

1. Rationale and justification

Despite progress in some countries, the global jobs crisis and deep structural weaknesses in labour markets are dominant themes in key global development debates such as establishing the development agenda beyond 2015. In many regions of the world, millions of aspiring new entrants to the labour force face bleak job prospects.

In developing countries and a large proportion of the labour force is engaged in low productivity activities in the informal rural economy. Even if there was a higher rate of growth in the formal economy, that will not solve the problems of underemployment and poverty if there is no change in the overall pattern of investment and employment intensity of economic growth. Moreover, these negative trends may be exacerbated by political instability, localized armed conflict and economic and financial crises.

ILO interventions in the field of the Employment-Intensive Investment Programme (EIIP)¹ have progressed from shortterm job creation schemes to longer-term programmes designed to: increase the impact of investments on employment and poverty reduction; improve productivity and working conditions; promote small and medium-sized enterprises; reinforce democratic and decentralization processes; and to mainstream gender and rights at work as transversal issues. This has also focused on community-based approaches to development and the organization of informal economy workers. The underlying concept of using surplus labour for the creation of productive assets offers evident advantages, particularly in countries with high levels of unemployment, underemployment and population growth, and where the cost of unskilled labour is low. Employment-intensive methods of constructing rural infrastructure have demonstrated to have a positive effect in job creation and empowerment of rural communities. Constituents have therefore regularly turned to the Office for policy advice and technical assistance in the application of employment-intensive techniques in infrastructure programmes, in order to meet these challenges. While each context is unique, the global nature of many of these issues requires integrated large-scale EIIPs, which can contribute efficiently to the objective of promoting a common Decent Work Development Agenda at the political and operational levels.

EIIP - The Employment-Intensive Investment Programme

1. EIIP in Regular Public Investment Programmes (PIP)	2. EIIP in Public Employment Programmes (PEP: PWP-EGS) - social protection
Sectoral investments	Multi-sectoral investments
Main objective: infrastructure development to support social and economic development Secondary objective: Employment creation + private sector development	Main objective: employment creation - income support to reduce vulnerability of poor strata of population Secondary objective: local infrastructure development
Focus: type of infrastrucutre and their employment impact without compromising quality of built infrastructure	Focus: employment creation for the targeted populations whithout compromising work quality
Increase job opportunities to reach inclusive, job rich growth	

Capacity building - public and private sectors

Monitoring and Evaluation - Sectoral and National impact Assessments

(Comparative studies of alternative options; Imput-output, DySAM)

Mainstreaming gender and rights at work

¹ The figure above presents two priority streams: (I) EIIP in regular public investment programmes, and (II) EIIP in public employment programmes, such as public works programmes (PWP) and employment guarantee schemes (EGS).

BOX 1: Facts and figures

On one hand:

- About 70 per cent of the world's poor in developing countries reside in rural areas, and among these, many live in isolation during the rainy season and have very limited access to basic services.²
- In 2015, the vast majority of those who do not have access to improved drinking water sources live in rural areas. It is estimated that 79 per cent of the people using unimproved sources and 93 per cent of people using surface water live in rural areas.³
- Between 1990 and 2015, the number of people without access to improved sanitation in rural areas has decreased by 15 per cent, and open defecation rates have decreased from 38 per cent to 25 per cent.⁴
- Only 7 million hectares, in a handful of countries, are equipped for irrigation. Although irrigation-equipped areas constitute about 3.5 per cent of Africa's cultivated area, they represent 20 per cent of the value of agricultural production.⁵
- Every year, soil erosion and other forms of land degradation rob the world of 5-7 million hectares of farming land, and 25,000 million tonnes of topsoil are washed away.⁶

On the other hand:

- The persistently high levels of un- and underemployment, poverty and social exclusion in many countries remain a challenge for the formulation and operationalization of poverty-reducing and employment-intensive growth strategies.
- The rapid increase in numbers of labour-intensive enterprises in an increasingly competitive and weakly or un-regulated private sector environment entails the serious risk of increased worker exploitation and abuse.
- The impact of globalization and accelerated integration of world markets in favour of capital-intensive investment approaches is rapidly advancing in a number of sectors, including infrastructure and construction. For many developing countries, such investment policies mean, on the one hand, low use of locally available resources including above all labour and, on the other hand, increased dependency on imports (and hence foreign exchange). The concentration of investment resources in capital-intensive technology will at best imply employment-poor growth. It will probably also imply even less access of the poor to productive resources, and increase economic inequalities and social exclusion. Moreover, it is likely to expand the informal economy and further lower already minimal labour standards.

² IFAD: Rural Poverty Report 2011 – New realities, new challenges: New opportunities for tomorrow's generation, Rome, 2010.

³ UNICEF and World Health Organization: Progress on Sanitation and Drinking Water – 2015 update and MDG assessment, New York and Geneva, 2015.

⁴ Ibid

⁵ V. Foster and C. Briceño-Garmendia (eds.): Africa's Infrastructure: A Time for Transformation, Washington, DC, World Bank, 2010.

⁶ FAO: "Restoring the land", in *Dimensions of need – An atlas of food and agriculture*, Rome, 1995, http://www.fao.org/docrep/u8480e/U8480E0D.HTM (accessed 29 July 2015).

2. Scope and definitions

The overall objective of the EIIP is to contribute to poverty reduction through appropriate employment generation, local participation and resource use, capacity-building and promotion of good governance policies: from local-level planning, through implementation using labour-based technologies, small-scale and community contracting, to appropriate maintenance systems.

It aims specifically at linking employment policy more directly to mainstream investment policy, and is, therefore, based on choices of technology that explicitly favour labour-based technology options over equipment-intensive options whenever the former are technically feasible and economically cost-effective.

The technical feasibility and cost-effectiveness of the labour-based option – as well as the considerable macroeconomic potential of the approach – have been widely demonstrated, and are recognized by many governments and international agencies.

EIIP works in six policy areas: What could be done?



Productive infrastructure:

- access: roads, tracks, bridges
- rural: land development, irrigation schemes, wells, minor dams

Social infrastructure:

 construction and rehabilitation of schools, health centres and water supply schemes

Protection of the resource base:

 afforestation, soil and water conservation, environmental protection, watershed management Employment-intensive investment policies and programmes address the following challenges in the rural areas:

Poverty and rural infrastructure deficits

- The majority of the world's poor resides in rural areas, has limited access to infrastructure, employment and economic opportunities, and is highly vulnerable to economic, health and environmental risks.
- The need to improve rural infrastructure is vast. Many rural people still lack access to basic services like safe drinking water, adequate sanitation; public transport and electricity (see Box 1). Improved infrastructure is indispensable for enabling rural economic growth. Irrigation infrastructure can increase agricultural productivity; improved roads can reduce the cost of transport and improve access to markets; and access to electricity is critical for the growth of farm and non-farm businesses.

Vulnerable livelihoods, need for economic diversification and income protection

- Employment and income from agriculture are often unreliable given their exposure to natural and man-made calamities, such as droughts, floods and fluctuations in food and commodity prices. Employment-intensive investment can be used to address physical changes in rural areas resulting from climate change, such as through adapting infrastructure, implementing measures to prevent soil erosion and landslides, and fortifying embankments, while providing much-needed employment and income opportunities.
- Social protection schemes are often limited or nonexistent in rural areas. Employment-intensive investment maintenance programmes can provide a regular and predictable income, thus enhancing income security and social protection.

Post-crisis need for employment-intensive investment in reconstruction, employment and social cohesion

- Countries emerging from crisis (armed conflicts, natural disasters, etc.), urgently need to reconstruct infrastructure that has been damaged or has suffered from lack of maintenance, to maximize the use of local supplies and to rapidly create employment opportunities which can establish a sense of normality and prevent the use of violence by frustrated civilians seeking to fulfil basic needs;
- Community members' involvement in the reconstruction of their infrastructure greatly helps in weaving the social fabric, and can help in organizing communities to rebuild peace and enhance social cohesion.

Stakeholders / constituents/ partners

Government ministries and local training institutions

EIIP is systematically engaged with key ministries to promote employment generation in public investment programmes. On the one hand, EIIP works together with Ministries of Finance, Planning and Labour, influencing policy-makers to reorient public investment policies towards job-rich growth and to get a larger budget allocation for employment-intensive investments. On the other hand, EIIP collaborates with technical line ministries/institutions (Public Works, Agriculture, Transport, Education, including training institutes etc.) to demonstrate how investments can be made employment-rich in certain construction projects.

Local authorities and representatives of national and local bodies

Decentralization has for some time been seen as a way of improving the effectiveness of government organization. Unfortunately the responsibility given to local authorities do not always match their resources, and there is a huge need for capacity-building within these organizations in a number of fields. The EIIP experience of working with Ministries in charge of decentralization, local authorities and organizations (including business associations, SMEs, cooperatives, unions and local federations) provides a sound platform to build up their capacity for facilitating local development.

Construction industry social partners

The ILO's cooperation with construction industry partners (Employers: CICA – Confederation of International Contractors' Associations and Workers: BWI – Building and Wood Workers' International) has enabled social dialogue on setting priority issues for collaboration and identifying common approaches to strategies. Furthermore, collaboration with the industry's "standard-setting" organization FIDIC (International Federation of Consulting Engineers) is helping establish standards in international contracting procedures in the construction field.

Target groups

Direct beneficiaries are Government officials at different levels, contractors, community contractors and workers. Ultimate beneficiaries are unemployed men and women and underemployed workers, and entire communities where projects take place (in which infrastructure is improved) as well as responding to specific needs (taking account of gender, age, ethnicity, disability, etc.).

3. The ILO's approach

EIIP's mission is to contribute to global and national efforts to confront the growing employment challenge by intensifying its core activities through: i) assisting governments in mainstreaming employment creation in infrastructure programmes wherever it is technically feasible and economically viable; ii) implementing a limited number of programmes at the request of governments and social partners for technology development, demonstration purposes and capacity building; iii) assessing the employment creation potential of public investment programmes (PIP) and iv) monitoring and evaluating the impact of PIP and infrastructure components of stimulus packages on employment.

Research findings

Various studies (see Box 2) confirm that employment-intensive investments (EIIs) create jobs and are cost effective.

Providing support at three levels

Macro level

Advising governments on the design of infrastrucutre programmes and assessmenof employment impact of public investmentand employment programmes

Meso level

Providing institutional development and capacity building for national and decentralized government, training of consultants and small and medium-size enterprises (SMEs)

Project level

Providing technical assistance to optimize the labour content of investments, ensure quality and timely delivery, promote descent working conditions and setting up monitoring and evaluation systems, collecting data

- Methodological development, documentation and information
- Advisory services
- Advocacy
- Training
- Demonstration activities

BOX 2: Ell creates more jobs and is cost effective

In **Mozambique**, cost comparisons in 2003 for the maintenance and rehabilitation of regional roads concluded that EII gave a financial advantage of 43 per cent for routine maintenance, 64 per cent for periodic maintenance, and 54 per cent for full rehabilitation of roads.⁷

In **Cambodia**, cost and employment-impact comparisons in 2003 of EII versus equipment-based methods in a large sample of rural road construction works indicated that EII allowed savings of 9 per cent; and used nearly 5,000 unskilled workdays per km as opposed to 200 workdays (i.e. 25 times more).8

In **Madagascar**, comparisons in 2006 for the construction of rural roads and schools revealed that EII created three times more employment, were at least 30 per cent less expensive, and reduced the foreign exchange required by 10 to 20 per cent. In some remote rural areas, EII were over five times less expensive than highly mechanized approaches. In school construction, they created almost twice as much employment, at cost savings of up to 40 per cent. The impact on the global economy of the different technology options is, according to this study, clearly in favour of investments that make greater use of labour and local resources. Public spending on infrastructure completed in 2005 under EIIP shows, by comparison with a capital-intensive project:

- i) Twice the increase in added value;
- ii) Twice the increase in household consumption and income;
- iii) Twice the number of jobs created.

Finally, the multiplier effect for the EIIP option is twice that of capital-intensive technology.

It is also important to note that the advantages of the EIIP approach are mainly due to the intersectoral links that are created both before and after the implementation of investments. Overall, two-thirds of the favourable impact — on employment, added value, household income and consumption — is due to the indirect effects and one-third is due to the direct effect of the implementation as such. EIIP approaches, based on optimum use of locally available resources, favour the local market and contribute greatly, via the distributed revenue, to increasing the level of monetization. This is the main explanation for the fact that the multiplier effect obtained with investments based on labour and local resources is twice that obtained with investments based on equipment-intensive investment, which is largely dependent on imports.⁹

In **Sierra Leone**, a survey found that every USD 1 million investment in a roads project using EII instead of conventional methods creates an additional 42,000 person-days of employment, equivalent to some 185 full-time unskilled jobs, and is about 24 per cent cheaper.¹⁰

⁷ IT Transport Ltd: "Cost comparison study, Mozambique regional roads", for Direcção de Estradas Regionais, Maputo, Government of Mozambique, 2003.

⁸ Munters, P.: Jobs or Machines - Comparative Analysis of Rural Road Work in Cambodia, ASIST-AP Rural Infrastructure Publication No.4, Bangkok, ILO, 2003.

⁹ Van Imschoot, M.: Etude comparative des différentes approches utilisées pour la réalisation des infrastructures de base à Madagascar, Impact sur la creation d'emplois et l'utilisation de devises, Geneva, ILO, 2007, and Razafindrakoto, M. et Roubard, F.: L'approche à haute intensité de main-d'oeuvre: Une opportunité pour Madagascar; essai de cadrage macro-économique, Séries Réflexions sur le développement, Document de discussion No. 8, Geneva, ILO, 1997.

¹⁰ Airey, T., Samuel Yemene, S. and Taylor, G.: Baseline survey and employment impact assessment of infrastructure investments in Sierra Leone, IT Transport Ltd (2012, draft).

Interventions

The EIIP intervenes though infrastructure works, binding together the demand and supply sides in society. The employment potential of infrastructure investments is vast but, as many projects have traditionally been equipment-intensive, the potential is often not achieved. There is a huge demand for more basic infrastructure in both rural and urban environments where employment-intensive local-resource-based alternatives are available. The approach uses a combination of:

- local participation and resource use in planning and design, with locally available skills, technologies, materials and institutional arrangements as well as management methods;
- creating an enabling environment, including access to public markets for small and medium-sized enterprises and simultaneously addressing decent working conditions through contracting and procurement systems;
- enhancing private and public sector capacities for appropriate skills matching, and for sustainable enterprise and development strategies.

This method has proved to be effective, economically viable and producing high quality infrastructure works in developing countries.

ILO comparative advantage

Over 30 years of experience of linking employment with infrastructure development has endowed the EIIP with a unique and vast portfolio of productive employment creation for economic development and social safety nets as well as environmental measures for natural resources restoration and management.

EIIP provides advice and tools facilitating policymaking and standard setting, developing entrepreneurship and skills, or facilitating social dialogue and promoting social protection through infrastructure works in rural areas.

EIIP is a demand-driven programme, often responding to requests from countries, which are paying for the ILO's services (Technical Assistance) out of their own national budgets. This should be a clear indication of the added value that these countries perceive that they receive from EIIP on advice and operationalizing employment-intensive investments. EIIP is currently engaged in more than 45 countries worldwide, of which half are African, while the Asia-Pacific and Latin America and the Caribbean regions each account for a quarter of the countries covered.

Ongoing development programmes are covering at 80 per cent the employment dimension, targeting the poorer strata of the rural population including features such as good governance, decent work, support to decentralization, local development and capacity-building at all levels – workers, entrepreneurs and government staff.

In the last biennium (2013-14), more than 30 per cent of the technical cooperation (TC) portfolio of EIIP was from countries' own resources, and about 20 per cent came from the World Bank in support of EIIP technical assistance for the design or capacity-building of infrastructure-related investments. This in itself should be proof of the real demand that exists for these services, and an indication of the viability and relevance of the ILO services and support. This could be used as an entry point for collaboration with various other technical areas in the ILO, and can also continue to promote the decent work agenda.

EIIP is one the few programmes that continues to mobilize a substantial amount of resources for its programmes. Currently (2015), about US\$ 90 million has been secured and another US\$ 30 million is being negotiated.

4. The ILO's experience to date

The EIIP is significantly responding to different technical areas/contexts as illustrated in the boxes on the following pages.

BOX 3: Building resilience and local organizations after natural disasters in Haiti and Indonesia

In 2004 the **Gonaives region in Haiti** was badly affected by hurricane Jeanne that caused heavy mudslides, killing over 3,000 people and leaving thousands more homeless. Its effects were made worse by the deforested and eroded hills surrounding the regions, as there was little soil to absorb the enormous amounts of water, and little vegetation to slow down that water. From 2006 to 2010, the ILO, along with other development partners, implemented an employmentintensive programme which included various infrastructurebased erosion control measures, such as gully erosion control, river training, afforestation and the construction of erosion control ditches. The project also created on average 75 days of work per year for 7,150 people. The contractual approach -- which brings together workers, local organizations and their federations, local authorities and regional technical departments -- helps to clarify roles and responsibilities, rights and obligations, and establishes technical capacities for environmental protection and maintenance systems.

In response to the earthquake and tsunamis of 2004 and another earthquake in 2005 that severely impacted **Aceh and the island of Nias in Indonesia**, the ILO engaged in a project to improve livelihoods and local economic development of their communities by rehabilitating and improving their rural infrastructure (transport, irrigation, heritage, etc.) and building the capacity of small contractors, communities and local government to plan, deliver and maintain the infrastructure. By the end of 2012, the project's physical outputs included 100 km of rural roads and motorcycle trails and 36 trail bridges, all delivered by small contractors and communities using local-resource-based approaches. Maintenance systems have also been put in place, and the community, contractors, supervisory staff and local government officials have been trained in all aspects of the work.

BOX 4: Building Capacity for EII

It is critical that local officials, contractors and technical staff have the capacity and skills to use employment-intensive methods, to achieve the expected productivity, quality, standards and cost-effectiveness. The ILO:

- Assists with the establishment of permanent training centres, for example in Kisi in Kenya and Antsirabe in Madagascar (which was set up by the projects and initially financed through these projects, but is now self-financed). They focus on training technical staff, from the government, as well as organizations and the private sector to implement rural employment-intensive projects.
- Provides, through long-term technical support programmes, training to small contractors and their staff, as well as local government officials on the planning, management and execution of rural infrastructure projects using employmentintensive approaches.

- Provides customized short-term in-country training, in support of specific projects or programmes. In 2012, for example, such training took place in Brazil, Egypt, El Salvador, Guyana, India, Indonesia, Kenya, Kyrgyzstan, Nicaragua, Nigeria, Paraguay, Philippines, South Africa and Timor Leste.
- Offers policy support, through the EIIP Learning Forum and regular training courses offered by the ILO's International Training Centre in Turin: "Employment Intensive Investments for Sustainable Development" and "Innovations in Public Employment Programmes (IPEP)", through regional partnerships, and on demand at country level.

BOX 5: Contractor development programmes for EII

The ILO has implemented or supported contractor development programmes in over 20 countries throughout Africa, Asia-Pacific and Latin America/Caribbean. In many countries, rural EII has provided an important opportunity for local private contractors. Local contractor development programmes have many elements of partnership with local government, which supports contractors through training,

access to finance, and mentoring. In return these contractors commit to implementing projects using employment-intensive methods, generating broader economic and social benefits as a result. Local governments benefit by gaining the capacity to implement rural infrastructure projects through a pool of local contractors trained to tackle a broad portfolio of projects using employment-intensive approaches.

5. Practical guidance and resources

The following graphic shows the operational mechanisms for combining the objective of employment creation with labour standards, which are at the core of EIIP interventions.

Operational mechanisms - How to combine the objective of employment creation with labour standards

Public-Private Partnership Training Centre, Framework Agreements and Codes of Conduct **Private Sector Public Sector Training of SMEs** Adapting contact Training of engineering Developing Training programmes consultants (on the job training) Pre-selection of SME for labour-based operation Adapting labour legislation and **Contract System** Introducing specifications in contract documents conceming: Choise of technology - employment creation Labour clauses - improved working conditions

Well designed and targeted EIIP interventions for rural areas shall take into consideration following elements:

- Reinforce collaboration between Ministry of Labour and Local Authorities in preparation of contracts, supervision and control of their application by private sector contractors.
- Promote social dialogue between governments and social partners with a view to establishing as large a consensus as possible on the policies and approaches as well as their application.
- Set an appropriate wage level for work on employmentintensive rural infrastructure projects through careful preparation and deliberation, taking into account factors such as minimum wages, market wages, labour productivity, gender wage gaps, poverty lines and existing social protection measures.
- Ensure that disadvantaged groups can participate
 in and meaningfully contribute to the planning and
 implementation of rural infrastructure. In many contexts
 this requires specific policies and interventions such as
 quotas for such groups in committees, hiring professional
 facilitators and translators, and conducting meetings in
 remote areas.
- Engage women in planning processes and ensure that they can also benefit from the employment offered.

Women may have different priorities for infrastructure investments than men, and women's involvement may change the kind of infrastructure investments, their function and location. Enabling women to take up employment also requires specific policies -- depending on the local customs and culture, but measures like equal pay, child care, establishing quotas for target groups like women (affirmative action), work close to home, flexible working hours and options for part-time work tend to enhance their participation.

- Establish and strengthen collaboration with other international development actors:
 - The UN family,
 - International financing institutions, regional banks and other development agencies,
 - University networks and national training institutes,
 - International organizations' networks.

The EIIP has produced several tools and publications linking policy and operational aspects.

Tools

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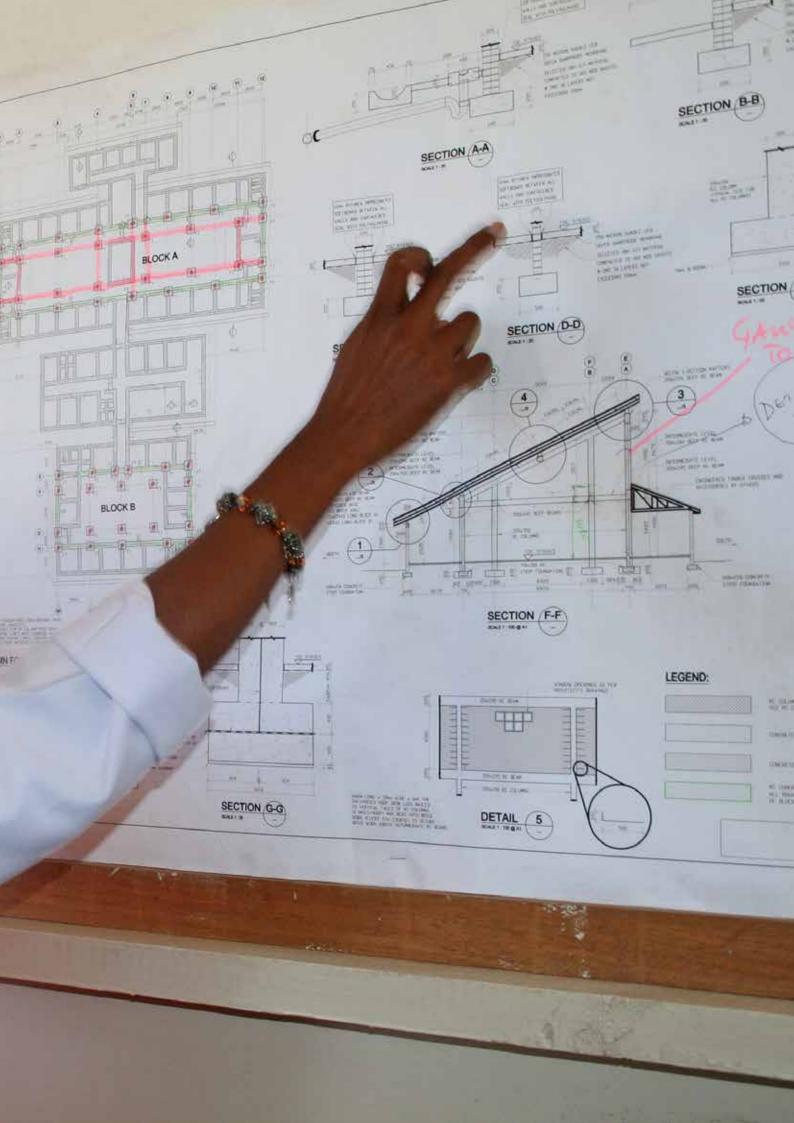
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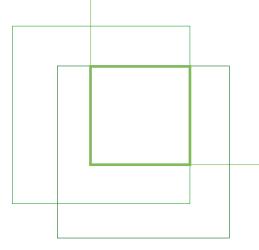
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Supporting inclusive agricultural growth for improved livelihoods and food security

- Decent Work for Food Security and Resilient Rural Livelihoods
- Decent and Productive Work in Agriculture

Promoting economic diversification and triggering productive transformation for rural employment

- Economic Diversification of the Rural Economy
- Promoting Decent Work for Rural Workers at the Base of the Supply Chain
- The Role of Multinational Enterprises in the Promotion of Decent Work in Rural Areas
- Transitioning to Formality in the Rural Informal Economy
- Sustainable Tourism A Catalyst for Inclusive Socio-economic Development and Poverty Reduction in Rural Areas

Promoting access to services, protection and employment-intensive investment

- Providing Access to Quality Services in the Rural Economy to Promote Growth and Social Development
- Extending Social Protection to the Rural Economy
- Developing the Rural Economy through Financial Inclusion: The Role of Access to Finance
- Employment-Intensive Investment in Rural Infrastructure for Economic Development, Social and Environmental Protection and Inclusive Growth

Ensuring sustainability and harnessing the benefits of natural resources

- A Just Transition towards a Resilient and Sustainable Rural Economy
- Decent Work in Forestry
- Harnessing the Potential of Extractive Industries
- Water for Improved Rural Livelihoods

Increasing the voice of rural people through organization and the promotion of rights, standards and social dialogue

- Rights at Work in the Rural Economy
- Promoting Social Dialogue in the Rural Economy
- Building Local Development in Rural Areas through Cooperatives and other Social and Solidarity Economy Enterprises and Organizations
- Decent Work for Indigenous and Tribal Peoples in the Rural Economy
- Empowering Women in the Rural Economy
- Decent Work for Rural Youth
- Promoting Fair and Effective Labour Migration Policies in Agriculture and Rural Areas

Improving the knowledge base on decent work in the rural economy

Enhancing the Knowledge Base to Support the Promotion of Decent Work in Rural Areas