

RURAL DEVELOPMENT through DECENT WORK

FOR GROWTH, PRODUCTIVE JOBS, INCOME, FOOD SECURITY, GOOD WORKING CONDITIONS, EQUAL OPPORTUNITIES, RIGHTS, VOICE, SUSTAINABLE DEVELOPMENT, CRISIS RESILIENCE



International Labour Office

Themes

Rural Policy Briefs

Boosting Rural Areas' Resilience to Conflicts and Disasters

Disasters and conflicts have immediate and long term impacts on rural employment. Insecurity, loss of production, networks and markets often push crisis-affected rural populations into destitution and possibly violence, or to migrate in search of livelihoods. Rebuilding and creating concrete opportunities for rural livelihoods is therefore a priority in crisis response and preparedness.

Why action is needed

- In developing countries crises can quickly push rural populations, most of whom are already around or below the poverty line, into destitution, create feelings of helplessness and generate violence.
- The employment dimension is not always considered a priority in the aftermath of a crisis.
- High rates of unemployment and underemployment seriously increase the chances of relapse into violence and conflict.
- A job gives back to crisis victims and their families, incomes as well as dignity, self-confidence, hope, and a stake in the reconciliation and reconstruction of their communities.
- Conflicts and disasters may generate massive displacement and migration of people from rural to urban areas, aggravating already serious rates of urban unemployment (especially among youth).
- In remote rural areas clashes over grazing land and access to water sources often serve to create a drift of people from rural to



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urban areas that may later turn into displacement on a large scale.

- Rural areas may experience the protracted presence of refugees and internally displaced persons (IDPs) as a result of a conflict or a disaster.
- In the aftermath of conflicts, considerable numbers of ex-combatants may be demobilised to rural areas within a short period of time. They need to be re-integrated and learn to earn their living in those rural communities.
- Crises provide a window of opportunity to re-discover the value of rural areas as engines of growth, employment creation, social peace and stability.
- Crises provide a window of opportunity to rebuild economies and societies on a decent work platform, with due attention to employment, social protection, social dialogue and international labour standards, to ensure equitable growth, sustainability and crisis resilience.

Facts and figures

- Conflicts and disasters are, or can suddenly become, part of daily life in most developing countries.
- Conflicts and disasters destroy employment and other sources of livelihoods, often wiping out decades of development, and taking the heaviest toll on those groups already disadvantaged and marginalized, most of whom live and work in rural areas.
- In developing countries disasters hit harder the most vulnerable populations, who often depend strongly on rural-based livelihoods. In 2007, 89 percent of Bolivians affected by floods caused by El Niño worked in the agricultural sector (fishing, agriculture, horticulture and livestock). In Pakistan, after the worst monsoon-related floods in 2010, agricultural losses were dramatic: in the Gilgit Baltistan, Punjab and Sindh provinces most households lost

90-100 percent of cropland, while households without a main source of livelihood increased from 10 to 60 percent after the flood.¹

- People forced to migrate as a result of crises often end up in precarious forms of self-employment or in open unemployment in cities.
- Nearly one in two post-conflict countries relapse into conflict within five years or less. Providing decent job opportunities to conflict-affected populations, including those in rural areas, can reduce the likelihood of relapse into violence and conflict.
- Creating jobs for crisis-affected rural populations is central for a sustainable recovery. For instance in 2007 post-war Liberia, the agricultural-related sector accounted for 70 percent of total employment; and in 2010, 80 percent of South Sudan's population of 8 million lived in rural areas.²

Box 1



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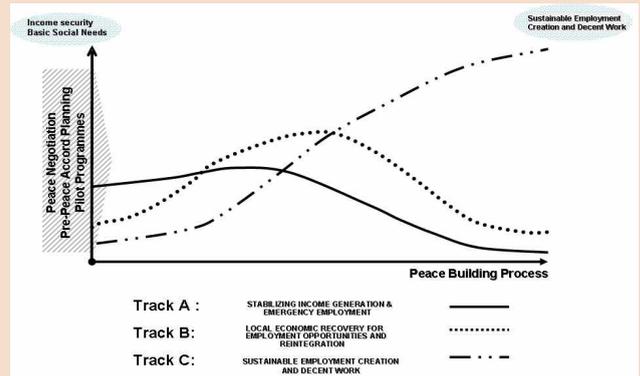
- Any post-crisis activity can serve as an entry point to advocate and mainstream the decent work agenda into the broader recovery and reconstruction efforts.

Policy options

Organizing post-crisis rural intervention

- Develop in rural as well as urban post-conflict recoveries, coherent and comprehensive strategies for Post-Conflict Employment creation, Income generation and Reintegration (PCEIR) programmes that include three concurrent tracks promoting employment: one focused on stabilization; a second on reintegration; and a third on long-term employment creation (see Box 1). Although programmes in all three tracks will start at the same time, and they will be active at every phase of the recovery, intensity and duration will vary according to the local situation, following the framework indicated by the UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration (2008).
- Consider the different challenges that rural and urban economies face when devising post-crisis economic recovery strategies. Typical rural areas issues include: land scarcity, insecure tenure and landlessness, poor infrastructures and services, and significant gender-based disparities.³
- Conduct a rapid assessment of local rural contexts, mobilising all relevant key informants and means available to also reach remote areas and marginalised groups.
- Refer to the ILO's Employment (Transition to Peace) Recommendation, 1944 (No. 71), indicating among others that, "...with a view to avoiding the need for excessive movements of workers from one area to another and preventing localised unemployment in particular areas, each Government should, in co-operation with employers' and workers' organisations, formulate a positive policy in regard to the location of industry and the diversification of economic activity. Governments should also take steps to facilitate any necessary mobility of labour, both occupational and geographical".⁴

PCEIR - One Programme on three concurrent tracks



Source: United Nations: UN policy for Post-Conflict Employment Creation, Income Generation and Reintegration (New York: 2008)

- Examine in post-crisis needs assessments and response formulation the full range of self-help options that may already be available or could be envisaged in a given rural area.
- Develop post-crisis interventions in rural areas that combine Upstream and Downstream activities:
 - Upstream activities contribute to the positioning of the decent work agenda in reconstruction activities (e.g. developing employment policy, reviewing investment policy so that foreign investment lead to more and better jobs for nationals, building the capacity of constituents for social dialogue, reviewing labour laws, and training labour inspectors).
 - Downstream activities are projects and programmes aiming to create job opportunities for crisis-affected population(s). They include, recovery and development of micro, small and medium-size enterprises, skills training for crisis-affected people, micro-finance to start-up businesses, and employment-intensive investment programmes. Their objective is to demonstrate decent work activities on the ground. Such activities contribute to stabilizing the country, peace building and sharing of the "peace dividend".
- Make use of all available means of communication to ensure that even the most remote areas and marginalised groups in rural communities can be reached by livelihood-promoting initiatives.
- Boost the rural economy, inclusive of farm and non-farm activities, rather than only agriculture, to introduce in the market products with higher value-added, that depend less on seasonal cycles, are less perishable and easier to transport.
- Support agribusiness, entrepreneurship and enhancement of productivity throughout value chains.⁵
- Enhance social dialogue over the management of key natural resources (water sources, grazing land etc.) that are central for maintaining peace and develop agricultural and pastoralist economies and livelihoods.

Box 2

Local Empowerment through Economic Development (LEED) in Sri Lanka

The ILO LEED Project (2010 – 2013) is contributing to poverty reduction, sustainable job creation and peace building in three post-conflict rural districts of Northern Sri Lanka, using a multidisciplinary and integrated approach that includes ILO Local Economic Development, Value Chain Development and women's empowerment tools.

LEED uses a community-based approach, bringing together different social groups, especially female-headed households, disabled persons and conflict-affected youth, to jointly improve their economic condition and status. The approach includes developing institutional and technical capacity, partnerships

among public and private institutions, and supporting local-level planning.

In North Vavuniya for example, LEED is targeting the paddy and the fruit and vegetables sub-sectors. It provides support to 36 rice parboiling micro-enterprises run by women, which are linked to six small independent mills, with upstream linkage between these mills and a local food processing company. For the fruit and vegetables sub-sector it facilitates contact between major wholesalers and exporters in Colombo, local authorities, and farmers associations, resulting in the development of a handling and packaging facility.

Source: Local Empowerment through Economic Development (LEED) Project, Available at http://www.ilo.org/colombo/whatwedo/projects/lang--en/WCMS_146166/index.htm

- Ensure basic employment services, training and other key labour market institutions are rapidly set up or rehabilitated in post-crisis rural contexts to allow delivering available livelihood-promoting initiatives.
- Combine employment-oriented strategies with Local Economic Recovery strategies for promoting quick as well as lasting recovery from disasters and conflicts. LER also allows arriving at consensual interventions, strengthening dialogue, and mending communities' socio-economic fabric torn by crises.
- Develop integrated approaches that bring together, for instance, employment-intensive reconstruction works, enterprise development, microfinance, skills development, social protection, and capacity building of government officials employers' and workers' representatives, Community Based Organisations and the private sector.



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Box 3

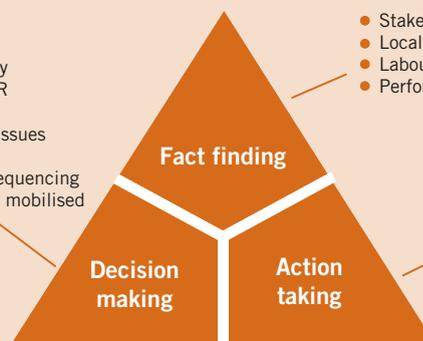
What is Local Economic Recovery (LER)?

LER is an area-based approach to revive crisis-affected economic activities in urban and rural settings, leading to increased employment. It does this by prompting local stakeholders to formulate initiatives, by restoring the disrupted markets and by removing the obstacles that inhibit their normal functioning. It builds on and promotes the optimal use of local assets and opportunities, for instance by facilitating local participation, by intensifying the use of labour, and by encouraging local procurement of goods and services. LER creates temporary jobs in the short-term and improves economies' and labour markets' performance in the mid-term, while promoting reconciliation within

- With whom to implement LER
- Where to implement LER and why
- What sector to target for faster ER
- Which beneficiaries and why
- What priority economic recovery issues
- How to tackle them
- What mid-term interventions & sequencing
- Which financial resources can be mobilised

affected communities and self-reliance of affected groups.

The implementation of LER entails three types of tasks in which local stakeholders participate in several ways:



- Stakeholders, capacities and interactions
- Local economic issues and opportunities
- Labour market status and issues
- Performance and progress

- Advocate for LER
- Mobilise financial resources
- Build partnerships
- Execute short-term projects
- Build capacities
- Mobilize stakeholders
- Create consensus
- Implement mid-term plans
- Introduce corrective measures

The purpose of LER initiatives is to re-establish a minimum of productive and commercial functions within local markets that have been affected by crisis. In the long run, LER should evolve into Local Economic Development (LED) strategies.

Source: ILO: *Local Economic Recovery in Post-Conflict Guidelines* (Geneva: 2010)

- Ensure working conditions, basic labour rights and social dialogue are an integral part of the rural post crisis livelihoods recovery strategy, and are considered as important elements of sustainable reconstruction and peace building.

Targeting specific groups

- Target women carefully since emergencies may exacerbate their disadvantages in rural areas. In post-conflict scenarios, special focus should be on women associated with fighting forces.
- Pay special attention to the reintegration of children associated with armed forces and groups (CAAFAG).
- Protect rural children, who are at great risk of being pushed into work and hazardous occupations.
- Focus efforts on the reintegration of ex-combatants, IDPs and returnees.
- Pay attention to and facilitate refugees' livelihoods during their asylum.
- Investigate opportunities for positioning youth at more advanced and higher value-added/higher return steps of value chains, for example in agro-processing, to attract youth to rural areas and activities related to, and supporting, agriculture.⁵

ILO's role

- Supporting member States to include the promotion of productive employment, decent work and income opportunities in their disaster risk-reduction/recovery measures and in their conflict prevention, reconstruction and recovery programmes, among others along the line of ILO's Recommendation No. 71.

- Contributing, together with its constituents (governments, employers' and workers' organizations), substantial value added to internationally-supported crisis response and preparedness programmes. ILO main work areas – productive jobs, basic social protection, human and labour rights and a participatory, tripartite

Box 4

Jobs for Peace in rural Nepal

The "Jobs for peace" Quick Impact Project (2009) funded by the United Nations Peace Fund for Nepal (UNPFN) allowed ILO and FAO to collaborate for sustainable development and peace consolidation in rural Nepal. The project created opportunities for decent and productive work for under- and unemployed young men and women, and for youth empowerment in the two rural districts of Rautahat and Parsa through employment-intensive infrastructure development, skills development via training-cum-production, entrepreneurship training, facilitated youths' access to financial services, cooperatives reinforcement, and a trust fund for youth-led social projects and recreational activities. This integrated approach allowed employing and empowering some 12,500 young Nepalese.

Source: *United Nations Peace Fund for Nepal (UNPFN) - Project Summary*, Available at <http://www.unpbf.org/nepal/nepal-projects.shtml>

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approach – constitute, together, a powerful strategy for socio-economic recovery, social inclusion and peace building among individuals and communities.

- Supporting constituents in crisis response and prevention by co-implementing both downstream and upstream programmes and policies and, when necessary, in integrating these programmes as part of the Decent Work Country Programmes of countries emerging from a conflict or a major disaster.
- Mobilizing ILO's technical expertise in several technical areas of high relevance to crisis response/preparedness in rural areas. These include cooperative and enterprise development, microfinance schemes, employment-intensive investments for public infrastructure programmes, vocational skills development, as well as facilitation of social dialogue and enhancement of social protection capacities and schemes.
- Preparing and disseminating a variety of rural-relevant tools that provide guidance on decent work-based recovery.
- Building strong partnerships with other international agencies, for instance, the Global Facility for Disaster Risk Reduction (GFDRR)

Links

 ILO Crisis Response: www.ilo.org/crisis

Tools

- ◆ ILO: *ILO's Role in Conflict and Disaster Settings* (Geneva: 2010)
- ◆ ILO: *Local Economic Recovery in Post-Conflict Guidelines* (Geneva: 2010) (Also available in Spanish and French)
- ◆ ILO: *Socio-Economic Reintegration of Ex-Combatants Guidelines* (Geneva: 2010)
- ◆ ILO : *Prévention et résolution des conflits violents et armés, Manuel de formation à l'usage des organisations syndicales* (Geneva : 2010) (Also available in English)
- ◆ ILO: *The Livelihood Assessment Toolkit* (Geneva: 2007)

Box 5

Employment Opportunities and Working Conditions of Rural and Peri-Urban Youth in Liberia

In 2007, the ILO and UNDP conducted a joint assessment of employment opportunities and working conditions of rural and peri-urban youth in Liberia, where creating an enabling environment for youth is at the core of transition from war to peace, to recommend specific areas of intervention that would improve their employment prospects in the short and long term.

The assessment team visited six rural and peri-urban districts in Maryland, Lofa and Nimba counties, which were selected according to a number of factors such as vicinity to international borders, level of economic recovery, and potential for entrepreneurship and economic activities; holding consultations at the grassroots level, including qualitative interviews with individuals and focus groups. This allowed gaining insight into the way young people experience and perceive employment opportunities in rural areas, the challenges and constraints they face and the dreams and aspirations they have in the post-crisis context, and using it to sharpen interventions.

Source: ILO: *ILO role in conflict and disaster settings* (Geneva: 2010)

and the International Recovery Platform (IRP). This is critical for strategically influencing internationally-supported crisis response and reconstruction programmes, so they include, for instance, local socio-economic reintegration and job creation in agricultural and non-agricultural jobs in rural areas.

¹ OCHA: *Preliminary Damage Assessment in the Agricultural Sector for Flood-Affected Areas of Pakistan* (Jakarta: 2010)

² USAID: *Monthly update July 2010, FARM program*

³ ILO: *Local Economic Recovery in post-conflict* (Geneva: 2010)

⁴ ILO: *Employment (Transition to Peace) Recommendation, 1944* (No. 71)

⁵ Op. cit., *Local Economic Recovery in post-conflict* (Geneva: 2010)

⁶ UN: *Post-Conflict Employment Creation, Income Generation and Reintegration* (Geneva: 2008)

- ◆ ILO: *Rapid Needs Assessment Manual* (Geneva: 2001)
- ◆ ILO: *Business continuity programme* (Geneva: 2011)
- ◆ ILO: *Pre-disaster planning* (Forthcoming)

Other Materials

- ◆ UN: *UN Policy for post conflict employment creation, income generation and reintegration* (Geneva: 2009)

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