



PARTNERSHIPS FOR DECENT WORK

Integrating Green Jobs in the United Nations Joint Programmes. A Guidance Note

Promoting Green Jobs is central to achieving MDG1 on poverty reduction and MDG7 on environmental sustainability. Climate change and the excessive use of scarce resources combined with persistent poverty require proactive and timely policies to create pathways to sustainable development - with decent work for all. The much needed innovative strategies can only succeed with the full engagement of enterprises and workers.

The concept of Green Jobs promotes opportunities for job creation and a socially fair transition towards a Greener Economy in which vulnerabilities, changes in the labour market and new business models are addressed through inclusive social dialogue. It provides a means to bridge social, economic, and environmental priorities by offering an integrated development strategy that can help to promote both environmental and social sustainability.

Objective and Outline of the Guidance Note

The purpose of this document is to provide guidance to UN Country teams on how to integrate Green Jobs at country level, including joint programmes and the UN Development Assistance Framework (UNDAF) process.

Green Jobs assessments should be the first step to inform and plan for a national strategy or joint UN programme. National and local-context-specific studies should identify socio-economic opportunities, needs and impacts.

The first section of the guidance note will define the concept of Green Jobs. The second section outlines possible entry points to integrate Green Jobs strategies in the UNDAF preparation process as environmental sustainability has been included as one of the five programming principles.

A third section has been developed which is available as an appendix (see www.ilo.org/greenjobs). It breaks down a range of strategies by sector and provides links to further information sources which can serve as tools to adapt Green Jobs priorities to specific country contexts. The sectors covered are:

- Energy
- Agriculture
- Water
- Fisheries
- Forestry
- Waste Management
- Tourism
- Construction and Buildings



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I. Defining Green Jobs: key concepts

The International Labour Organization (ILO) and the United Nations Environment Programme (UNEP) define Green Jobs as “positions in agriculture, manufacturing, construction, installation, and maintenance, as well as scientific and technical, administrative, and service-related activities that contribute substantially to preserving or restoring environmental quality”. Several concepts are key to understanding the foundation of a Green Jobs strategy.

Green Jobs for Development addresses poverty and unemployment through the creation of job opportunities and improving wellbeing through the greening of economies. Such opportunities can arise by tapping into nature’s renewable goods and services for productive purposes and through efficiency, recycling and substitution strategies.

Adaptation to the actual or expected effects of climate change is essential. Applying a people centred approach involves initiatives that focus on workers, enterprises and livelihoods to maximise development opportunities and reduce the vulnerability of human systems against these effects.

Mitigation refers to the reduction of emissions per unit of output and halting deforestation. Such activities are relevant in developed and developing countries, in particular in shifting from fossil fuel to renewable energies and from extractive industries and an unsustainable forests sector to a high efficient circular economy in which forests are sustainably used and conserved. Investment in human capital, workers skills and green enterprise development are key to enable Mitigation.

Just transition is a concept that calls for the inclusion of short-term and long-term policies that identify and address the negative impacts on employment of a shift to sustainable economies, enterprises and decent work. This is essential for a Green Jobs strategy.

Environmental goals must not be met at the expense of labour standards. Green Jobs programmes therefore place high labour standards on an equal footing with development, mitigation and adaptation.

Each stage of the policy process must be adapted to the particularities of each country’s economic and social context. Green Jobs policy strategies can be approached through a **sectoral focus**, which helps to identify the relevant stakeholders, resources and risks.

Social Dialogue

Social dialogue can help to ensure that **green jobs** are also **decent jobs**.

Social dialogue includes all types of negotiation, consultation or simply exchange of information between, or among, representatives of governments, employers and workers, on issues of common interest relating to economic and social policy. It can exist as a tripartite process - with the government as an official party to the dialogue, or it may consist of bipartite relations only between labour and management (or trade unions and employers' organizations), with or without indirect government involvement. Consultation can be informal or institutionalized and often is a combination of the two. It can take place at the national, regional or enterprise level. It can be inter-professional, sectoral or a combination of all of these.

The main goal of social dialogue itself is to promote consensus building and democratic involvement among the main stakeholders in the world of work. Successful social dialogue structures and processes have the potential to resolve important economic and social issues, encourage good governance, advance social and industrial peace and stability and boost economic progress. In addition, social dialogue offers a mechanism to maintain the commitment and engagement of all necessary stakeholders.

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II. Integrating Green Jobs into the UNDAF Programming Process

A Green Jobs approach includes economic, social, and environmental pillars. It can therefore be integrated at all stages of the UNDAF preparation cycle as a cross-cutting theme. This section proposes steps that can be taken and strategies that can be promoted, organized around the four main stages of the UNDAF development process. The table below summarizes the stages of the UNDAF process, the entry points for integrating Green Jobs into UNDAFs, and case studies on how this can be done.

Stages of the UNDAF Process	Steps for the integration of Green Jobs into UNDAF	Examples/References
A. Road Map	Identify existing national and international assessments on Green Jobs	<ul style="list-style-type: none"> UNEP/ILO <i>Green Jobs: Towards Work in a Sustainable, Low Carbon World</i>
	Organize or identify an existing institutional body that deals with employment and can ensure the participation in discussions on Climate Change and the Green economy	<ul style="list-style-type: none"> Social Dialogue Round Tables in Spain Stakeholder commissions for UNFCCC, Kyoto Protocol, Clean Development Mechanism, National Environmental Action Plans, or World Bank Country Environmental Analysis
B. Support for Country Analysis	Conduct a country study on the links between employment and the environment including employment-related climate change risks and Green growth/New Green market opportunities	<ul style="list-style-type: none"> GHK/ILO Practitioners Guide to Assessing Green Jobs in Low-Income Contexts Dy-SAM in Indonesia
C. Strategic Planning: UNDAF Formulation, Programme, and Project Preparation	Include relevant stakeholders of the world of work in deliberations over UNDAF Environmental Priorities and Outcomes to set the foundation for “Just Transitions“	<ul style="list-style-type: none"> <i>A Green and Fair Future: For a Just Transition to a Low Carbon Economy</i>
	Utilize UNDAF outputs and programming to strengthen the human, technological, and knowledge resources necessary for Green Jobs promotion	<ul style="list-style-type: none"> China UNDAF Results Matrix (2011-2015) Green Skills Government Policies in Indonesia
	Consider sectoral strategies in UNDAF outputs and action plan	<ul style="list-style-type: none"> Oil Shale and Estonian National Energy Technology Programme
D. Monitoring and Evaluation	Prioritize local accountability to maintain responsiveness to local interests and local commitment	<ul style="list-style-type: none"> UNDP Vulnerability Reduction Assessment

A. Road Map

The development of an UNDAF begins with the elaboration of a road map which is prepared by the UNCT and the government coordinating body. This map must be aligned to the national development process and reviews existing joint or collaborative UN frameworks and strategic partnerships. National stakeholders are involved in the process and, together with the UNCT, agree on a consultative process for the subsequent steps of the UNDAF preparation.

At this stage, two strategies may help UNCTs to mainstream a Green Jobs approach:

- Identify existing national and international assessments on Green Jobs.
- Organize or identify an existing institutional body that deals with employment and can ensure the participation in discussions on Climate Change and the Green economy.

1. Identification of existing Green Jobs

A survey on the state of the national Green Jobs environment can help to identify the importance of employment in the Green Economy in a country, its potential for growth, or its relative weakness in particular industries. It can also be used to identify how a Green Jobs approach would impede or support national development processes.

To date, few international organizations or national governments have begun such surveys. However the ILO has carried out a range of country-level analyses through the UN-wide Green Jobs Initiative and has undertaken partnerships with 16 developing countries through its Global Programme on Green Jobs.

Furthermore, UNEP and the ILO collaboratively produced the report *Green Jobs: Towards Decent Work in a Sustainable, Low Carbon-World*. This document provides national-level measures of green jobs that currently exist in key economic sectors, as well as estimates for future green employment.

A comprehensive list of institutional resources and existing research can be found on the ILO Green Jobs and the UNEP Green Economy website:

ILO: <http://www.ilo.org/greenjobs>

UNEP: <http://www.unep.org/greeneconomy>

2. Organization or identification of an institutional body dealing with employment that can ensure the participation in Green Jobs discussions

The development of a Green Jobs strategy requires the participation of a broad range of actors notably employment ministries, workers and employers organizations.

It is advisable to build on consultative bodies that have already been created in order to avoid redundancies. For example, many countries have established stakeholder bodies to oversee the implementation of the United Nations Framework Convention on Climate Change, the Kyoto Protocol, the Clean Development Mechanism, National Environmental Action Plans or World Bank Country Environmental Analysis.

However, these bodies often do not include representatives who can address concerns and needs related to Green Jobs creation such as workers and employers organizations. A list of potential partners can be found on the ILO Green Jobs and the UNEP Green Economy website:

ILO: <http://www.ilo.org/greenjobs>

UNEP: <http://www.unep.org/greeneconomy>

First, UNCTs should ensure that representatives of labour, business and education, both inside and outside of government, are included in stakeholder planning discussions.

Second, such stakeholder committees should be sensitized to the employment and economic opportunities as well as effects of environmental conservation practices.

As part of the UNDAF process, these committees may be included in an ad-hoc consultative group, instead of being organized as a permanent Thematic Group for the UNDAF process. The experience of social dialogue round tables in Spain is a good example.

Social Dialogue Round Tables in Spain

In 2005, round tables on social dialogue were set up in Spain to guarantee the participation of social partners in the implementation of the Kyoto Protocol. The main objective was to design the national emissions rights assignment plan (PAN) and monitor its effects on competitiveness, employment, and social cohesion. Actors involved in the process evaluated the round tables as very positive and key for information sharing, raising concerns, evaluating of the impacts on competitiveness and jobs, participation of the industry and unions in the climate debate, and detection of alerts regarding possible conflicts.

Source: ILO Green Jobs Policy Brief: Why Green Employment and Green Labour Market Policies?, September, 2010

B. Support Country Analysis

To integrate a Green Jobs approach in the country analysis phase, the UNCT should identify whether a country has previously undertaken a Green Jobs study or partnered in an international assessment such as the ILO/UNEP Green Jobs Initiative, and whether local stakeholders are currently exploring Green development opportunities. This can be built on the entry points from the guidance notes on *Integrating Climate Change Considerations in the Country Analysis and the UNDAF (2010)* and *Mainstreaming Environmental Sustainability in Country Analysis and the UNDAF (2009)*. If no such study exists a Green Jobs assessment should be conducted to identify the employment-environment link and related climate change risks and opportunities for Green growth and/or new Green market opportunities. This can be done based on ILO's proposed Green Jobs methodology or through a multi-method, multi-level, participatory analysis.

Integrated multi-method, multi-level, participatory analysis

Studies on Green Jobs identify the effects, risks and opportunities arising from the environment and climate change and their implications for employment. Such an analysis should be conducted in partnership with the

country's government, private sector, and civil society stakeholders. The Dy-SAM analysis in Indonesia offers an example of this type of analytical method.

Dy-SAM in Indonesia

In 2009, as part of a Fiscal Stimulus Package implemented by the Indonesian government, the ILO was contracted to provide technical assistance on increasing government capacity to evaluate the impact and cost-effectiveness of government investments on employment, target groups, and poverty. The result has been the development, in partnership with various Indonesian government and civil society stakeholders, of a Dynamic Social Accounting Matrix based on time series data and input-output analysis. The evaluation system is now being expanded to analyze Green Jobs policies and their effects on employment and climate change reductions.

Source: ILO Regional Office in Jakarta

However, the identification of effects, risks and opportunities depends on the quality of studies a country may have on Green Jobs and the level of awareness of the stakeholders. Among the 16 countries participating in the ILO Global Programme on Green Jobs, there is variation in the length of the partnership, the country's prior engagement with a Green Jobs approach, and the quality of domestic bureaucratic capacity.

When existing analyses are insufficient, a more comprehensive assessment of Green Jobs should be undertaken, bearing in mind the challenges that may

exist in developing countries. In comparison to higher income countries, the relevant technologies may be less sophisticated, the economy may be largely informal, and agriculture may constitute a more dominant sector than industry or services.

International best practices can offer some guidance. In 2010, the ILO worked with GHK Consulting to pilot an assessment of Green Jobs in Bangladesh and a practitioners' guide for Green Jobs assessment in a low income context. The work addresses many of the distinct challenges of Green Jobs evaluation in the context of developing countries.

GHK/ILO Practitioners Guide to Assessing Green Jobs in Low-Income Contexts

In 2010, the ILO contracted GHK Consultants to develop a model for evaluating Green Jobs in low income countries. First, recognizing the context-specific nature of labour institutions and production technologies, the model advocates a collaborative approach to defining 'green and decent' employment, including both local experts and local policymakers. Second, in order to more accurately estimate the current structure of direct and indirect environmentally-sustainable economic activity and project the conditions for future growth, the guide encourages a range of methods. This includes stakeholder interviews and consultations, facilitated workshops, expert reviews, and input-output modelling. Finally, due to the prevalence of indecent work and weak regulatory mechanisms, assessors are encouraged to focus on 'core' environmentally sustainable jobs and gaps in decent work conditions.

Source: GHK International, www.ghkint.com

C. Strategic Planning: UNDAF Formulation, Programme, and Project Preparation

In the third stage of the UNDAF development process, the UN system, the government and relevant stakeholders must determine which national development priorities are appropriate for UN action through a strategic prioritization exercise. Together with the country analysis, this forms the basis of the UNDAF results matrix which lists a set of outcomes to support each national development priority.

At this stage, several strategies can be adopted to integrate Green Jobs into the UNDAF:

- Include workers and employer representatives in deliberations over UNDAF Environmental Priorities and Outcomes to set the foundation for “Just Transitions”.
- Utilize UNDAF outcomes and programming to strengthen the human, technological, and knowledge resources necessary for Green Jobs promotion.
- Consider sectoral strategies in UNDAF outputs and action plans.

1. Integrate consideration of Green Jobs opportunities and Just Transitions in UNDAF environmental priorities

The *UNDAF Guidelines for Mainstreaming Environmental Sustainability* suggests that during the prioritization exercise UNCTs emphasize synergies between environmental sustainability and other development priorities (Entry Point 4.3.1). Participants in the exercise should also consider, at this stage, how a shift towards greater environmentally sustainable activities can be driven by green jobs opportunities at the same time as it will impact workers, both in rising and in declining industries. The concept of a ‘just transition’ involves policies and programmes that enable workers to shift towards environmentally sustainable economic activity, while minimizing job

dislocations and gaps in labour skills. Stakeholders who could drive the opportunities or will be affected by the shift to sustainable industries, namely labour and labour ministries, should be present during the prioritization exercise. Furthermore, the UNCT should encourage participants to explore whether future priority industries will require new skills, what existing industries will be constrained by new environmental regulations, and how “decent” the work in emerging Green industries will be. Though oriented towards the British context, [*A Green and Fair Future: For a Just Transition to a Low Carbon Economy*](#) is a valuable reference document.

2. Promote the development of Green Jobs in UNDAF results matrix

The green jobs opportunities and transition risks that have been identified in the previous stages can be operationalized in the formulation of the UNDAF outcomes. This can be achieved, for example, by creating an outcome focusing on the development of skills, conducive labour markets and employment policies production technologies and government

regulations. These resources are necessary for the creation of Green Jobs which entails the generation of new markets and shifts across industries. The 2011-2015 UNDAF results matrix for China is a useful example, illustrating how policies to enhance adaptive capacity and reduce vulnerability can be presented in an UNDAF.

Section of the China UNDAF Results Matrix (2011-2015)

UNDAF Outcomes 1: Government and other stakeholders ensure environmental sustainability, address climate change, and promote a green, low carbon economy.

Outcome 1.1: Policies and regulations are strengthened to create a green economy

Output 1.1.1: *Enhanced government capacity* to promote a low carbon economy through energy efficiency, renewable energy, and technological innovation.

Output 1.1.3: *Government policies, and public and private enterprises*, contribute to the creation of a green economy and green jobs

Outcome 1.2: Policy and implementation mechanisms to manage natural resources are strengthened, with special attention to poor and vulnerable groups

Output 1.2.2: *Government capacity to conserve biodiversity and ecosystems is enhanced, and communities are empowered* to increasingly benefit from the development of eco-based livelihood resources.

Transitions are often difficult because of the technological changes necessary for the development of green sectors and because of new global or national regulations. Workers must understand how to use new technologies and how to operate within new regulatory systems. Changing demands will create new jobs.

In the case of Indonesia, the implementation of a national regulation on Environmental Impact Assessment (AMDAL) led to the need for consultants.

Alternatively, the recycling industry in Indonesia offers profit opportunities and requires knowledge of industrial waste management, but is not regulated. In both cases, new employee skills are necessary. The Indonesian government has taken a number of innovative steps to increase the adaptive capacity of the national workforce, both through training programmes and through new labour competency standards.

Green Skills Government Policies in Indonesia

Climate Field School for Farmers: In 2002, the Indonesian Ministry of Agriculture initiated the Climate Field School for Farmers programme at the district level to increase farmers' capacity to use climate forecasting information in their work. The schools, now implemented in over 100 districts across Indonesia, increases the farmers' knowledge of climate change, technical capacity to interpret climate and weather data, and use this information in decision-making. Beyond the educational programme, the ministry also monitors the application of new information and surveys farmers to be able to refine the curriculum according to farmer needs.

Indonesian Standard and Registration for Environmental Competency: In 2009, the Indonesian Ministry of Labour initiated a system of competency standards showing the minimum competency required for certain professions in the environmental services sector, including GHG emission validators, motorized vehicle emissions accountants, and environmental auditors. These competency requirements have been codified in various industry-specific decisions by the Ministry of Environment.

Source: ILO (2010) Skills for Green Jobs in Indonesia

3. Consider sector strategies in UNDAF outputs

UNCTs have the flexibility to only specify outcomes in the UNDAF results matrix or to expand these to outputs. If the latter course of action is selected, outputs could be organized around a sector (e.g.: energy, forestry, agriculture, transportation, etc.). This is particularly effective with an UNDAF that focuses on

economic development and would lead to the creation of a coherent and multi-faceted output.

In the UNDAF for china, Output 1.1.1 illustrates how a sector-based output can be organized around environmental sustainability, in this case focusing on the energy sector.

<p>Outcome 1.1. Policies and regulations are strengthened to create a green economy.</p>	<p>1. Enhanced Government capacity to promote a low carbon economy through energy efficiency, and technological innovation.</p>	<p><u>1.1.1</u></p> <p>UNDP will work with the National Development and Reform Commission (NDRC) to develop End User Energy Efficient Programme (Phase II), and work with the National Energy Administration (NEA) to develop a biomass pellet system and work with the Ministry of Science and Technology (MOST) to promote innovation, deployment and diffusion of energy efficiency and renewable energy technologies.</p> <p>UNIDO will provide targeted advice to relevant Government bodies on the strengthening of sustainable development policy and regulations.</p> <p>UNESCO will work with Chinese Man and Biosphere (MAB) National Committee, Chinese Academy of Sciences (CAS) and Nature Reserve Management Committee in implementing renewable energy schemes with a focus on biosphere reserves.</p> <p>UNCTAD will provide policy advice to relevant Government bodies on the trade implications of the emerging post-2012 climate change regime.</p> <p>UNWTO will seek to work with national counterparts to promote investments in energy-efficient tourism and the use of renewable energy resources.</p>
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A Sector-based Green Jobs strategy is most likely to attract the interest of domestic stakeholders when it is built on existing development priorities and key environmental challenges. Often, key industries and key environmental challenges overlap in the process of development of a country. These are ideal entry points for UNDAF outputs. Furthermore, such sector-based strategies should consider opportunities across the full value chain, from basic commodity production to consumption. Such an inclusive strategy will also help to

attract a wider set of stakeholders. Educational institutions, labour unions, and corporations are examples of key stakeholders to ensure that the necessary workforce skills are present in order to expand Green sectors.

The Estonian National Energy Technology Programme provides an illustration of how a range of domestic stakeholders and programmes can be organized around a sector-based Green Jobs programme.

Oil Shale Production and the Estonian National Energy Technology Programme

In 2007, the National Energy Technology Programme highlighted sustainable development of the oil shale end to end value chain as a key objective. The key development areas in the total oil shale process are mining, chemical processing, combined power and heat production and waste remediation. A range of domestic actors are taking part in efforts to strengthen the industry. First, numerous educational stakeholders have created or expanded Bachelor's, Master's, and Doctoral level studies in dangerous waste management, oil shale mining, and processing and waste remediation. The programmes have been developed in collaboration with private corporations. Though in their early stages, these coordinated efforts to reform this dominant industry have been showing signs of success. Other countries are requesting consultation from Estonian companies and graduates of the new university programmes are being hired into Estonian firms.

Source: ILO Skills for Green Jobs Country Report: Estonia

D. Monitoring and Evaluation

Monitoring and Evaluation (M&E) constitute a key component of the UNDAF process. Stakeholders should be involved in this phase as they will remain in the community after the completion of projects. This is particularly important in the case of Green jobs. Despite the importance of foreign and expert-based resources for the integration of renewable energy technologies and new production strategies, these projects must be sustained by the local community especially since the effects of the implementation of the various components of a Green Jobs policy - from skills development to technology adoption - emerge in the long-term. To anticipate short-term losses, effective M&E around Green Jobs policies should therefore be promoted.

Prioritize local accountability to maintain responsiveness to local interests and local commitment

The appropriate organizational structure for the governance of a policy on Green Jobs will vary by sector and by country. In some contexts, particularly in agricultural communities, the cooperative governance structure has proven to be an effective means to maintain business autonomy and leverage cooperation.

In other contexts, local development councils have been more effective. An essential addition to these governance mechanisms is the use of evaluation tools. The international community has already developed a wide range of tools to this end. The UNDP Vulnerability Reduction Assessment framework is a useful example.

UNDP Vulnerability Reduction Assessment

The Vulnerability Reduction Assessment (VRA) approach is UNDP's monitoring and evaluation framework for climate change adaptation projects at the community, subnational, and national levels. It has been implemented in a growing number of local initiatives, with funding from the Global Environment Facility. It is designed to measure the changing climate vulnerabilities of communities, and to be comparable across vastly different projects, regions, and contexts, making it possible to determine if a given project is successful or unsuccessful in reducing climate change risks. The VRA can be compared to a guided participatory rural appraisal (PRA), focusing on community perceptions of vulnerability to climate change and capacity to adapt.

*For more information, please contact the Green Jobs Programme of the International Labour Organization
<http://www.ilo.org/greenjobs>*