



Capacity Building Course For the Formulation of Public Policies In the Traditional Brick Sector¹

Policy Advocacy Network for Latin America
for Clean Brick Production

(PAN LAC)

[Also Available in Spanish; Original in Ingles]

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Background for this Course and Terms of Reference

This Capacity Building Course terms of reference complies with both Deliverable 7 and Deliverable 8, which was listed under contract with IGSD as:

7. Elaborating a draft capacity building course for the PAN LAC aimed at technical experts and policy makers, taking into account existing efforts of capacity building in the region and Training Nodes for Latin America and Training Manuals which will be developed under a different work stream under the “Mitigating Black Carbon and Other Pollutants from Brick Production” Initiative;
8. Completing the Capacity Building Course and Holding it for at least 15 national and sub-national representatives from the region;

Compliance with Deliverables 7 and 8 was achieved in combination of several products prepared and delivered during prior project implementation. An initial brick kiln policy workshop was carried out in October 2014 in Cusco Peru, implemented in collaboration with Swiss Contact, one of the implementing partners of the CCAC’s Bricks Initiative. At that time, draft contents of this public policy course were developed and utilized in the design of the course held in Cusco. This draft design and pilot traditional brick kiln public policy course was implemented in a one-day side event format during a broader workshop focused on technological innovations in traditional brick production, hosted by Swiss Contact.

This was likely the first course of its kind focused *entirely* on public policy challenges and tools for transforming the traditional brick production sector. Other courses on traditional brick production have been held over the last several years focused on technical aspects of traditional brick production, including for example, clay mixing, fuel efficiency, mechanical production, kiln design, burning techniques, drying and cooling technique etc. These courses may have invited or included discussions with public officials, however to date and to our knowledge, no courses had been designed specifically to address the public policy dimensions of traditional brick production. The course developed by the CCAC’s PAN LAC provided precisely this novelty.

At the Cuzco workshop, attended by some 50 national and international participants,² which was initially was designed as a more “traditional” event focused on technological innovations to help reduce environmental impacts of brick production, CHRE/CEDHA was invited to hold an “extra” day side event devoted solely to public policy issues. That one-day policy focused session served as the draft elaboration of this present Course Design document (Deliverable 7). The conclusions of this one-day workshop and the draft course that derived from its design, were then adopted and the content refined to carry out a specific training session in April of 2015 in Maule Chile (delivered to 60 participants—national and international),³ based on the Course Design now being presented in this document. Following the April course delivered in Chile, the Course Design was revised and finalized in compliance with Deliverable 8.

² Participants in the Cuzco Public Policy Capacity Building Course included some 50 Personas, including from Argentina, Bolivia, Chile, Peru, Ecuador, Colombia, Brazil, and México.

³ The participants in the Maule Public Policy Capacity Building Course included public official representatives and advisors from national ministries from Mexico, Guatemala, the Dominican Republic, Colombia, Brazil, Peru, Chile, Paraguay and Argentina. Legislative representatives were also present (from Paraguay). Technical and thematic experts (on technology, health, labor, finances) from various countries attended. Several high level authorities also attended the workshop including, the Vice Minister of Environment of Chile, the Governor of the State of Maule Chile, the Head of the UN’s CCAC, the Regional head of Environment of Maule, as well as local municipal authorities. Representatives from international agencies including the World Bank and the Pan American Health Organization, also attended and participated as panelists in the event. Several local producers also attended the event. Representatives from local and foreign NGOs were also present.



We should also note that funding under this initiative was made available ONLY for a single workshop, while in actual implementation TWO workshops were carried out, the *initial* workshop in Peru, which leveraged funding available through other partners, and the *second* workshop in Maule, which was charged to this initiative.

Objective and Overview

This Capacity Building Course is aimed at promoting clean brick production by providing member countries instructive guidance to identify bottlenecks and opportunities to develop *public policy* to address the governance of the traditional brick production sector, and specifically to introduce transformative policy to promote social and environmental efficiency gains in the sector, with the ultimate objective of reducing environmental contaminants such as black carbon and other short life climate pollutants.

This final draft of the model public policy capacity building course was prepared following the experiences gained during testing of the material, one in a workshop environment in Cusco Peru at the end of 2014 and later in Maule Chile in 2015. Both courses were conducted by Climate and Clean Air Coalition partners, including the Center for Human Rights and Environment and Swiss Contact. The Peru course was in the form of a side-event at a broader conference on evolving technologies in the traditional brick sector, while the other was a capacity building workshop for public policy for the brick sector, held by the CCAC's PAN LAC Network for Latin America in Chile.

The course design is in consonance with the objectives and purpose of the Climate and Clean Air Coalition's *Policy Advisory Network for Latin America for Clean Brick Production (PAN LAC)*, which is similarly to bring together public officials and other brick production experts to identify gaps and opportunities to improve the efficiency and reduce the social and environmental impacts of traditional brick production. The course is designed to provide the space for public officials, traditional brick producers, technical experts and other interested actors and stakeholder in brick production, from diverse countries (in this case in Latin America), to come together to discuss public policy barriers and opportunities and best practice being carried out in other countries to address some of the more salient social, economic and environmental problems with traditional brick production.

Links to other CCAC Bricks Initiative Activity

While not specifically addressed in this course design, the course can be considered in compliment to other tools that have been developed by the CCAC to address the traditional brick production sector, and that are available to members of the CCAC and to the general public. This includes training material for brick producers, environmental measurement techniques, commercial/business information about the sector, as well as other materials that address traditional brick sector. More information about CCAC initiatives related to brick production can be found at:

<http://www.unep.org/ccac/Initiatives/ImprovedBrickProduction/tabid/794080/Default.aspx>



Specifically, these tools include:

1. *Training Nodes / Training Manuals*, already being piloted in Colombia, Mexico, Peru and Chile and Brazil to develop a common understanding and comprehensive guidance on technologies that reduce SLCP emissions from brick kiln production. More information on Training Nodes at:

<http://www.unep.org/ccac/Initiatives/ImprovedBrickProduction/TechnologyTrainingNodesandTrainingManuals/tabid/794082/Default.aspx>

2. *A Study of the Business Case for Brick Production*, involving the development of the business for the complete chain of artisanal brick production – from gathering raw materials, labor organization, production processes, and distribution channels, to the final sale. More information on the Business Case:

[INSERT WEB LINK]

3. *A Market-Based Pilot Project*, aiming to implement an integral kit of policies, including command and control measures (relocation, emission standards, construction regulations, etc.) as well as economic instruments (social aid programs, credit, subsidies, technology transfers, fiscal exemptions, emission market schemes) and market instruments (labeling, certification, public information, public purchases). Pilot efforts would include working with city or local governments and private or industry sector entities to promote a cleaner production and possibly the certification of bricks. More information on the Market-Based Pilot Project:

[INSERT WEB LINK]

4. *A Climate Accounting / Measurement Tool*, being developed in Colombia to help characterize the brick-making sector at the country level, allowing policy makers to make first order assessments of problems related to brick production. More information on the Climate Accounting Measurement Tool:

[INSERT WEB LINK]

It will be important to the conclusions anticipated in this proposed *Capacity Building Course* specifically focused on public policy, to consider the availability of these studies and best practice tools not only to be included in the form of modules added to this course as well as in the form of information to contribute to the course, *but also* as tools that can be placed into action (such as technical training) in the strategic planning and implementation of any resulting public policy strategies and implementation programs that might derive from the realization of a Capacity Building Course designed with these terms.

This public policy Capacity Building Course is an important tool to address the “public policy” dimension of addressing the contamination from traditional brick production. It should nevertheless be considered in a broader context of an “integral” approach to the sector that would also include (in addition to policy elements), training on technology, waste management, economics, marketing, environmental controls, etc. More information about these tools can be obtained at:

<http://www.unep.org/ccac/Initiatives/ImprovedBrickProduction/tabid/794080/Default.aspx>



Setting Course Objectives

Before holding or designing a public policy workshop or course to address policies in the traditional brick production sector, it is important to set out with an appropriate objectives for the course. We recall that this course *is not* about training brick makers on how to introduce better or more efficient “technologies” for cleaner brick production. Other courses offered in other strands of the CCAC’s activities can and do provide such training.

This course should focus specifically on *public policy*, and should be geared to assist public officials both to identify the key dynamics and characteristics of the traditional brick production sector and understand what their specific jurisdiction is in the sector, as well as to spawn ideas and offer assistance for public officials as to how they can use policy instruments to address the challenges they face in the sector.

The organizers of the course should be clear about the course objectives, and design (or seek assistance to design) a course to meet those objectives. Some of the possible objectives to set out for such a course might be (one or more may apply to a given course):

1. To register the key dynamics of the sector; for example, understanding where brick producers operate and when, how they operate and what consequences the sector entails on social and environmental levels and finally, where are the points of intersection between the public official’s domain of action and the sector;
2. To share and exchange experience on the evolution and design of public policy related to traditional brick production and how these policies can affect production models; for example, how mandating certain kiln designs in conjunction with air quality standards can help compliance with air quality laws;
3. To provide an opportunity for actors in the sector (public, private, civil society, etc.) to meet, exchange experiences, identify barriers and share ideas and define priorities for policy advancement;
4. To identify the different public policy jurisdictions involved in the sector and leverage interest and action from different ministries and public agencies to address sector impacts and dynamics; for example, bringing together public officials from environmental, health, labor and production ministries to develop a cross-sector approach to address the social and environmental impacts of traditional brick production;
5. To help identify priorities and key areas where public policy can engage specific social and/or environmental problems in the traditional brick production sector; for example, the course may help environmental officials identify how best to approach the establishment of regulations for brick ovens or how best to carry out point- control intervention for measuring emissions from brick ovens, or it may be to develop specific public policy and financing programs to introduce design changes to traditional ovens (adding a chimney or improving fuel consumption efficiency through adding blowers);
6. To identify policy gaps in the sector so that public officials can set out to develop new policies to cover those gaps; for example, in the event that traditional brick producers are not regulated, the course could be directed to develop a regulatory framework for brick oven emissions, locations, labor standards, waste management, etc.



7. To inspire the development of policies, programs, as well as other policy choices that can be implemented in the sector locally, regionally, or nationally;
8. To develop a broad national traditional brick production strategy; for example, the course might bring together high level officials and technical experts from the Environment, Health, Labor and Production Ministries and use the opportunity to lay out the key priority and intervention areas and set out a sector strategy for the next 3-5 years, also establishing how the ministries will collaborate and divide up actions and responsibilities as well as identify financing commitment to invest in the sector.

Which objectives will be most relevant for your course will depend on the particular circumstances and dynamics of the sector you are engaging with.



Participants in the course exchange ideas on the development of a National Strategy for Chile's Traditional Brick Sector



Identifying Participants and Trainers

This *Capacity Building Course* on public policies in traditional brick production is intended to engage public officials, empower their own engagement with the sector, build their knowledge, leverage their jurisdictional power, address gaps in their mandates with a view to filling those gaps where possible, and overall, to assist public officials to more efficiently address the social and environmental impacts of traditional brick production. As such it is important to extract “participants” from the various levels of the public administration that are in a position to engage and leverage change in the sector. This might include national authorities, but it may also imply engaging the participation of public officials from local or regional governments as well.

It is often the case that a single ministry or public agency may have been historically assigned to address brick production. For example, in several Latin American countries, brick production is considered to be a “mining” activity, and as such, a mining ministry may have primary public policy oversight of traditional brick production. However, the ministry’s intervention may be more oriented to determining land-use and permitting, than it is environmental or social impact regulation, monitoring and control. As such, certain ministries, which “should” be engaged with the sector, may not be. More recently, due to the growing awareness and concern of the contamination deriving from traditional brick production, the activity may have become a priority of an environmental ministry attempting to improve overall air quality. In one country in the Latin American region, the labor ministry has recently become active in addressing brick production due to the persistent problem of the use of child labor in the activity of because of the concerns over working conditions for the elderly. This underscores the importance of reaching beyond traditional ministries to engage the traditional brick production sector.

Some examples might include: environmental agencies, mining authorities, public officials that address and are responsible for land use decisions, public officials addressing climate change dynamics, or air quality standards, health and labor agencies, human rights agencies, small business promotion agencies, economic production officials, finance agencies, and these may derive from local, provincial, and national levels.

International agencies can also bring technical and policy expertise from around the region and from other regions of the world to local discussions. Work on addressing the social and environmental impacts of brick production has recently been taking place in Asia, Africa, Latin America, and Europe (particularly Spain). Each of these regions has valuable insight to the challenges of developing policy solutions for the sector. International agencies that might be approached include the World Bank, the Pan American Health Organization, the United Nations Coalition for Climate and Clean Air (CCAC) and others.

Participants in this course can also include pertinent civil society organization (working on environmental or social issues, labor standards, finance, small business, microcredits, etc.), brick producers, sellers, commercial entities, and other interested actors. Civil Society groups, including members of the CCAC have engaged brick producers around the world, and have a plethora of experience in Asia, Africa and in Latin America, which can provide experience and a diverse set of ideas for solutions to many of the challenges that are likely to arise in nearly any policy discussion about modernizing the traditional brick production sector. *For a list of actors that can be invited to attend and contribute to a course on public policy for the brick sector, please contact the CCAC Secretariat at: ccac_secretariat@unep.org.*



A diverse set of participant actors will add to the diversity of policy perspectives to address the sector, both helping inform public officials about different view points and dynamics, but also providing information about the sorts of incentives that will be needed in order for public policy to be most effective, incisive and inclusive of the various dimensions that are pertinent to the sector (environment, labor, business, human rights, etc.). They can also provide knowledge of practices that have already been tested in diverse settings as well as evaluations of the successes and failures of these policies. The wide-based engagement of the broadest sector of relevant actors will ensure a more robust understanding of the varying public policy dimensions that may have to be addressed or that may need to be prioritized in order to effectively address the sector.

The identification of the ideal set of participants in such a course will vary in each case, by country, by region, and by locality. Likewise the effective identification of the ideal set of actors that should engage in the course will also depend on the capacity of the organizers to identify these actors, as well as on the availability of these actors to attend the course both do to financial, temporal as well as logistical constraints that may apply in each case. The CCAC has a extensive list of contacts and experience in engaging with diverse countries, regions, experts, and levels of technology and can provide references to interested governments to identify a solid set of actors that can provide the necessary training expertise to design an appropriate course for local public officials.

Course participants as well as trainers need to reflect the proper diversity of expertise to address and work towards meeting the objectives of the course. One key consideration is that public officials tend to relate best to *other* public officials of similar rank that not only have gone through the processes of transformation, but that face or have faced similar political challenges and addressed them in their day-to-day practice. It is not the same, nor does it have the same effect, for a public official to hear about sector transformation from a technical consultant, than it is to hear stories of change and see examples of successful policy from peers in other countries or jurisdictions. For this reason it is important that the course draw as much as possible from experienced public officials that have been in similar situations and that have engaged on change successfully in the sector.

Participants may be extracted from a national pool, or can more ideally also include a variety of actors from a diverse set of countries and/or from a variety of localities and types of actors of the host country. Ideally *both* international *and* national actors would be present, allowing for participants with little experience in the sector to visualize *how* a national brick sector strategy and discussion, or the particularities of brick sector policies, could come together and, be developed and implemented in their own country. It also allows international experts the opportunity to share their knowledge and identify end-users of this knowledge in both a national and international context for eventual replication. Finally, the mere presence of such a diverse set of local and international actors helps strengthen the basis of the network tools (such as the PAN LAC network) devised precisely to lend this sort of cross-country and cross-regional advisory assistance to interested national actors.



Participants should be encouraged to:

1. Learn of and bring copies of local and national laws and policies in their countries that regulate the traditional brick production sector, including laws on air quality, land-use, mining (if applicable), principle public policies, industrial policies, etc.)
2. Be prepared to present their country's or regions' situation/state of affairs regarding the traditional brick production sector with key data regarding the sector and its characteristics;
3. Be prepared and willing to share their experience in the context of national discussions on needs, challenges, and opportunities;
4. Be prepared and interested in returning to their place of origin to implement reforms in the sector.



Technical Expert explains the properties and advantages of different types of clay to public officials and to brick producers.



Course Format, Subject Matter and Possible Extra Curricular Activities

Format

The Capacity Building Course proposed here is intended to be a two or three day event, include presentational information, case studies, methodology, model policy and actual policy previously implemented, science, and other materials and dynamics relevant to the traditional brick production sector with a view to provide a regional and global sector policy evolution overview to inform the public official participants in the course.

The course can be presented as an *academic course* with closed participation or in a “workshop” manner, with a broader audience and participants. Both options have benefits and drawbacks. A more closed format allows for more precise targeting of content and direction towards objectives, as well as for more frank policy discussion addressing public sector limitations, but at the same time limits the diversity of input and exposure. A more open format allows for a broader base of input exposing the participants to a more diverse set of issues and viewpoints but may result in less willingness of public official participants to lay out the more sensitive political hurdles they face in engaging the sector.

We must not lose sight in this choice that the ultimate objective is to inform policy makers. In the cases where the format chosen is more “open” in nature, allowing for public participation of a diverse set of actors “beyond” the realm of public officials, it should be remembered that the ultimate objective is to benefit public policy design and engagement and as such, the specific needs of public officials must not be undervalued or ignored in the choice of format and course design.

We recall that this is *not* course intended for brick producers (although they may be present and learn substantially from the course). It is a course to develop public policy and as such, the public policy focus should infuse each module and element of the course and should be the guiding thread between the sessions and for the outcomes.

The choice between openness and selective closure might be decided and given by the degree of advancement and capacity of the public officials in question. If the public officials already have advanced knowledge of the brick sector, then a more targeted and closed format may be more appropriate allowing public officials to direct their attention to a very specific target, for example, the development of regulations and/or methodology for monitoring emissions from a specific brick kiln design type. If on the contrary, the course is a “first” instance of knowledge collection, and is the first time the public officials are being exposed to specific dynamics of the traditional brick production sector, then a more open and broad-based format may be more appropriate, allowing for, and giving the opportunity to public officials, to have access to a wide variety of topics, issues, actors, stakeholders, etc. The two courses held so far by the PAN LAC network have focused more on this second type of course, and these terms of reference steer more towards this model.



Technical Content

The topics covered, particularly for introductory courses, should include enough traditional and technical information about traditional brick production to illustrate the state of the art of the sector, and allow for a comparison of the local sector's relevant position in relationship to this evolution, allowing public officials to understand where gaps, shortfalls, problems, advantages and opportunities may lie. The course should not be designed to critique local production, but rather to effectively place it in context, and in relationship to where the sector is evolving in other jurisdiction, countries and regions. This will help identify ways and areas where public policy can help drive transformation in the sector and make the local sector more efficient, more productive, less contaminating, more fuel efficient, more socially responsible and more commercially viable.

Social and Environmental Impacts

Without the need to go too deeply into technological explanations or review (which would be the topic of technical courses), during a public policy course it is important to cover topics that include information on key environmental and social impacts of specific technologies employed (especially ones in the local arena) and how they relate to public policy, but also offer capacity building on existing new technologies and techniques that can be utilized to reduce negative environmental and social externalities. The central idea of the course with regard to social and environmental impacts and public policy, is to identify where the traditional brick production sector intersects with public policy geared to address social and environmental impacts. Examples may be related to air contamination, solid waste management, mineral extraction, land use, health impacts, child labor or poor work environment, etc. A public official will be interested in seeing a general overview of what innovation in fuel burning look like (to see for example what a blowing device looks like or witness how different chimney designs spew smoke into the atmosphere), whereas a producer may be more interested in a course oriented on fine-tuning the fuel mix, or how to regulate air flow into the burning process.



Public officials visit brick production site to witness fuel-efficient blowers installed in traditional brick ovens.

Investment Needs

As public officials dig deeper and deeper into the world of traditional brick production and begin to identify the bottleneck and other hurdles faced by producers, they will eventually conclude that each policy option will probably require financial investment either in public policy capacity to monitor the evolution or for producers to be able to meet the technological needs implied by increased regulations and controls. The financial dimension of change is not the only dimension that is essential to achieve a transformation of the sector, but it is clearly an important one.

The design of the course should treat this dimension, and help public officials identify investment needs as appropriate by investment technology considered, and according to the realistic possibilities and opportunities for local producers (particularly small producers or cooperatives) to acquire such financing in the local market. Public officials should be exposed to low cost as well as more capital intensive technological innovation and investment options where they are realistic and ideally catered to the financial capacity of the local public and private financial sectors to meet and the realistic possibility that the investment and transformation might be achieved at a local scale. This may necessarily imply considering and reviewing existing local financial tools such as local private banks, or a national/region economic development bank, or brainstorming on designing/developing other financial tools and incentives to meet investment needs. To this end, course organizers should consider inviting local financial actors to participate in the course and to come prepared to help develop these financial instruments that will be necessary to underpin and accompany sector evolution. The “financial” dimension of policy reform is likely to be a key dimension for the effective long-term implementation of traditional brick production sector reform.



Policy, Regulations, Legal Frameworks and Incentives

A central focus of the course is undoubtedly identifying *policy reform opportunities*. We should be careful to not limit this discussion however to the jurisdiction of the existing public agency hosting the course, or that may be handling brick production at present. Oftentimes, a more diverse set of public institutions will have to be engaged to achieve deeper and more sustainable reforms. Knowledge of existing regulations and jurisdiction is important, and should be collected for the course by the organizers and participants should be invited to share information about their jurisdictional relationship to the sector. In many cases, ministries that may already be engaging the sector (a production ministry or an environmental ministry) may not be aware that another government sector is also engaged (health, labor, human rights, etc.). In other cases, a certain ministry, such as a health ministry, a labor ministry or a human rights agency, may be awakened to the issues that are pertinent to their jurisdiction, and convinced to engage in the future. The course will be more effective to the extent it is able to effectively identify a multiplicity of approaches and government sectors that can and are willing to engage to produce change.

Mapping out existing policy, leverage points, and/or possible incentives, monitoring techniques, and other policy tools, legal frameworks, etc. that can be employed to engage and leverage change in the sector might be a useful exercise in certain cases, particularly ones where engagement with the sector is nascent.

Best Practice

The course can benefit from the presentation of information of what *has* been attempted with either positive or negative results as well as an analysis of key lessons that have been learned in these cases, either in the host country or in another country. The course might present international efforts such as the activities and initiatives implemented by the CCAC or member countries to promote regional and cross regional engagement, communication and exchanges. Regional issues may also be included in a separate presentations or material, enumerating how regional approaches may differ either between regions, or between countries in a region, or between difference provinces of a country.



Jon Bickel of Swiss Contact reviews brick production evolution and technologies in Latin America

High Level Authority Participation in Course

A public policy course, particularly one implemented as a *workshop* event, should ideally be opened by a high-level governmental authority infusing and underpinning the course with the high-level political commitment necessary to display and communicate the host government's commitment and political support *and its political conviction* to achieving sector transformation.

In an open workshop environment, the presence of high-level authorities will draw public attention (including of media) and lend credibility and political resolve to other actors in government and in the private sector, lending credence to the eventual strategy developed for the sector. Ideally a high-level environmental authority (such as the Environment Minister) or the head of the Climate Change Agency (if one exists in the country) could participate at an inaugural session of the course (or workshop) thereby firmly emphasizing the political commitment for present and future reforms of the sector. Authorities will ideally announce committed financing in addition to political conviction for future planned activity.

Additionally, an equivalent high-level international agency representative such as the head of the UN's Climate and Clean Air Coalition (if such an agency is accompanying/supporting) the initiative should also speak at the inaugural session, lending international relevance, credibility and political importance to the subject matter and future planned programs.

In a closed format type of session, where only public officials are present, the highest institutional authority of the hosting institution may be considered as an opening speaker, lending the necessary importance and priority necessary to convince public officials participating in the course that their political leaders are behind the sort of political transformation that is implied and called on by the course and which they will be implementing in the future. The presence and announcement of internal leadership also sets the tone and



stage for the public policy reforms and programs that may derive from the course and the process of engagement in the sector.

The course opener might also consider the participation high-level actors from international financial agencies, or a representative from the national financial sector (such a public national financing agency) to express the financial/political commitment of key financial actors to underpin the transformational initiative as well as call attention to the existence of international assistance and guidance that may be necessary or desired for this initiative. Such participation sends an important message to the private sector, including local financial actors, that there is political commitment for the implementation phase of the strategy that is being developed for the sector. The participation of such actors throughout the course can also help keep the discussion in a realistic financial track, help develop accompanying financial instruments that are catered to the evolving policy options, and prepare a future path for local producers to obtain the necessary financing for implementing programs and activities.

In the case of open-format courses with broad-based participation from a variety of stakeholders, local media should be invited to the inaugural session, and a press conference would follow making a political announcement of the national government's commitment, any financial commitment from the financial sector and any international assistance provided for the initiative and to achieve the desired transformation of the sector.



National Chilean Authority presents at Inaugural Session of the Public Policy Course. Chile. April 2015

Leveraging Public Policy Change and Confronting Policy Challenges

This course is ultimately about developing effective *public policy* to address the social and environmental impacts of the traditional brick production sector, and hence, *public policy discussion* should infuse the content of the course and be a continuing guiding and unifying thread of the topics covered and presented.

One of the modalities of this course is to expose public officials to the diverse array of policies and issues that may come up and which may have to be engaged to properly address the social and environmental impacts of traditional brick production. Generally, government officials present at the course will indicate that *not all* of the appropriate ministries that should engage brick production, actually engage with the sector. This is typical in most countries where traditional bricks are still produced. Traditional brick production tends



to be an informal activity, and the contamination it produces is usually the result of failure of the pertinent agencies to engage with the negative externalities of the sector. In such cases, the sector suffers from the lack of attention of government officials, agencies, ministries etc. that should by monitoring, regulating, and guiding their activity but may not for a diverse set of reasons.

This public policy course for the traditional brick sector should serve to broaden the perspective and understanding of the participants (particularly of public officials) on these diverse sets of public agencies, officials, ministries, that might in the future engage with traditional brick producers. The public officials participating in the course can be the conduits to draw the attention of other ministries and agencies in the future. Hopefully an ample set of such officials from diverse ministries will attend the event, but more effort may need to be carried out in subsequent opportunities as these ministries and issues are identified.

Particularly when workshops focus on different technologies that can be used to transform the sector, the discussion may move away from the policy dimensions of the exchange. For example, public officials may be given training on the different type of kiln designs and their resulting levels of contamination. This discussion may focus on energy efficiency, costs of design, and differing levels of contamination, etc. However the underlying interest of the officials will likely reside in how to use public policy to get producers to switch from one design to another and whether a policy change for instance mandating a kiln design, will actually achieve the desired switch from the producers.

One way to keep the focus of the discussion on “public policy” through the changing topics (technical, finance, commercial, social, environmental, etc.) is to incorporate break-out sessions with targeted questions related to existing or desired “public policy” and the capacity to implement such policy, to address each issue. For example:

1. Does the existing law or regulatory framework that governs the sector cover the needs of the sector? Are changes in that regulatory framework likely to have the desired results? Can producers realistically implement these changes? Do they have the technical capacity? The financial capacity? The legal obligation?
2. What realistic technological innovations are plausible given the local state of evolution of the sector? How can public policy guide change and/or sector compliance with specific environmental laws (air quality regulations, land use laws, waste management, etc.)?
3. What laws, regulations or policies should be invoked to address existing gaps?
4. What public policy, legal or financial incentives would help producers shift to more efficient means of brick production?
5. Which ministries and what specific offices of those ministries should engage with the desired transformation?
6. How can control functions of the State improve labor conditions?
7. What tax, financial, or fines applied by the State might leverage change in the sector?

Throughout the course, the public policy angle must reappear and consistently address the challenges faced by the sector, relating these challenges to the various government agencies that engage or that have jurisdiction but may not presently engage with brick producers on different issues (air pollution, permitting, commercial licenses, health, labor, environmental, etc.).



Course assistants, moderators, etc. should be annotating along the way, each time public policy comments are made, and be particularly attentive to the conclusions of each session or module, in order to capture in the minutes and summaries, or reports of the course/workshop, the various public policy angles of the discussion captured from the debates, highlighting the conclusions drawn about public policy dimensions of the subject matter covered.

The course should offer the participants information about public policy experiences currently underway in different localities, in other regions, but must also bring local government into the discussion, either through presentations made by actual public officials at the local level or through space and time given to participants in the audience (from local government) to engage with presenters to offer their own experiences, frustrations, limitations, opportunities, etc..

Example country case studies, including two or three foreign experiences, and preferably some local experience can offer insight for this objective. If the host country does not have experience engaging the sector, a local official might be invited to deliver a local view of the current perceived state of the sector, even if that view may not be fully informed or researched. A mere description of the type of production and location of the production and the perceived risks and impacts, may be sufficient to spawn a more in-depth discussion or set forth a preliminary fact-finding agenda or initiative. A presentation by a local official can also provide the audience with an analysis of the policy framework that governs the sector (or that is perceived to govern the sector, reviewing for example, local environmental air quality laws, environmental waste, labor laws, commercial production standards, access to finance, etc.).

Audience members (particularly local level or other public officials) will be eager to engage with the discussion due to which ample time should be provided to presentations for audience engagement after the key presenters have completed their presentations. Short and few presentations are preferable to more extensive presentations, precisely to promote audience engagement.



Public officials from Latin America present their experiences in the brick sector and their proposed public policy solutions.

National Dynamics

This course will likely have the ultimate objective of influencing a specific country's *national* or *local* policy on addressing the social and environmental impacts of traditional brick production. As such the course will engage discussion specifically on the *local* dynamics of the sector with a view to build the capacity and/or create opportunities for local public official to identify and consider introducing new public policy to address these risks and impacts.

The course design may vary considerably depending on the existing level of understanding, capacity and previous engagement of public authorities in the brick sector. For courses taking place in countries with little or no previous engagement, or with public engagement that has not been able to address traditional brick production impact, the course will likely be oriented to exposing public officials to the current state of technological evolution of the sector in the country, the impacts of that state, highlighting technology limitations, barriers for innovation, as well as opportunities for essential transformation, from small scale technological interventions and capital investments as well as to large scale investments for large scale sector transformation. In such cases, there will likely be a number of small-scale investments or technological opportunities for quick impact, such as modifications to burning processes, fuel input variation, clay mix adjustments, extruder use, kiln design, etc. which can have an important small scale effect with many small producers, and which taken as a whole, can also have significant sector impacts in terms of reducing emissions.



For cases where there have already been advancements in public policy or sector transformation in the brick sector, such as the introduction of large scale production, or where there has already been progress towards the elimination of the most rudimentary and most contaminating kiln designs, there may be need for more targeted and specific policy innovations targeting very specific production regulations, technical specifications, emissions monitoring/measurements, etc. National circumstances will dictate the level of advancement in the materials presented.



Michael Paz, Peruvian local public official offers press conference to explain the scope of the brick sector technology course.



Site Visits

The power and importance of a site visit to a brick kiln site can be a transforming and inspirational experience and should be considered for all policy oriented courses for the traditional brick production sector. Actually *seeing* a kiln in operation, viewing the spewing smoke, viewing the process of mixing the clay, setting the brick in molds, seeing the technology used, watching the labor force in action, and understanding the tangible working environment of the activity can go much further than any material reviewed or transmitted to the course audience on paper.

Particularly for introductory courses, a site visit should ideally occur mid-stream during the course, or at least once the main topics have been covered providing participants some prior fundamental knowledge and background information of the sites and processes they will visit. A site visit would also ideally take place *before* the strategic or concluding sessions of the course are held, so as to permit the local site visit experience and learning that takes place to previously inform the course participants *before* they offer personal concluding input to the strategic product of the capacity building sessions.

The site visit is a fundamental part of the discussions around, and the development of, a national traditional brick sector public policy strategy or for the development of sector related public policy. Ideally organizers will have established contact with local brick producers prior to the event, and arranged for a site visit of participants to actual brick production sites that are functioning. This may or may not be possible during the season chosen for the course. If possible, the course should be scheduled for periods where brick kilns are in production. In some countries, seasonal weather changes do not permit brick production year round and kilns will close shop during long periods. Small, medium and/or large producers can be visited, with a view to provide workshop participants as broad and diverse a view as possible about the local methods, characteristics, challenges and opportunities of traditional brick production.

Ideally the visit will take place to the desired size of producer that will be engaged and addressed. It makes little sense for example, to take public officials that will be working with small family-unit producers to see a large-scale industrial establishment. Instead, taking public officials to visit both a small scale producer and a mid-sized producer, perhaps with a slightly larger kiln, or with mechanical extruders in use (as opposed to hand crafting of brick by the smaller producer), or to two kilns, one with a more efficient fuel burning system, would be more effective use of the site visit option.



Some of the objectives of the site visit that should inform the decision of where to visit should be:

1. To provide the public officials with hands on knowledge of the state of the art of local brick production;
2. To be able to compare technologies used by different producers;
3. To witness the benefits of proposed reforms that can be leveraged at scale;
4. To realistically understand the situation of local producers, identify hurdles, bottlenecks, limitations, etc. for reform.
5. To meet, engage with and establish relationships with local brick producers;

The site visit is an opportunity for international participants to view how local bricks are made, and for technical experts that are present at the workshop (they should be invited/required to attend the site visit) to provide participants insight (including to public officials attending the course) of the benefits and drawbacks of the technologies witnessed at the producing sites. Local public officials will undoubtedly quickly develop their own ideas of how they might be able to assist the sector, and the presence at the site of invited experts should be to promote question/answer moments between public officials receiving training and the experts.

Also, local producers will have a unique opportunity to show their work and techniques, have access to international experts to exchange ideas on how to improve their techniques, while at the same time, engaging with the public officials present about their specific local policy and State needs, or challenges they have to meet current or proposed regulations.

It is also an opportunity for local producers to meet the policy makers, and public officials from the government agencies that they will engage with in the future in eventual local and national programs. The engagement will likely also help identify financial shortcomings for investments and technological reforms that are expected of them, and help identify specific financial needs that will have to be addressed with the financial sector in order to secure necessary investment funds and technology to make their production more socially and environmentally efficient.

A site visit for a public official that monitor, implements and develops policy for the sector may be the first time the official actually visits with the actors she/he is trying to assist.

It can be an important moment to visualize and understand the limitations and conditions faced by traditional brick producers, to understand their capacity (technical and financial) to engage with the desired change. A strong knowledge and first hand experience with these limitations can make the difference between effective and failed programs to address the sector.

Practice has shown that there is no better experience for developing and implementing policy than “on the ground” experience with the actors the policies intend to reach, if they wish to make lasting impact through their public policy choices and programs. The presence of local, national or international public officials at brick production sites will not only help inform policy choices, but will also assign importance of public policy as viewed by the producers, which will also help with future implementation challenges.



Public officials speak with local brick producer to learn of his production

Technology Observation Examples

Another type of local hands-on activity that might target the consideration of a specific desired technology, such as the installation of a blower into an existing brick kiln furnace, the use of an extruder for more efficiently pressing clay and shaping bricks, or the introduction of a chimney design to capture and reduce emissions may be considered for the public policy capacity building course. These types of hands-on visual sessions allow public officials to view, compare and contrast techniques and gain invaluable tangible understanding of what it takes to make significant transformation to the sector. Ideally, the comparison exercise would be conducted at a production site, where the public officials can visit several producers and witness and compare the technologies while they are being employed. This was used effectively for example, the course carried out in Cuzco Peru, where the course participants visited small and medium sized kiln operators, some with and some without blowers, extruding machinery, and chimneys installed in the kilns. Such comparison observation is easily prepared and offers invaluable hands-on learning for public officials that must design and develop local programs to achieve technical transformation.

Site Choice

The locality chosen for the course should be appropriate to the capacity of the participants to attend and to easily access the site visited, allowing for efficient travel of the participants to the sites. Sites can also be chosen according to pre-established ideas of where policy and programs might be implemented, allowing for vetting of these sites, identification of future partners, or also, the decision to rule out areas of intervention if it is deemed that they are not appropriate for public action.



Public officials visit oven with chimney design



Public officials observe diverse extruder machine adaptors



Peruvian brick producer explains cooking times to officials



A public official documents the use of a double blower system

Strategy Development

This course is specifically targeted to allow public officials that participate to acquire the knowledge and tools to effectively identify the building blocks and define priorities of a future public sector strategy or specific program/policy designed to address the social and environmental impacts and risks of the traditional brick production sector. It provides public officials the opportunity to meet and engage more fully and directly with actors in the sector and the ability to associate the dynamics of the brick sector with their own policy and public policy management experiences. It provides an opportunity for public officials to learn about the dynamics of the sector and pose questions about the sector to knowledgeable actors and to end users and develop and evaluate propositions, ideas, etc. geared to develop public sector strategies to address the challenges the sector presents.

The course offers ample opportunities to begin to devise model strategies, which can be developed through collective and collaborative participation and engagement with course participants. One viable and tested option is to divide participants into groups with leading questions to spur on debate and engagement. Ideally each group would have a diverse set of actors from diverse sectors and by type (producers, government, financial, policy experts, technical experts, etc.). Tables should be moderated and notes taken with key conclusions registered for later presentation to plenary. Discussions should approach topics in a fashion to accommodate the benefit of the presence of the actors at the course and not be too targeted to a single stakeholder group particularly of the break-out groups have more diversity than a single set of stakeholders. We recall that in most discussions, we will want “public policy” needs to drive the discussion, and not other aspects of the topics covered (technology, working capital, etc.)



Possible questions to pose to break our groups might include:

- What is the legislative framework that is necessary to effectively govern the sector? National, provincial, local?
- What is the ideal distribution of roles and responsibilities by public sector actors to order, manage, and provide incentives to make the sector more efficient?
- What are the common economic, technical, social, challenges to resolve by public policy to make the sector more efficient?
- What realistic technological innovations might be introduced through regulations and/or programs which small local producers could take up?
- What specific government support (training/resources/finance, etc.) will local producers need to make such investments?
- How can international agencies, programs, such as the CCAC or the World Bank (or others, particularly those present) help spur on transformation of the sector?
- How can continued interaction between the actors present (such as through the PAN LAC) or how can the role of the PAN LAC help the sector evolve?



Patricia Tord of Swisscontact summarizes group debate and conclusions on Chile's National Brick Sector Strategy. It is important to encourage a broad-based contribution of those actors present at the course.



Course Conclusions

This Capacity Building Course should guide participants to some *general* as well as to *specific* conclusions about the needs and future steps for modernizing a traditional brick production sector, allowing for a general evaluation of the current state of the traditional brick production, the current existence of applicable policies and public agencies with jurisdiction over the sector (or that should have jurisdiction), as well as identifying opportunities for action, particularly the introduction of government policy and programs to address the sector's social and environmental impacts.

It is important for course organizers, moderators etc. to continuously annotate observations, opinions, ideas, etc. throughout the course that are relevant for the policy discussion at hand, and worthy of summary in a closing session. By the end of the course, participants should readily identify the key lines of action that are likely channels for more effective government policies for the sector. They should have also identified bottleneck, hurdles and limitations of the public sector in past and present engagement, and should also have a sense of possible roads to resolve those limitations.

Breakout sessions to summarize conclusions and propose next steps offer an excellent opportunity to public officials to take their own notes and draw from the conclusions of fellow participants, or also for them to ask questions to experts and colleagues or to share ideas of how they envision moving forward with the engagement they hope to put into action with the sector.

It is important that during break-out sessions, moderators assign staff to annotate all presentations key points and relevant audience discussion that take place, as this session summarizes the key findings of the various groups that come together to debate and propose action strategies, which may offer diverse approaches and solutions to similar problems.

The conclusion and discussion can be utilized (this should be defined in the objectives of the session) in order to steer the conclusions either to a general strategy for the brick sector or for a specific strategy targeting a specific locality (such as the national brick sector of the host country). Alternatively, the session can take on a more general approach in order to feed into a more generic discussion and strategy that could be adopted by any of the countries present.

A closing session of this nature can also be used to delineate *or begin to delineate* next steps, key work areas and programs, and help the host country public officials draw conclusions on how to proceed with a national (or regional) traditional brick sector strategy.

It should also help workshop organizers, network administrators, envision next steps, and plans for continued implementation of regional or global activities to carry for the exchanges and evolution of broader traditional brick sector strategies.

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