International Labour Organization

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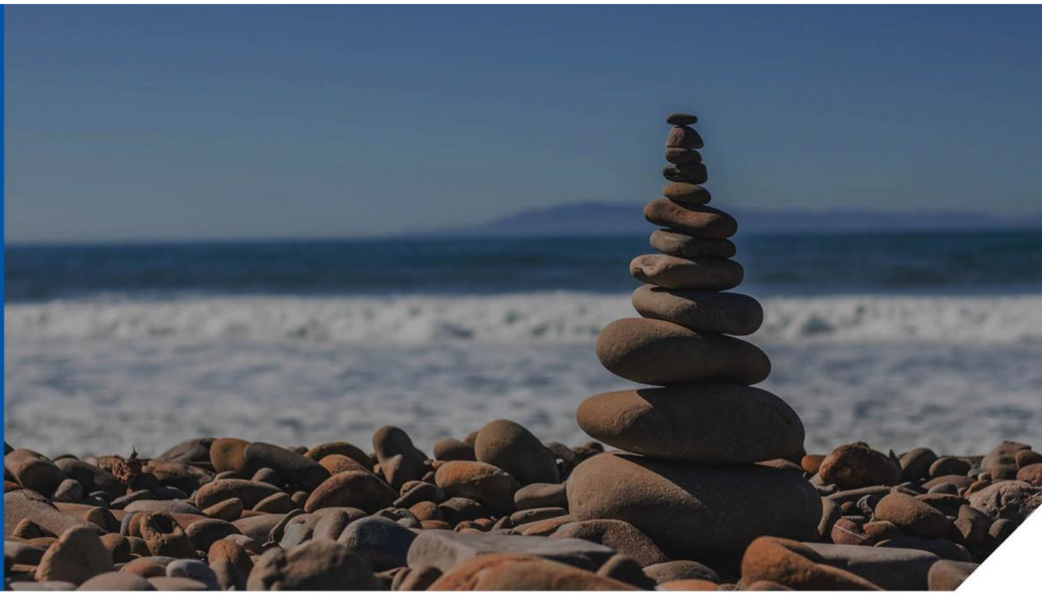

ILO’s Just Transition Dimensions and Policy Areas in the UN Partnership for Action on Green Economy (PAGE), 2023-2025

QUICK FACTS

Focus Countries:	Argentina, Brazil, Indonesia, Morocco, South Africa
Joint Evaluation Agencies:	ILO, UNDP, UNEP, UNIDO, UNITAR
Evaluation Date:	November 2025
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Evaluation timing:	June-September 2025
Administrative Office:	Sustainable Enterprises, Productivity and Just Transition Policy Department (ENTERPRISES) / Management Support Unit (MSU)
Technical Office:	ENTERPRISES, with primary technical support from Action Programme on Just Transition (AP-JT)
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Donors:	EC; Germany, Sweden; Budget USD 111.6 million (2013-2024)
Keywords:	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

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 **P**artnership for **A**ction on **G**reen **E**conomy (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.
Programme's situation	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.

MAIN FINDINGS & CONCLUSIONS	**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.

RECOMMMENDATIONS AND GOOD PRACTICES	
Recommendations	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.
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.