enablers | • **Selected Countries' Analysis** to determine factors that could explain variation in country progress |

| EVALUATION CRITERIA / KEY QUESTION | MEASURES or INDICATORS | DATA SOURCES | STAKEHOLDERS | DATA COLLECTION METHOD | ANALYSIS |
|---|---|---|---|---|---|
| E3.4 **To what extent have stakeholders (including ILO constituencies) been involved in the implementation of ILO's work under PAGE? How has social dialogue played a role in driving the achievement of ILO's objectives under PAGE?** | • Evidence of active engagement of ILO tripartite constituents in:<br>– Design and implementation of national PAGE activities<br>– Policy dialogue platforms, technical committees, work groups<br>– Consultations for diagnostics, strategy formulation, action planning<br>• Frequency, quality, influence of social dialogue processes on ILO-PAGE deliverables<br>• Inclusion of traditionally underrepresented voices (e.g. informal workers, women, youth)<br>• Perceived ownership of outcomes by social partners | • National ILO-PAGE workplans and meeting records<br>• Tripartite consultation reports and outcomes<br>• Records of participation in NSCs, steering committees, or technical dialogues<br>• Stakeholder feedback surveys<br>• Country case study documentation<br>• ILO field mission reports<br>• PAGE progress reports | Government officials<br>Workers' & employers' organisations involved in PAGE processes<br>• ILO-PAGE technical officer in selected countries<br>• ILO-PAGE HQ Focal Point<br>• PAGE Secretariat<br>• PAGE partner focal point for selected countries for external perspective on ILO-led processes | • Semi-structured interviews with stakeholders across tripartite groups<br>• Thematic coding of interview data on perceptions of inclusion and influence | • **Selected Countries' Analysis** of structure, inclusiveness, and effect of social dialogue on outcomes |

| EVALUATION CRITERIA / KEY QUESTION | MEASURES or INDICATORS | DATA SOURCES | STAKEHOLDERS | DATA COLLECTION METHOD | ANALYSIS |
|---|---|---|---|---|---|
| **Efficiency** | | | | | |
| F4.1 **To what extent have financial, human, and technical resources been used in a timely and efficient manner?** | • Timeliness of resource deployment (fund disbursement, staff mobilisation, delivery of activities)<br>• Budget execution rates and variance explanations across countries or outputs<br>• Utilisation of available technical expertise (from ILO HQ, field, PAGE agencies)<br>• Ratio of administrative versus. programme spending<br>• Efficiency in procurement, contracting, or tool delivery processes<br>• Delays or bottlenecks affecting activity rollout and their underlying causes | • Financial reports and budget utilisation statements<br>• Annual and bi-annual progress reports and workplan updates<br>• ILO tracking tools<br>• Steering committee or management board minutes noting implementation pace | Multi-Partner Trust Fund Officer (MPTFO)<br>PAGE Secretariat | • Structured interviews with MPTFO and PAGE Secretariat<br>• Desk review | Review of financial and progress reports regarding timeliness of resource deployment, budget execution, etc. |

| EVALUATION CRITERIA / KEY QUESTION | MEASURES or INDICATORS | DATA SOURCES | STAKEHOLDERS | DATA COLLECTION METHOD | ANALYSIS |
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| F4.2 **To what extent have technical resources and partnerships been adequate and well-adapted to achieving ILO's work plan under PAGE?** | • Availability and deployment of relevant ILO technical expertise (e.g. on just transition, green jobs, social dialogue)<br>• Degree to which technical tools (e.g. policy guidelines, diagnostics, training materials) were tailored to national contexts<br>• Evidence of joint technical delivery, peer learning, or co-development of outputs<br>• Fit-for-purpose partnerships with PAGE agencies, national institutions, and technical bodies<br>• Instances where technical inputs were not adequate, delayed, or poorly adapted | • ILO workplans and technical assistance logs<br>• Records of joint activities with PAGE agencies and national partners<br>• Technical cooperation products (e.g. toolkits, diagnostics, guidelines)<br>• Evaluation or monitoring reports referencing technical support quality<br>• Feedback from national stakeholders and PAGE partners<br>• Training evaluations or post-activity reviews | Government officials<br>Workers' & employers' organisations involved in in capacity-building or policy processes<br>National institutions co-implementing PAGE interventions (e.g., think tanks, training institutes)<br>• ILO-PAGE technical officer in selected countries<br>• ILO-PAGE HQ Focal Point | • Semi-structured interviews on quality and usefulness of technical inputs<br>• Desk review of technical deliverables and activity reports | • **Technical adequacy assessment**: Match between needs and available expertise/tools<br>• **Partnership effectiveness analysis**: Quality and added value of technical partnerships<br>• **Adaptation analysis**: Degree to which technical resources were localised or revised |
| F4.3 **In which ways has the ILO component under PAGE made strategic use of other ILO projects, products, initiatives to increase its effectiveness and impact, without duplicating work?** | • Evidence of alignment or synergies between ILO PAGE and other ILO initiatives (e.g. AP-Just Transition, Green Jobs Programme, Social Protection Floors, SKILLS, Global Deal)<br>• Use of ILO flagship products or tools in PAGE interventions (just transition guidelines, green jobs assessments, CPO frameworks)<br>• Coordination mechanisms or joint planning across ILO departments or country projects<br>• Avoidance of duplication in country-level programming or stakeholder engagement<br>• Cross-referencing between ILO PAGE and other ILO initiatives | • ILO-PAGE workplans and other ILO internal strategy documents<br>• Records of cross-project planning, joint missions, or integrated reporting<br>• ILO toolkits and technical guidance used in PAGE delivery<br>• Internal coordination notes or working group minutes (e.g. between ENTERPRISES and other ILO departments)<br>• Project progress and synthesis reports noting synergies | • ILO-PAGE technical officer in selected countries<br>• ILO-PAGE HQ Focal Point<br>• PAGE partner focal point for selected countries for external perspective on ILO-led processes) | • Interviews to surface undocumented synergies or tensions<br>• Desk review of workplans, toolkits, and internal coordination documentation<br>• Stakeholder perceptions on coherence and added value | • **Synergy analysis**: Degree of integration with other ILO efforts<br>• **Duplication check**: Identification of potential redundancies or confusion<br>• **Value-added analysis**: How PAGE activities enhance or extend ILO's country portfolio<br>• **Institutional learning assessment**: Whether ILO has used PAGE to leverage existing knowledge and tools |

| EVALUATION CRITERIA / KEY QUESTION | MEASURES or INDICATORS | DATA SOURCES | STAKEHOLDERS | DATA COLLECTION METHOD | ANALYSIS |
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| F4.4 **To what extent has ILO leveraged synergies and partnerships with financial service providers to enhance programmatic effectiveness and impact?** | • Number & type of partnerships formed with financial institutions (e.g., development banks, microfinance institutions, private investors) related to just transition investment<br>• Integration of financial actors in just transition diagnostics, policy dialogues, investment facilitation activities under ILO-PAGE work<br>• Use of ILO tools or guidance by financial actors to assess social & environmental risks or value propositions<br>• Evidence of financial commitments, blended finance models, or improved access to finance for green enterprises<br>• Instances where ILO-PAGE interventions have contributed to investment-enabling reforms or financial innovation | • ILO-PAGE country reports and case study documentation<br>• Records of collaboration with financial service providers (e.g. MoUs, joint events, project co-financing)<br>• ILO-PAGE and PAGE annual reports or thematic briefs on green finance<br>• National investment promotion strategies or financial inclusion plans referencing just transition or green agriculture<br>• ILO global and regional green finance initiatives (e.g. Impact Insurance Facility, Social Finance Programme) | • ILO-PAGE technical officer in selected countries<br>• ILO-PAGE HQ Focal Point<br>• Financial sector stakeholders involved in agricultural investment facilitation (e.g., national development banks, impact investors, agri-finance providers)<br>• PAGE Secretariat<br>• PAGE agencies (UNDP, UNIDO) working on finance streams | • Desk review of partnership documentation, investment strategies, and ILO-PAGE financial inclusion materials<br>• Semi-structured interviews with ILO staff and financial stakeholders | • **Country analysis**: ILO's role in facilitating investment or policy-finance linkages: nature, depth, and outcomes of ILO-finance collaborations<br>• **Enabling environment assessment**: Whether ILO-PAGE created policy or institutional conditions for green finance |

| EVALUATION CRITERIA / KEY QUESTION | MEASURES or INDICATORS | DATA SOURCES | STAKEHOLDERS | DATA COLLECTION METHOD | ANALYSIS |
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| **Impact Orientation and Sustainability** | | | | | |
| IM5.1 **To what extent is there evidence of positive institutional or systemic change in partner countries that can be attributed to ILO's just transition work under PAGE and that aligns with PAGE's overarching Theory of Change?** | • Adoption or revision of national strategies, legal frameworks, or policy instruments integrating just transition or green jobs principles<br>• Strengthening of institutional arrangements (e.g. permanent interministerial bodies, dialogue platforms, monitoring systems)<br>• Integration of just transition into national development plans, NDCs, SDG strategies, budget processes<br>• Institutionalisation of ILO-PAGE supported tools, methodologies<br>• Perceived systemic influence of PAGE-ILO interventions | • National laws, strategies, plans, and institutional frameworks<br>• ILO-PAGE country workplans and outcome reports<br>• PAGE ToC and updated PAGE 2030 Strategy<br>• Country case study reports<br>• Previous independent PAGE evaluations and mid-term reviews<br>• Stakeholder interviews and third-party assessments | Government officials<br>Workers' & employers' organisations involved in PAGE processes<br>• ILO-PAGE technical officer in selected countries<br>• ILO-PAGE HQ Focal Point<br>• PAGE Secretariat<br>• PAGE partner focal point for selected countries | • Semi-structured interviews probing for institutional change evidence<br>• Desk review of policy and institutional documents before/after ILO-PAGE interventions<br>• Case study documentation and triangulation | • **Country Analysis** to establish plausible linkages between ILO inputs and observed institutional / systemic changes; durability and ownership of reforms<br>• **Sustainability prospects assessment**: Degree to which changes are embedded, funded, and locally championed<br>• **Change pathway mapping**: Trace alignment between outcomes and PAGE's ToC results chain |
| IM5.2 **To what extent has ILO's work under PAGE supported institutional or systemic changes in partner countries necessary for sustaining inclusive green economy reforms and just transition pathways?** | • Mainstreaming of just transition in national / sectoral planning, interministerial mandates)<br>• Strengthening of long-term governance structures (e.g. permanent national coordination mechanisms, tripartite platforms)<br>• Establishment of recurrent capacity-building mechanisms (e.g. integration of just transition modules in civil service or vocational training curricula)<br>• Monitoring, evaluation, or accountability systems supporting inclusive green transition<br>• Endorsement of inclusive green economy reforms through sustained budgetary allocations, legislative mandates, or institutional reforms<br>• Stakeholder perceptions of ownership, political will, and long-term viability of institutional reforms linked to ILO support | • National development plans, policy strategies, and institutional mandates<br>• Country-level ILO-PAGE workplans and final reports<br>• Documentation of training systems, institutional frameworks, and legislative reforms<br>• ILO-PAGE and PAGE annual reports and Secretariat policy briefs<br>• Stakeholder interviews and independent assessments of institutional capacity | Government officials<br>Workers' & employers' organisations involved in PAGE processes<br>• ILO-PAGE technical officer in selected countries<br>• ILO-PAGE HQ Focal Point<br>• PAGE Secretariat<br>• PAGE partner focal point for case countries | • Key informant interviews to explore policy durability, capacity embedding, etc.<br>• Document review of strategic and institutional frameworks over time<br>• Triangulation of government, ILO, and third-party perspectives | • **Selected Countries' Analysis** Evidence that reforms are embedded in enduring systems or mandates<br>• Degree to which ILO interventions helped reshape frameworks, norms, or capacities<br>• Plausibility that ILO inputs were critical enablers of durable change<br>• Identify enabling conditions and bottlenecks to institutionalisation |

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| IM5.3 **What measures and actions have been put in place to ensure ownership of ILO's work under PAGE in partner institutions?** | • Early and sustained involvement of national institutions (e.g. ministries, social partners) in design, implementation, and monitoring of ILO-PAGE activities<br>• Existence of national steering or coordination structures with decision-making authority<br>• Tailoring of PAGE activities to national priorities, systems, and planning cycles<br>• Co-funding, in-kind support, or human resource contributions by national institutions<br>• Integration of ILO-supported tools, trainings, or processes into domestic institutions or routines<br>• Documented exit, handover, or transition strategies | • National PAGE workplans, reports, and coordination meeting minutes<br>• Country case study materials<br>• ILO internal reports on stakeholder engagement<br>• Evidence of national budget allocations, training institutionalisation, or public endorsement<br>• Joint policy papers, co-signed tools, or collaborative implementation frameworks | Government officials<br>Workers' & employers' organisations involved in PAGE processes<br>• ILO-PAGE technical officer in 4 case countries<br>• ILO-PAGE HQ Focal Point<br>• PAGE Secretariat<br>• PAGE partner focal point for 4 case countries | • Interviews with national implementing institutions and social partners<br>• Desk review of national documents and ILO-PAGE country reports<br>• Thematic coding of interviews for indicators of co-ownership and institutional commitment<br>• Analysis of exit strategies, national adoption, or ongoing use of PAGE-supported interventions | • **Selected Countries' Analysis of Institutional anchoring**: How and where ILO contributions have been embedded in national systems<br>• **Ownership assessment**: Evidence of shared roles, decision-making, and investment; degree to which ILO-PAGE work is perceived and enacted as locally driven<br>• **Transition & Sustainability planning**: Whether actions have been taken to transfer capacities and responsibilities post-PAGE support (i.e. stakeholder ownership) and put aspects in place beyond institutional anchoring (i.e. through budget allocations, policy continuity). |
| IM5.4 **What recommendations and lessons could be offered to improve the sustainability of ILO's work with impact investors?** | • Evidence that ILO-supported just transition activities align with ESG, SDG, or blended finance criteria used by impact investors<br>• Inclusion of co-benefits that are attractive to impact investors (e.g., decent job creation, women's economic empowerment, climate mitigation)<br>• Stakeholder perception of how well ILO understands impact investor requirements (i.e., impact metrics, risk-return) | • Project proposals, investment pitch decks, GJAM results, finance toolkits<br>• Investor briefings<br>• Project Theory of Change | • ILO-PAGE technical officers in focus countries<br>• PAGE Secretariat | • Interviews with ILO Technical Staff and PAGE Secretariat<br>• Desk review of project documentation | |

| STRATEGIC QUESTION | MEASURES or INDICATORS | DATA SOURCES | STAKEHOLDERS | DATA COLLECTION METHOD | ANALYSIS |
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| S1 **How have partner countries experienced ILO's support for advancing a just transition under PAGE (in terms of relevance, responsiveness, and contribution to national policy and institutional change)?** | • Stakeholder perceptions of ILO's relevance to national just transition priorities<br>• Examples of timely, context-specific ILO support (e.g. policy advice, tools, capacity-building)<br>• Specific policy or institutional outcomes attributed to ILO<br>• Alignment of ILO interventions with evolving sectoral, political, climate priorities<br>• Responsiveness of ILO to national requests or feedback mechanisms<br>• Evidence of mutual trust, legitimacy, or preference for ILO's approach among government and social partners | • Stakeholder interviews and case studies from target countries<br>• National development plans, NDCs, and just transition frameworks<br>• ILO-PAGE country workplans and reports (for responsiveness and alignment)<br>• PAGE Secretariat and agency synthesis reporting on country experiences<br>Relevant Evaluation Questions:<br>– **R1.1** (relevance to constituent needs)<br>– **D2.1** (design responsiveness)<br>– **E3.1** (outcome effectiveness)<br>– **IM5.1–IM5.3** (policy and institutional change, ownership) | Government officials<br>Workers' & employers' organisations involved in PAGE processes<br>• ILO-PAGE technical officer in selected countries<br>• ILO-PAGE HQ Focal Point<br>• PAGE Secretariat<br>• PAGE partner focal point for selected countries | • Semi-structured interviews (with country- and global-level actors)<br>• Desk review of country policy documents, ILO-PAGE deliverables,<br>• Thematic coding of stakeholder narratives on relevance, responsiveness<br>• Country-specific process tracing (e.g. contribution to national policy or institutional milestones) | **Modality of engagement**: What forms has ILO-PAGE support taken in countries (diagnostics, policy dialogue, training, coordination)?<br>**Intensity and duration**: How sustained has engagement been over time?<br>**Country ownership and leadership**: Were national stakeholders actively involved in shaping shape the ILO-PAGE agenda? Empowered to sustain results?<br>**Institutional effects**: Has ILO's work under PAGE influenced national policy reforms, institutional capacities, or multisectoral coordination?<br>**Relevance/satisfaction**: How do stakeholders assess the quality and relevance of ILO's support under PAGE? |

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| S2 **What evidence exists of sustained or systemic changes in policy, practice, or institutional capacity resulting from ILO's support for just transition under PAGE?** | • Enduring policy instruments or institutional arrangements (e.g. national strategies, interministerial committees, labour-climate frameworks) reflecting ILO-supported just transition principles<br>• Integration of ILO methodologies (e.g. just transition diagnostics, social dialogue mechanisms) into standard government practice<br>• Capacity development institutionalised through training institutions or budget lines<br>• Changes in coordination, decision-making, or resource allocation sustained beyond project timelines<br>• Stakeholder perception of continuity and institutional anchoring of reforms<br>• Policy diffusion across ministries or levels of government | • Final or current versions of national policy and regulatory instruments<br>• ILO-PAGE reports tracking institutional capacity development<br>• PAGE country workplans and policy support documentation<br>• Documentation of institutional reforms or newly established bodies<br>• Stakeholder feedback and country case studies<br>Relevant Evaluation Questions:<br>– **IM5.1** (evidence of institutional/systemic change)<br>– **IM5.2** (support for sustaining reforms)<br>– **IM5.3** (ownership and institutionalisation)<br>– **E3.2** (capacity-building outcomes)<br>– **D2.2** (integration of cross-cutting lessons) | Will rely on stakeholder inputs to relevant Evaluation Questions | • Document review of policies, laws, MOUs, and training protocols | Following ILO's support under PAGE, have any national policies or strategies integrated just transition principles?<br>Have any institutional arrangements (e.g. interministerial working groups, social dialogue platforms) been created or strengthened that can be attributed to ILO's support under PAGE?<br>Are there signs that ILO's capacity-building under PAGE continues to influence national planning or programming?<br>What factors have enabled or constrained the durability of ILO's contributions? |

| STRATEGIC QUESTION | MEASURES or INDICATORS | DATA SOURCES | STAKEHOLDERS | DATA COLLECTION METHOD | ANALYSIS |
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| S3 **To what extent has ILO's work under PAGE contributed to enhancing the visibility and policy prominence of just transition and green jobs in global and regional policy dialogues?** | • References to ILO PAGE-supported concepts, language, or tools in regional/global declarations, reports, or frameworks (e.g. UNFCCC, G7/G20, AU Agenda 2063, ASEAN declarations)<br>• ILO participation in high-level regional or global fora (e.g. COPs, UN HLPFs, PAGE Ministerial Conferences)<br>• Uptake of ILO PAGE outputs (guidance, evidence) by intergovernmental organisations or multilateral platforms<br>• Stakeholder recognition of ILO's role in framing just transition narratives<br>• Joint advocacy or coordination initiatives with PAGE partners (e.g. UNEP, UNDP) that elevate just transition in global policy discourse | • Global and regional policy documents, declarations<br>• ILO and PAGE communication materials and reports on participation in global events<br>• PAGE global annual reports, synthesis reports, briefs<br>Relevant Evaluation Questions:<br>– **E3.1** (contribution to outcomes)<br>– **IM5.1–IM5.2** (institutional/systemic change influence)<br>– **F4.3** (linkages with broader ILO initiatives)<br>– **S2** (systemic influence, reinforcing) | ILO PAGE focal point HQ<br>PAGE Secretariat<br><br>plus stakeholder inputs to relevant Evaluation Questions | • Key informant interviews (global & national)<br>• Desk review of international declarations, reports, and conference records<br>• Content analysis of speeches, position papers, or media outputs citing ILO-PAGE inputs | • **Agenda-setting analysis**: Has ILO-PAGE shaped global/regional priorities or discourse?<br>- Has ILO's participation in global forums under PAGE raised the profile of just transition and green jobs?<br>• **Visibility and influence tracking**: Are ILO-generated tools or messages being cited or adopted in global or regional declarations?<br>• **Narrative analysis**: Role of ILO in framing or legitimising the just transition concept in global venues |
| S4 **Which peer learning or South-South exchange models supported by ILO under PAGE have been most effective in strengthening national policies and/or capacities for just transition?**<br>➢ *What is their focus (policy design, skills development, informal economy inclusion)*<br>➢ *What knowledge, tools, or practices were transferred through these models?*<br>➢ *Which features made them effective (or not)?* | • Number and type of peer learning or South-South exchanges facilitated or co-facilitated by ILO under PAGE<br>• Evidence that participating countries adapted or applied lessons learned in national policy or programming<br>• Documented follow-up actions, policy adjustments, or institutional innovations resulting from exchanges<br>• Stakeholder perception of relevance, practicality, and impact of exchange experiences<br>• Involvement of ILO constituents (workers, employers, governments) in peer learning | • Reports and materials from peer learning events, regional workshops, and bilateral South-South exchanges<br>• ILO and PAGE documentation of technical backstopping and learning support<br>• Country workplans, progress reports, and follow-up communications<br>• Stakeholder interviews from participating and non-participating countries<br>Relevant Evaluation Questions:<br>– **E3.2** (capacity-building effectiveness)<br>– **IM5.2** (institutional capacity development)<br>– **F4.2** (adequacy of technical partnerships)<br>– **S2** (systemic changes following peer engagement)<br>– **F4.3** (strategic use of ILO knowledge products) | Government officials<br>Workers' & employers' organisations that participated in exchanges<br>• ILO-PAGE technical officer in selected countries<br>• ILO-PAGE HQ Focal Point<br>• PAGE Secretariat staff overseeing South-South activities | • Document review of post-event evaluations<br>• Key informant interviews to assess use and adaptation of lessons | • **Case Countries Analysis**: Did peer learning influence national decisions or reforms?<br>• **Effectiveness analysis** of exchange models: What types yielded policy or capacity outcomes?<br>• **Good practice identification**: Highlight replicable models of peer learning and South-South collaboration |

| STRATEGIC QUESTION | MEASURES or INDICATORS | DATA SOURCES | STAKEHOLDERS | DATA COLLECTION METHOD | ANALYSIS |
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| S5 **To what extent has ILO been able to adapt its just transition support under PAGE to evolving country needs, and how have these adaptations influenced the relevance and uptake of its interventions?**<br>➢ *Have ILO's PAGE activities been modified in response to changes in country priorities or contexts?*<br>➢ *What prompted these adjustments (COVID-19, government transitions, labour market shifts, geopolitical concerns)?* | • Adjustments to country workplans, tools, or activities in response to changing political, economic, or sectoral conditions<br>• Feedback loops used to update interventions (e.g. stakeholder consultations, monitoring reviews)<br>• Timeliness and appropriateness of adaptations (e.g. new technical focus, resequencing, scale down/up)<br>• Stakeholder perceptions of ILO responsiveness and flexibility<br>• Evidence that adapted interventions led to improved uptake, alignment with national policy processes, or greater buy-in<br>• Identification of adaptation bottlenecks or rigidities (e.g. contractual, institutional) | • Revised workplans, progress reports, internal ILO memos detailing adaptations<br>• Stakeholder interviews reflecting on programmatic responsiveness<br>• PAGE Secretariat feedback on agency adaptability and interagency coordination<br>Relevant Evaluation Questions:<br>– **D2.1** (responsiveness in design)<br>– **E3.1** (outcome effectiveness)<br>– **E3.3** (enabling & constraining factors)<br>– **R1.1** (relevance to evolving needs)<br>– **F4.1** (efficiency of delivery)<br>– **IM5.3** (ownership linked to responsiveness) | Government officials<br>Workers' & employers' organisations involved in PAGE processes<br>• ILO-PAGE technical officer in selected countries<br>• ILO-PAGE HQ Focal Point<br>• PAGE Secretariat<br>• PAGE partner focal point for 4 case countries | • Desk review of revised project documents and stakeholder communications<br>• Interviews probing perceptions of responsiveness and flexibility<br>• Outcome tracing of adapted interventions and their reception<br>• Comparative case analysis of adaptive versus rigid programming<br>• Triangulation with PAGE-wide reporting and planning cycles | • **Adaptation assessment**: Identify what adaptations were made and why<br>• **Responsiveness analysis**: Were changes timely, strategic, and based on feedback or monitoring?<br>• **Uptake effects**: Did adaptations enhance relevance and stakeholder engagement?<br>• What **enablers or barriers** shaped ILO's ability to adapt? |
| S6 **To what extent, and in which ways, have ILO's tripartite constituents at country and global levels been meaningfully engaged in the design, implementation, and follow-up of just transition activities under PAGE?**<br>➢ *Were they involved in co-designing, validating, planning, reporting, training, advocacy, monitoring just transition, green jobs activities?*<br>➢ *Is there global-level engagement of workers' and/or employers' groups in PAGE steering or knowledge sharing fora?* | • Involvement of governments, workers' and employers' organisations in PAGE planning, delivery, and review processes (e.g. national steering committees, working groups, consultations)<br>• Frequency and depth of tripartite consultations across the project cycle<br>• Integration of tripartite recommendations into workplans, tools, or policy support<br>• Participation in training, peer learning, and South-South exchange activities<br>• Evidence of co-ownership or advocacy for PAGE results by constituents<br>• Stakeholder perceptions of meaningful vs. tokenistic engagement | • Meeting records and reports from national PAGE steering committees or technical working groups<br>• Workplans, project documents, and progress reports showing stakeholder contributions<br>• Tripartite feedback or position papers<br>• Case study materials documenting the role of social partners<br>• Interviews with tripartite actors and ILO officials<br>Relevant Evaluation Questions:<br>– **E3.4** (stakeholder involvement and social dialogue)<br>– **IM5.3** (ownership)<br>– **D2.2** (integration of lessons and inclusivity)<br>– **R1.1** (alignment with constituents' needs)<br>– **S1** (country experiences of ILO support) | Government officials<br>Workers' & employers' organisations involved in PAGE processes<br>• ILO-PAGE technical officer in selected countries<br>• ILO-PAGE HQ Focal Point<br>Employers' and workers' organisations involved in PAGE forums | • Review of global % country level engagement documentation<br>• Semi-structured interviews with tripartite constituents<br>• Thematic coding of stakeholder perceptions about engagement quality<br>• Mapping of stakeholder participation across the programme cycle<br>• Case comparisons | • **Case Countries Analysis** countries with different traditions of social dialogue<br>- was participation meaningful, consultative, and followed by action?<br>• **Process tracing** of how stakeholder inputs shaped decisions or tools<br>• **Ownership and legitimacy assessment**: Did engagement contribute to policy relevance and sustainability?<br>• **Inclusiveness assessment**: Consider gender, youth, and informal sector representation within social partner groups |
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| S7 **To what extent have social dimensions and social dialogue been effectively integrated into ILO's just transition work under PAGE at country and global levels, what gaps remain?** | • Inclusion of social justice, equity, inclusion principles in just transition diagnostics, policies, and tools<br>• Social dialogue as mechanism to co-develop PAGE outputs (e.g. strategy papers, policy proposals)<br>• Degree to which global ILO-led tools under PAGE integrate social safeguards, participatory methods<br>• Gaps in representation, implementation, or monitoring of social dimensions (e.g. lack of integration into macroeconomic planning or climate finance instruments) | • Just transition policy outputs, diagnostics, and guidelines<br>• Records of national dialogues, consultations, and social partner engagements<br>• Training materials and tools co-developed or used in PAGE implementation<br>• PAGE global and country-level reports assessing integration of social dimensions<br>• Interviews: social partners, PAGE agency staff<br>Relevant Evaluation Questions:<br>– **E3.4** (role of social dialogue)<br>– **D2.2** (integration of cross-cutting themes)<br>– **IM5.1** (alignment with PAGE's ToC)<br>– **S6** (tripartite engagement)<br>– **S5** (adaptation to country priorities, including social issues) | Will rely on stakeholder inputs to relevant Evaluation Questions | • Key informant interviews (global & national)<br>• Desk review of ILO technical outputs and PAGE documents<br>• Triangulation of constituent, partner agency, and policy outcomes perspectives | • **Case Countries Analysis** Extent to which social dimensions are embedded across PAGE-supported interventions?<br>**Gap analysis**: Where social considerations or dialogue processes are missing or weak<br>• **Comparative analysis**: Identify variation in integration of social dimensions across country cases and global outputs |
| S8 **What are key lessons learned and good practices for promoting and advancing just transition dimensions, principles and policy areas under PAGE (including enterprises, social protection and employment)?**<br>➢ *Which ILO approaches under PAGE are considered successful in advancing just transition?*<br>➢ *Have any ILO-supported tools or frameworks (just transition diagnostics, social dialogue platforms) been widely adopted or replicated?* | • Documented examples of effective approaches in PAGE-supported work on just transition (e.g. policy integration, inclusive enterprise support, employment schemes, social protection instruments)<br>• Evidence of successful transfer, scaling, or adaptation of ILO-supported models across countries or regions<br>• Lessons identified by stakeholders (ILO, PAGE partners, governments, social partners) on what worked or did not<br>• Practice innovations (e.g. tripartite collaboration mechanisms, finance instruments, data tools) recognised as replicable or transformative<br>• Evidence of alignment with PAGE Strategy 2030 and ILO normative priorities (e.g. decent work, social dialogue) | • ILO and PAGE documentation of tools, methodologies, and national experiences<br>• Case study narratives highlighting innovations, enabling factors, or constraints<br>• Stakeholder reflections captured during interviews or validation workshops<br>• Lessons and good practices sections of PAGE and ILO progress reports<br>• Independent evaluation findings (e.g. 2022 UNEP evaluation, 2020 ILO-Sida JT evaluation)<br>Relevant Evaluation Questions:<br>– **E3.1–E3.4** (effectiveness and stakeholder engagement)<br>– **IM5.1–IM5.3** (institutional change and ownership)<br>– **F4.2–F4.4** (use of partnerships and financial mechanisms)<br>– **S2–S6** (sustainability, visibility, adaptation, dialogue) | Will rely on stakeholder inputs to relevant Evaluation Questions | • Key informant interviews (global & national)<br>• Desk review of documented lessons, case examples, and evaluation findings<br>• Thematic coding and clustering of lessons and good practices | • **Good practice identification:** Collect insights across countries, stakeholders, and thematic areas<br>• **Lessons learned identification**: Collect insights across countries, stakeholders, and thematic areas |
| S9 **What influence has PAGE had on the UN reform process, and what role can it have in the future?** | • Joint planning delivery (e.g. "Shared workplans"; "co-funding mechanisms")<br>• Interagency role clarity ("Each agency plays to its strengths under PAGE")<br>•UNCT integration ("PAGE is part of our UNSDCF" or "coordinated through RCO"<br>•"Used in CEB or UNSDG examples"; "referenced at global fora"<br>• Strategic potential ("Model for future SDG acceleration platforms" | | | | |