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**Cities with Jobs: Confronting the  
Employment Challenge**

**Sao Paulo – Brazil –The case of  
Osasco**

Jeroen Klink

Employment  
Intensive  
Investment  
Programme



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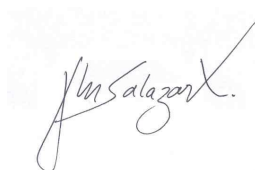
## Preface

The primary goal of the ILO is to contribute, with member States, to achieve full and productive employment and decent work for all, including women and young people, a goal embedded in the ILO Declaration 2008 on *Social Justice for a Fair Globalization*,<sup>1</sup> and which has now been widely adopted by the international community. The integrated approach to do this was further reaffirmed by the 2010 Resolution concerning the recurrent discussion on employment<sup>2</sup>.

In order to support member States and the social partners to reach this goal, the ILO pursues a Decent Work Agenda which comprises four interrelated areas: Respect for fundamental worker's rights and international labour standards, employment promotion, social protection and social dialogue. Explanations and elaborations of this integrated approach and related challenges are contained in a number of key documents: in those explaining the concept of decent work,<sup>3</sup> in the Employment Policy Convention, 1964 (No. 122), in the Global Employment Agenda and, as applied to crisis response, in the Global Jobs Pact adopted by the 2009 ILC in the aftermath of the 2008 global economic crisis.

The Employment Sector is fully engaged in supporting countries placing employment at the centre of their economic and social policies, using these complementary frameworks, and is doing so through a large range of technical support and capacity building activities, policy advisory services and policy research. As part of its research and publications programme, the Employment Sector promotes knowledge-generation around key policy issues and topics conforming to the core elements of the Global Employment Agenda and the Decent Work Agenda. The Sector's publications consist of books, monographs, working papers, employment reports and policy briefs.<sup>4</sup>

The *Employment Working Papers* series is designed to disseminate the main findings of research initiatives undertaken by the various departments and programmes of the Sector. The working papers are intended to encourage exchange of ideas and to stimulate debate. The views expressed are the responsibility of the author(s) and do not necessarily represent those of the ILO.



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<sup>1</sup> See [http://www.ilo.org/public/english/bureau/dgo/download/dg\\_announce\\_en.pdf](http://www.ilo.org/public/english/bureau/dgo/download/dg_announce_en.pdf)

<sup>2</sup> See [http://www.ilo.org/public/libdoc/ilo/2010/110B09\\_108\\_engl.pdf](http://www.ilo.org/public/libdoc/ilo/2010/110B09_108_engl.pdf)

<sup>3</sup> See the successive Reports of the Director-General to the International Labour Conference: *Decent work* (1999); *Reducing the decent work deficit: A global challenge* (2001); *Working out of poverty* (2003).

<sup>4</sup> See <http://www.ilo.org/employment>.

## Foreword

Since the end of the 1990s, the Cities Alliance, and a consortium of several multilateral and bilateral development agencies, has given priority to the strengthening of cities and metropolitan areas through concerted efforts towards the scaling up of slum upgrading policies and the participatory elaboration, implementation and evaluation of City Development Strategies. At the same time, the ILO has triggered a comprehensive and international agenda aimed at the creation and dissemination of decent work. Briefly, the objective of this agenda is to create work and employment with sufficient and fair remuneration, social protection, workers' rights and social dialogue. The ILO has not only stimulated the dissemination of national agendas but has also increasingly made progress in mobilizing local stakeholders from the private and public sectors around the articulation of local agendas for Decent Work.

The underlying research project was aimed at exploring the potential of linking the agenda for Decent Work with the City Development Strategies. In that sense, the ILO produced a research paper looking at employment promotion in cities around the world, a Policy paper which shows the conclusion of this research and three case studies (from Brazil, the Philippines and South Africa). The three cases studies analyzed in greater depth the limits and potentials of increasing the synergies between City Development Strategies and the agenda for local Decent Work and evaluated the more structural strengths and weaknesses of this approach, considering national regulatory and policy frameworks.

As such, the underlying paper is focused on an evaluation of the specific case of Osasco a medium-sized city located in metropolitan Sao Paulo within the broader Brazilian development framework. The initial section introduces the reader to general features of macroeconomic and regulatory restructuring in Brazil, with an emphasis on its impact on local economic development. The remainder of the paper focuses on the main strategies for income and employment generation that have been implemented by the city of Osasco, including a preliminary review of the main results that have been achieved so far.

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## 1. Context macroeconomic restructuring and Labor market policies- An introduction to the Brazilian

In the 1990s, Brazil witnessed an intense process of economic and institutional restructuring, which had a dramatic impact on the labor markets of its metropolitan areas. As a result of changes in the macroeconomic policies—characterized by an opening-up of the trade regime, deregulation and privatization, and combined with a retreat in national industrial and technological policies—most of Brazil's metropolitan areas were intensely affected by a complex and multi-faceted process of productive restructuring. On the one hand, the macroeconomic stabilization provided a clearer planning horizon, which stimulated a move towards technological and organizational modernization—particularly of the larger firms with international exposure—and subsequently improved the overall levels of productivity and international competitiveness of the Brazilian economy. On the other hand, a large segment of the sheltered industrial sector was neither prepared for this rapid opening up of the economy, nor was able to count on compensating technological and industrial policies to facilitate the transition towards a more flexible and competitive regime. Indeed, while the macroeconomic stabilization plan (*Plano Real*), implemented in June 1994, had succeeded in bringing down Brazil's historical inflation levels, it was also clear that the intrinsic logic of the plan implied relatively high interest rates, an overvalued exchange rate and diminishing protection levels for the sheltered industrial sectors. All of this caused increasing opportunity costs, with the informalization of labor markets, the more defensive behavior of labor unions, rising unemployment levels and the weakening of historical linkages in entire production chains. As a result, the metropolitan areas in particular—which concentrated strategic production chains built up under the Brazilian regime of import substitution from the 1930 until the 1980s—witnessed an intense process of socio-economic and productive restructuring, with dramatic negative effects on labor markets. As an illustration of this, in the traditional industrial heartland of the “ABC region,” the so-called “Brazilian Detroit” located in the south-eastern part of the metropolitan region of Sao Paulo, formal industrial unemployment at the beginning of the 1990s reached historical levels of 25 percent.

In the last five years, however, national government has become aware of the need to re-establish an overall framework, in order to accompany—and give guidelines to—the socio-economic, technological and political transformations that are going on in Brazilian society and it has launched a series of innovative policy initiatives. From 2003 onwards, the federal government has been active in re-establishing an institutional, financial and regulatory policy environment aimed at guiding and accompanying the broad transformations that are occurring in Brazilian society. For instance, the industrial and technological policy drafted in 2003 was the first indicator of a more active government stance in relation to the support of the rapid transformations that were occurring in Brazilian industry. It led to a series of financial and regulatory incentives designed to speed up the technological and entrepreneurial modernization of Brazilian industry by mobilizing development banks, universities, labor unions and business associations, as well as other stakeholders. At the same time, however, national

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government has been keen to acknowledge that the benefits of productive modernization and increased competitiveness have not spread out evenly over Brazilian society and that a conscious effort is needed to include historically vulnerable segments such as young people, women, black people and poor people. In that respect, one of the more remarkable initiatives has been the creation of minimum income and scholarship programs focused at the family level and aimed at the socioeconomic autonomy, emancipation and development of the more vulnerable segments of society. For example, the *Bolsa-Familia* (Family Scholarship) program is aimed at providing income support and improving the educational levels of the poorer segments, specifically by making the transfer of a financial lump sum conditional on the children attending school.<sup>5</sup> Moreover, a new Secretary for Solidarity Economics was established within the National Ministry for Employment and Work, with a specific focus on the lower end of the labor market. The Secretary has been supporting community incubators, cooperatives, solidarity networks and similar initiatives through workshops, debates and small grants. The Secretary also aims to leverage overall policies within the federal government aimed at maximizing income and generating employment for the more vulnerable segments. At the same time, national government has been keen to develop more aggressive and active labor market policies, illustrated by programs aimed at reducing youth employment (“Citizenship for the Young” program; “Pro-Youth” program), through which financial grants aim to postpone the premature entrance of young people into the labor market and increase their levels of education. Moreover, the federal government became directly involved in the improvement of the overall business environment for small and medium-sized firms, as well as popular entrepreneurs and autonomous informal workers; this was achieved, for example, through the incentives given to microfinance and microcredit programs. Finally, the Plan for the Acceleration of Economic Growth (the so-called PAC), which was announced in 2007, emphasizes the role of government in delivering a better infrastructure and logistical and urban development baseline, in order to improve the overall growth conditions of the country. As such, particularly from 2007 onwards, large financial investments in areas like housing, energy, basic sanitation and logistics are expected to improve the potential for income and employment generation.

This more favorable national framework for income and employment generation for the socioeconomically more vulnerable segments is being reinforced through an incipient tendency towards the decentralization and democratization of the national employment system to the regional and local level. The national public employment system, which is designed to improve the articulation between labor demand and supply through training, capacity building and information sharing, started to become structured in the 1970s. These days, however, there is a

<sup>5</sup> The Family Scholarship program provides a monthly lump sum for those families with a per capita income lower than R\$120.00 (approximately USD52.00). As will be discussed in subsequent sections, local government implements the federal income support schemes. On the basis of this partnership with national government, some of the more pro-active cities have built up comprehensive information sharing systems that have enabled the implementation of complementary local economic development, employment, work and income generation strategies.

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consensus among academics and policymakers that its effectiveness has, in general, been low because of a lack of clarity and transparency regarding the sources and allocation of financial funds,<sup>6</sup> low operational capacity and the weak integration of programs and stakeholders that are part of the overall system (Coelho, 2007). In the last few years, an incipient tendency towards a more decentralized and effective system has been set in motion. More specifically, a new resolution promulgated in December 2005 by the National Labor Support Fund enabled the federal government to negotiate and implement work programs directly with the state governments, capital cities and cities with more than 300,000 inhabitants, thereby potentially increasing the leverage of active labor market policies in metropolitan areas, large cities and city regions. Previously, there was an enormous overlap and duplication of programs and project implemented within the National Employment System, given that labor intermediation and the allocation of unemployment benefits could be handled by state governments, unions and non-governmental organizations at the same time, and in the same functional labor market area. The centralization of the labor intermediation and active labor market policies at city regional level provided potential efficiency benefits by effectively capturing intense labor market interdependencies at the appropriate territorial level, while also increasing the potential for triggering local economic development beyond the narrow administrative limits of specific cities. In 2006, as a result of the new institutional framework, 14 large and medium-sized cities negotiated their new work programs directly with the federal government; another group of 19 cities followed in 2007. Roughly speaking, this meant that some 26 percent of the active workforce was now following the new arrangement, implementing capacity building projects, conducting labor intermediation and channeling unemployment benefits on a city regional basis. Some of the more proactive cities grouped together and created the so-called Forum +300 of Municipal Policy Makers on Work, Employment and Income.<sup>7</sup> The mission of Forum +300 was to further advance in the decentralization process of income, work and employment policies and support other municipalities to take on some of the associated responsibilities.

Nevertheless, the Brazilian Employment, Labor and Income system is still facing several challenges in moving towards a more integrated approach, which is

<sup>6</sup> The financial sources of unemployment benefits and local economic development projects come from a surcharge of 0.65% on the gross revenue of firms. The allocation of these funds is highly centralized through the Council for the Labor Support Fund (CODEFAT), a tripartite body with representation from government, workers and employees. At the same time, financial resources for economic development projects are channeled by the Labor Support Fund to the National Development Bank, which allocates funds on a discretionary basis.

<sup>7</sup> The Forum is composed of cities with more than 300,000 inhabitants. In the majority of cases, cities are represented by their municipal secretaries, who are responsible for local economic development and/or employment and income generation. Unlike more orthodox networks, which, in one way or another, are predominantly focused on programs aimed at attracting additional economic activity, the Forum has given priority to more innovative policy responses to economic restructuring such as solidarity economics, the role of microfinance institutions in local development, as well as alternative mechanisms to empower communities negatively affected by globalization. More recently, the Forum has also been claiming a more active role in the elaboration of national employment and labor intermediation policies, e.g. through its demand to have formal representation on the board of the Council for the Labor Support Fund (CODEFAT, see previous footnote).

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effectively able to involve the several stakeholders in linking objectives of income and employment generation, Decent Work and economic development. Despite some of the promising tendencies mentioned above, which are occurring at national and city regional/metropolitan level, there is a substantial degree of path dependency and institutional-political rigidity (North, 1990), which represent concrete obstacles standing in the way of the move towards a more effective, efficient and transparent system. For instance, recent declarations and resolutions of the National Labor Support Fund seem to contradict the above-mentioned direction of regionalization/decentralization of active labor market policies to (consortia of) local government(s), providing the opportunity for non-governmental organizations to assume some of these responsibilities. This move would not only threaten the return to highly fragmented policies and the duplication of efforts but would also go against some of the achievements and planning efforts of those cities that have assumed new responsibilities through the Forum +300. Moreover, the financial basis of the national system remains distorted and rather centralized. While tax resources in Brazil have consistently followed a pattern of decentralization, non-tax resources—particularly the social contributions such as those that constitute the basis for financing the national employment, work and income system—remain highly centralized.<sup>8</sup> Thus while the large and medium-sized cities increasingly take on new responsibilities for active labor market policies, they have to do so within a scenario in which a substantial part of the financial resources remain centralized within the realm of the National Labor Support Fund. To make things worse, the lack of substantial participation of actors such as the Forum +300 within the Council for the Labor Support Fund reinforces the absence of a voice on issues of overall financial planning and the allocation of funds. Moreover, and ironically, policy innovations that have been established more recently—such as the National Secretary for Solidarity Economics mentioned above—do not seem to be able to break with a tradition of fragmentation, duplication and contestation within the national employment income system. By and large, at least until recently, the newly created National Secretary has not been able to live up to the expectations of provoking a critical mass of innovative programs and projects around the strategic theme of solidarity economics, which would trigger more inclusive and sustainable development trajectories within Brazilian society. Finally, the institutional and legal framework surrounding Brazilian public administration in general is cumbersome, specifically in relation to policies that could potentially leverage income and employment generation. For example, in order to minimize the chance of corruption and insider information, federal legislation on tendering procedures is highly detailed and as such it increases the complexity of using the procurement policies of local, state and federal government as an instrument to stimulate specific sectors or provoke more appropriate labor intensive technologies.<sup>9</sup> It is heavily biased towards competitive tendering of least cost solutions and, at the risk of legal contestation in public courts arguing favoritism, does not facilitate the elaboration of specific clauses, i.e. those oriented towards labor-intensive techniques or the use of cooperatives. As a consequence, in the context of the National Plan for the Acceleration of Growth, it

<sup>8</sup> Recent studies have also confirmed that non-tax resources have, by and large, surpassed the value of tax resources (see Rezende et al (2007).

<sup>9</sup> Although—as will be discussed in subsequent sections—it is not entirely impossible and also depends on partnerships with the legal departments within (local) government.

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has proven particularly difficult to use public investment strategies as an explicit anchor for employment and income generation. The existing legislation and institutional framework on setting up new business is also restrictive and generates a series of bottlenecks and time delays, thereby reducing the potential for local economic development, and work and income generation.<sup>10</sup> Finally, the national employment system has, by and large, not been able to accompany the rapid and intense socioeconomic, technological and cultural transformations in labor markets. As a consequence, the value of the existing information basis—a strategic element for modern planning, decision-making and strategy formulation—has increasingly been eroded by such tendencies as informalization, sub-contracting and the increase of temporal, self-employed work, etc.

The underlying case study on the city of Osasco (metropolitan São Paulo) will highlight the example of a large and innovative city that has been trying to seize some of the opportunities that are associated with a more enabling and decentralized policy environment, while at the same dealing with several threats and weaknesses that continue to persist in the national system. After a short introduction to the socioeconomic context of the city (section 2), we will subsequently analyze the main policies that have been set in motion by the city of Osasco since 2005, including a brief overview of the principle results. In the final section, some limits and potentials of the case will be highlighted and its potential for replication within the overall Brazilian scenario will be examined.

## 1.1 Osasco – Some general characteristics

The city of Osasco, which gained administrative and political autonomy in 1959 when it was separated from the city of São Paulo, is located in the southwestern part of the metropolitan region of São Paulo (see Figure 1). Given its proximity to São Paulo, accessibility is facilitated by the Anhanguera, Castelo Branco and Raposo Tavares highways, and, more recently, the metropolitan ring-road. Although originally an industrial city, and still concentrating important firms such as Ford do Brasil S/A, White Martins, Osram and Brown Boveri, the bulk of

<sup>10</sup> Setting up new businesses is the objective of local, state and federal legislation, with a substantial degree of autonomy for local government. Moreover, the implementation of specific legislation and guidelines is often quite cumbersome, depending as it does on poorly coordinated approval procedures within government and also involving *inter alia* a mix of environmental agencies and land use and fiscal planning departments. Finally, considering the substantial leverage of Brazilian local government over land use and economic development planning, differences in the regulatory burden faced by enterprises among cities can be substantial. In *World Bank 2007*, it is reported that metropolitan São Paulo performs poorly in comparison with other Brazilian regions. For example, it was evaluated that it takes 152 days to open a business in São Paulo, i.e. eight times as many as in the city of Belo Horizonte. Likewise, São Paulo was reported to be particularly cumbersome when considering the ease of paying local taxes. Finally, Sao Paulo ranks number two when evaluating the procedural complexity of enforcing contracts. As a result, Sao Paulo was placed 11<sup>th</sup> among 13 Brazilian state capitals when it comes down to the ease of doing business (World Bank, 2007: 8).

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its economic activity is nowadays concentrated in the tertiary sector<sup>11</sup> In that respect, several important players in the national economy have their headquarters in the city; these include the Bradesco Bank, the second largest national Television network SBT and Submarino, one of the larger firms operating in the e-business sector. The number of shopping centers has also increased (picture 1).

**Picture 1. An aerial view of Shopping Continental.**



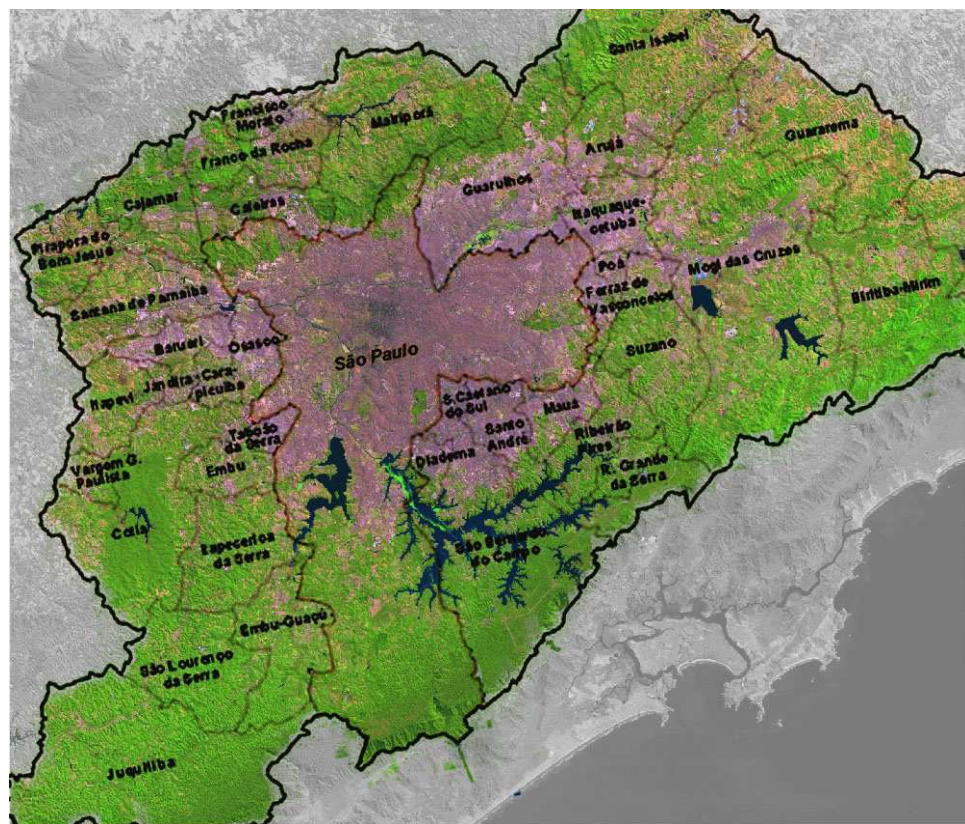
To illustrate the sector shifts, while the number of industrial establishments grew from 686 in 1997 to 755 in 2005, over the same period, the number of tertiary establishments increased from 5,434 to 5,920. Along the same lines, in 2005 the participation of the tertiary sector in the overall value added generated at city level was approximately 85 percent, with industry being responsible for the remaining 15 percent. In terms of employment levels, in 2000, the participation of industrial employment in the overall employment level was 23.52 percent, while the same figures for the commercial and service sectors were 23.53 percent and 50.39 percent respectively.

In recent years, the local government of Osasco has actively designed and implemented policies aimed at reducing social exclusion, while also promoting local economic development. As result of the process of socioeconomic and technological restructuring that affected metropolitan regions in a dramatic way

<sup>11</sup> The service and commercial sectors concentrate important international players including Carrefour and Wall Mart.

from the 1990s onwards, poverty and unemployment levels in the city of Osasco were badly affected. Nevertheless, since 2005, a new administration, which was re-elected in October 2008, has been keen on setting up a series of programs that link social inclusion, income and work generation, and local economic development. It has done so by consciously taking advantage of the more favorable macroeconomic environment, which enabled higher growth levels of national GDP, and linking its local programs with the more pro-active stance of national government in such areas as social inclusion and labor market insertion for the more vulnerable segments. Another remarkable feature has been the local administration's policy of sharing experiences and information and of participating actively in national and international networking and technical cooperation. As an illustration of this, in 2006 the city took on the presidency of the Forum +300, which implied a substantial effort in leading strategic debates on the decentralization and democratization of the National Employment and Income System. Moreover, together with the cities of Santo Andre and Diadema (Greater Sao Paulo), Osasco is an active member of an international cooperation project focused on the issue of metropolitan governance in Brazil, which is being financed by the Canadian International Development Agency (CIDA) and the Brazilian Ministry of Cities. The main focus of this project in the particular setting of metropolitan Sao Paulo is to test the limits and potentials in setting up inter-municipal collaborative mechanisms aimed at providing Decent Work, with an emphasis on the role of the newly created Public Centers for Employment, Work and Income in the partner cities of Diadema, Santo André and Osasco.

**Figure 1 –Osasco within the metropolitan region of Sao Paulo**



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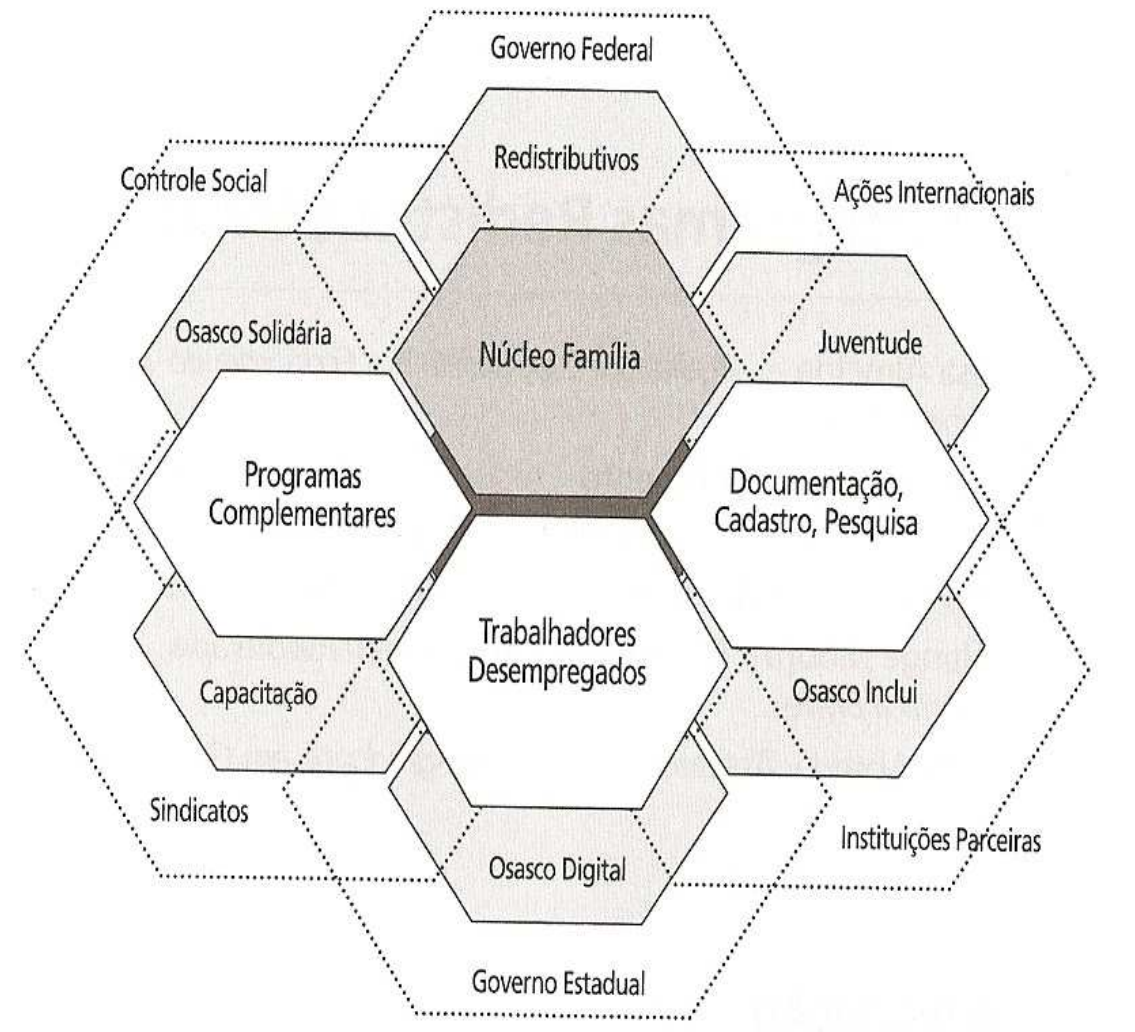
## **2. A new framework for local economic development, income, work and employment generation in Osasco**

### **2.1 Introduction**

Since 2005, the local government of Osasco, working closely with its main partner organizations from other spheres of government and civil society, has given priority to linking policies aimed at income redistribution and emancipation; these focus on vulnerable families and unemployed workers, as well as on local economic development. In order to centralize this ambitious policy, the administration created a specific Municipal Secretary for Development, Work and Inclusion. In addition to the Secretary, its organizational structure consisted of six directorates, each responsible for one of the main directions of overall economic and social policies, namely: redistributive policies; youth programs; training and capacity building programs; the Digital Osasco program; the Osasco Solidarity program; and the Osasco Includes program. Each of these lines of action will be discussed in the following section. Overall, the Secretary has been working with three broad categories of program that have become mutually reinforcing. Firstly, a series of minimum income programs—from both the federal, state and municipal level—were streamlined and reformulated to provide a concrete perspective of allocating program funds to capacity building and socioeducational activities. The scope of existing minimum income programs was also broadened so as to focus on two specific target groups, i.e. families in situations of extreme socio-economic vulnerability—defined as a per capita income of less than half a minimum salary—and unemployed people from vulnerable families. Secondly, the Secretary linked these redistributive programs with a series of complementary initiatives aimed at the emancipation of vulnerable families and unemployed people. Thus by creating incubators for cooperatives and other community initiatives, and programs aimed at the provision of real or financial services—e.g. micro-credit—the city has been eager to trigger the emancipation of beneficiaries of redistributive programs. Thirdly, local government adopted a more pro-active stance in stimulating local economic development, for example through its digital inclusion program, comprehensive information sharing on the main tendencies in the labor market and, finally, active labor market policies, i.e. labor market intermediation, support services for the stimulation of entrepreneurship, etc. As will be analyzed below, many of the achievements since 2005 are due to this strategy of consciously linking several of the dimensions—redistribution, autonomy, development—that are an intrinsic part of the overall development process toward a city that is both environmentally and socioeconomically more sustainable. Figure 2 illustrates how each of the above dimensions is thought out within the administration structure of the local government. In the remainder of this section, we will briefly describe the main dimensions of the programs in Osasco and analyze how their integration has improved the overall quality of local development policies in the city.



**Figure 2. OSasco- a schematic view on the interaction between the main programs aimed at redistribution emancipation and development.**



Source: Guerra et al. (2008), pp20.

## 2.2. Redistributive programs

The main thrust of the redistributive programs that have been implemented from 2005 onwards has been to streamline and integrate existing federal, state and municipal programs, in order to provide synergy with capacity building programs and focus on two specific target groups, namely families in situations of extreme socioeconomic vulnerability and unemployed people. With regard to the redistributive programs focused at the family level, in the initial stages, the management and operation of the programs was transferred from the Secretary for Social Assistance and Promotion to the newly created Secretary for Development, Work and Inclusion. A new municipal law on minimum income was formulated and approved in 2005; this allowed a better linkage between the redistributive

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and developmental programs at the local level, as well as the partial allocation of funds to socio-educational and capacity programs. This program effectively complemented the existing federal minimum income programs, particularly the family scholarship program (see Table 2).<sup>12</sup> Moreover, the law also specified, in more detail, some of the pre-conditions of the main redistributive programs.<sup>13</sup> In a second stage, specifically from 2006 onward, the modernization and improvement of the basic information system and the cadastre that would centralize the redistributive programs became an additional priority. In this respect, partnerships were created within the municipal government, in order to upgrade the physical and geographical information system. More specifically, the partnership with the Secretary for Housing and Urban Development was strategic in creating intelligence and logistical infrastructure, in order to speed up the creation of a basic cadastre on the profile of beneficiary groups in the more vulnerable parts of the city. As an illustration of this, by the end of 2005, 17,127 families had been registered in the basic information system that would feed the operation and maintenance of the redistributive programs, more specifically the federal *Family Scholarship* program and the state *Income for Citizenship* program. While during 2006, the creation of an efficient database on the most vulnerable target groups remained a high priority on the agenda, subsequently, the municipality started to work with complementary socioeducational programs aimed at improving the employability and awareness of beneficiary families. It should be noted that most of the socioeducational programs were implemented by local partner NGOs, while—bearing in mind that in 2006, the physical infrastructure of the Secretariat had not yet been completed—temporary office space of other secretaries were being used for the operation of socioeducational programs. In 2007, when the physical infrastructure for the main developmental and emancipatory programs had been completed, the scale of socioeducational orientation programs increased substantially.

In relation to the redistributive programs focused on the unemployed, regulations specified that potential beneficiaries should have lived for at least two years in the city of Osasco, should belong to the more vulnerable families and

<sup>12</sup> Although minimum income programs are typically associated with the national level, it should be observed that, particularly in light of the wide range of shared responsibilities that have been delegated to local governments within the context of the Brazilian federation—e.g. housing and urban development, health, education, local economic development etc.—an increasing number of municipalities such as Osasco have actively elaborated complementary redistributive policies. Finally, Brazilian minimum income programs—transfers not automatically linked to the labor market—should not be misinterpreted as a type of national minimum wage legislation linked to the labor market and providing general guidelines for the trajectory of wages and pension related payments.

<sup>13</sup> In the case of those programs targeted at families, most of the pre-conditions were focused on the school attendance and vaccination of children, while the conditionality for the unemployed beneficiaries was related to the requirement to attend a minimum of the activities related to capacity building and training. The conditions are being monitored in partnership with the municipal Secretaries for Health and Education.

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preferably be in the 25 to 39 year age range.<sup>14</sup> The *Operation Work* program was structured in 2005 and began to be implemented in 2006. The activities aimed at complementary capacity building were undertaken by a pool of governmental—within the scope of the Secretary of Education and its partner organizations—and non-governmental agencies. In addition to a transportation subsidy and collective health security, participants received a pre-defined cash payment that was conditional on their participation in several specific courses aimed at increasing their employability. An initial evaluation of the program showed that, until recently, only 845 beneficiaries had received specific capacity building and that this had been divided over three specific sectors, i.e. textile and clothing, urban services—cleaning, gardening etc.—and solid waste collection, recycling and disposal.<sup>15</sup> In the solid waste sector, the program focused on organizing existing cooperatives in the city, and on modernizing their main operational, organizational and logistical conditions. It should be noted that the criteria for the design of the training were, themselves, based on a mix of three criteria. The first was the demand revealed by beneficiaries. For example—as will be discussed in section 12—in the programs targeted at young people there was a conscious effort to offer a somewhat broader package of courses, given the “volatility” of interests that was frequently revealed by this type of beneficiary. A second criteria was related to the linkage between capacity building and the potential demand for labor from existing municipal services, including housing, urban development, operation and maintenance. Finally, based on the labor market dynamics that were also monitored by the Observatory, capacity building also was expected to create a better linkage with existing and potential demands from the overall labor market.

**Despite the fact that, at least until recently, the scale of redistributive programs focusing on the unemployed such as *Operation Work* has been relatively small, its initial impact and potential should not be underestimated.** For instance, initial qualitative surveys undertaken by the municipality showed that the majority of beneficiaries were specifically motivated by the socioeducational components rather than the financial lump sum of the program. That is, capacity building and formation have opened new perspectives and horizons and have helped beneficiaries to become aware of the limits and potentials of access to the labor market. It is of particular importance that the target groups were aware that, at least for the duration of the program—most of them last for nine months—the financial lump sum was maintained, even if a new job were to be obtained. This provided initial security, both in considering the prevailing scenario of increasing job rotation and volatility of labor markets, and in the relative socioeconomic vulnerability of beneficiary groups. Therefore—and as is also being acknowledged by the National Ministry for Social Development—financial resources for a program like this should be expanded, both to extend the period during which the financial lump sum prevails—in order to increase the incentive of labor market insertion—and to leverage the scale of the program as a whole. Finally, local government has been able to increase the potential of the program through internal

<sup>14</sup> Although the emphasis is on this age group, there were 100 beneficiaries within the so-called *Restart* program (*Começar de Novo*) aimed at the labor market insertion of people over 40 years old.

<sup>15</sup> In most Brazilian cities, the latter activity is being undertaken by particularly vulnerable groups.

information sharing on other municipal programs. For instance, when the Municipal Health Secretary was in the process of contracting 260 field agents—the local health agents who visit families directly—through the linkage with the capacity building component of the Family Scholarship program, 28 people were contracted.

**In 2005, the city of Osasco also started up a *Pro-Youth* program targeted at unemployed young people—in the 16 to 24 range—living in conditions of poverty or extreme poverty, which, according to an initial diagnosis, amounted to some 12,000 young people.** The main thrust of this line of action was to integrate two existing federal programs—more specifically, the Pro-Youth (*Pro-Jovem*) and Citizenship for the Young (*Juventude Cidadã*)—with its municipal activities (Work-Scholarship) aimed at increasing the potential for work and employment generation through tailor-made capacity building and training. The two federal programs had a combined financial lump sum of around R\$100.00 (slightly less than USD45.00) with capacity building activities.<sup>16</sup> Given the particular stage in their life, an age when which young people tend to have a wide and varying span of interests, the scope of courses offered was also relatively diversified, ranging from thematic areas associated with professions in the tertiary and service sectors such as receptionist, waiter, commercial sales, telemarketing, etc., to the more technical areas associated with such areas as the operation and maintenance of information technology and the maintenance of electrical and electronic equipment etc. In Table 1, an overview is given of the target groups that were reached by the three programs.

Type of Program	No of youth reached	%
Citizenship for the Young (Federal)	5709	84%
Pro-Youth (Federal)	908	13%
Bolsa Trabalho - Work Scholarship (Municipal)	147	2%
	6764	100%

Source: Guerra, Cazzuni and Coelho (2008), pp.44.

According to preliminary evaluations undertaken by the municipality, the main targets for capacity building aimed at this target group have not been met. For example, the target for the main federal Citizenship for the Young (*Juventude Cidadã*) program was set at 7,000 people, implying that some 81 percent of the target had been met, whereas for the Pro-Youth program a target of 3,600 young

<sup>16</sup> According to the data provided by the city of Osasco, during the period 2005-2007, the federal government allocated some R\$3,425,400.00 (around USD1,500,000.00) through its Citizenship for the Young program. The Pro-Youth program is an important element of the national youth strategy targeting the 18-24 age group. Through this program, young people who have not finished primary school—who have, in fact, dropped out between the fourth and eighth grade—are offered a chance to complete primary school, while also receiving professional training.

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people had been set, implying that effectively 25 percent had been met. Although a more thorough evaluation study would have to explore the reasons for this underperformance, several possible hypotheses can be expounded. First of all, the metropolitan region of Sao Paulo in general and the city of Osasco in particular, do not represent an exception to the rule that generating sufficient work and employment for the young it is an extremely challenging task. Unemployment figures in general are relatively much higher for this segment and their first labour market experiences are frequently obtained through the informal market. Secondly, and specifically in the initial stages in 2005 and 2006, a series of operational difficulties such as a lack of staff and deficiencies in the available infrastructure represented serious obstacles to the scaling up of the program. Although the sub-contracting and training of external partner organizations proved to be a useful instrument in reducing this operational weakness, it did, nevertheless, create additional demands in terms of guiding and monitoring an already substantial number of supporting and implementing agencies that

### 2.3 Emancipatory programs

From 2005 onwards, complementing its redistributive policies, the city advanced by structuring a program on solidarity economics, characterized by a focus on income, Decent Work and employment generation on the basic principles of equity, justice, participation, mutual help and collaboration.<sup>17</sup> Although the concept of solidarity economics is not completely new and unique to the Brazilian scenario, the federal government pioneered the formation of a National Secretary—within the National Ministry for Employment and Work—aimed at the creation of critical mass within Brazilian society and which would also leverage a series of alternative development projects. In solidarity economics the stress is not on profit maximization but rather on such principles as social justice and equity, cooperation, self-management, collective ownership of the means of production, Decent Work and employment generation and social and environmental sustainability. As a matter of fact, the institutionalization of solidarity economics within the federal government could be seen as a conscious reaction to a series of grass roots solidarity movements that had spread over a number of cities in Brazil, working on the basis of alternative guiding principles that were not based exclusively on the profit mechanism. Osasco, being a city with a socio-economic tissue and a history of relatively strong social movements, as well as a conscious workers' identity that had favored the rise of some of these movements, was one of the cities keen on supporting and incentivizing this incipient movement toward solidarity economics.<sup>18</sup>

<sup>17</sup> More particularly through municipal law no 3978, aimed at establishing criteria for a local policy on solidarity economics.

<sup>18</sup> As mentioned in Guerra et al (2008), examples of this relatively strong identity of workers and social movement could historically be found in such episodes as the formation of the Glass Workers' Cooperative Movement in 1909, the Movement for Municipal Emancipation and Separation from Sao Paulo in the 1940s and 1950s and the strikers movement of the Metallurgy Union in 1968, which proved to be a forerunner of the *New Brazilian Unionism*.

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**The local government enabling strategy, which is aimed at disseminating the concept of the popular economy and solidarity economics, was consolidated in three reinforcing pillars within a specific municipal program, namely the *Osasco Solidarity program*.** First of all, as early as the end of its inaugural year in December 2005, the administration succeeded in getting a bill approved that established the main guidelines and objectives, principles and instruments of the municipal policy on solidarity economics. The approval and negotiation of this law, which would later be regularized through specific by-laws, could be considered to be anchor for the consolidation and dissemination of policies towards solidarity economics. Moreover, in principle at least, the institutionalization of overall policies through a basic regulatory framework would reduce the vulnerability and dependence of most of these programs on specific political cycles. Secondly—and also stipulated in the municipal law—in the context of the *Osasco Solidarity program*, a series of infrastructures aimed at the dissemination and consolidation of the principles of solidarity economics were implemented. More specifically, a *Public Incubator for Community and Cooperative Projects* and a *Public Center for Community and Solidarity Economics* were created. The mission of the *Community Incubator* was to disseminate a culture favorable to the up-scaling of alternative projects through capacity building, the temporary subsidization of specialized and tailor-made consultancies, marketing, as well as networking among solidarity groups, thereby reducing possible distances and the fragmentation that existed within those groups.<sup>19</sup> The Incubator managed a series of programs, going from the pre-incubation stage all the way to the final ‘market entrance’ phase of community entrepreneurs or cooperatives. The *Public Center for Community and Solidarity Economics* represented not only a symbolic step towards the possibility of an alternative development model—specifically in light of the fact that policies and infrastructure for this segment are notoriously absent in most Brazilian cities—but also effectively managed to physically concentrate equipment, qualified staff and—real and financial—services tailored to the specific needs of community entrepreneurs, cooperatives and vulnerable self-employed workers. Thirdly, the program was guided by the principle of social control. As such, in the existing legislation it was proposed to create a specific tripartite municipal committee for the Community Economy functioning along the same lines as the municipal tripartite labor and work commission.<sup>20</sup> At the time of writing, this municipal commission had not yet been created. Nevertheless, in 2007, a management committee for the two programs—the *Public Incubator* and the *Public Centre*—was set up, in order to guarantee the transparency, social control and the direction of these newly created institutions. The Committee has a tripartite participation—with membership from local government, a selection of participant-enterprises and

<sup>19</sup> An initial diagnosis undertaken by the city government had confirmed the existence of a number of fragmented and disconnected groups and organizations active in the field of what is nowadays called ‘solidarity economics’.

<sup>20</sup> Indeed, one of the few substantial responsibilities of the existing municipal employment committees is the discussion concerning the allocation of the financial resources from the National Labor Support Fund, which are being channeled into the city of Osasco. As a matter of fact, the decentralization of labor intermediation and labor market policies to the regional, inter-municipal level opens new perspectives to effectively leverage the role of some of these municipal committees. Until recently, however, most committees have limited themselves to general recommendations to hire local labor.

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two non-governmental organizations—and primarily monitors the operation and maintenance of the existing infrastructure, while recommending new directions and strategies for the future.

**Given the relatively short period of its existence, it can be claimed that the *Osasco Solidarity* program has achieved substantial results.** Twenty seven community entrepreneurs and/or cooperatives are following the incubation process and are currently generating both income and work. At the same time, an initial basis for up-scaling and mainstreaming the program within the overall local economic development strategy of the city has been established: an institutional framework; physical infrastructure (the Incubator and the Public Center); qualified and trained staff; partner institutions (such as the Federal University of Rio de Janeiro); methodologies (e.g. on the incubation process, training manuals, reference material for specific sectors such as textile, food, recycling and urban agriculture); and supporting software have all been articulated and created. Moreover, the creation of a tripartite managing committee also represents a basis for continuous monitoring, social learning and readjustment of the program at the city level. Some of the social learning on creating mechanism for solidarity economics—and on discussing alternative principles for the organization of work, employment and income—will be useful for other cities in the Brazilian-Latin American context.

## 2.4 Developmental programs

**The *Digital Osasco* program has been focused on improving three dimensions of communication and information technology, i.e. the streamlining of the management of municipal programs—with an emphasis on the role of integration between redistributive, emancipatory and developmental programs)—the strengthening of the existing information base through studies and research and finally, improving the access of socially vulnerable segments to the benefits of modern information and communication technologies through so-called Digital Inclusion Centers (DICs).** In relation to the streamlining of the municipal information system, a conscious effort has been made to consolidate a centralized municipal information base, which would not only facilitate the internal communication among secretaries within the city government but would also improve the interface with the beneficiary population and the state and federal government. A first step was made by establishing a municipal information system, which shared basic and more detailed information on the profile of beneficiaries groups. Nevertheless, a challenge remains in broadening the scope of this initial system, which is still concentrated around the programs that are managed by the Secretary for Development, Work and Inclusion. At a subsequent stage, further integration should be established with other secretaries, as well as state and federal programs.

**In order to strengthen the existing information base and its strategic intelligence, the city established a partnership with Diesse, a socioeconomic think tank associated with the labor unions, which resulted in a series of important publications on the socioeconomic and productive restructuring in Osasco and also to the creation of a specific Observatory on the labor market.** The role of the Observatory was to share information on labor market tendencies and facilitate feedback for the collective formulation of public policies on social inclusion and local economic development. In addition to providing policy intelligence, the Observatory has played a strategic role in publishing monthly newsletters on the evolution of basic indicators such as employment,

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unemployment and labor market participation per sector and per target group in the metropolitan region of São Paulo. Although the Observatory has also focused on the informal labor market, in practice it has proven quite difficult to obtain reliable and timely sources of information.<sup>21</sup> Moreover, Osasco, like most other Brazilian cities, lacks good and reliable (census) data on the performance of local and metropolitan economies. In fact, throughout the 1990s, national and state bureaus for economic research suffered through the implementation of severe downsizing processes. As a result, most cities lack good data on their economic structure, which puts severe constraints on the quality of their policymaking.<sup>22</sup>

**Finally, the city gives priority to investment in the *Digital Inclusion Centers (DIC)*, in order to democratize and increase the access of the more vulnerable segments of the city to modern information and communication technologies.** These centers concentrate between 10 and 20 computers, each having basic software packages for editing, calculating and accessing the internet. According to the general regulations of these centers, some 80 percent of access is allocated to tailor-made courses aimed at providing basic computer literacy; the remainder of the equipment can be used freely. This implies the continuous presence of at least two daily coordinators/monitors, in order to smoothen and control the allocation of computers over these two uses. Each of the Digital Inclusion Centers is managed by a committee comprising representation from the local community and the city administration. Although the target set at the beginning of 2005 was to get 10 centers up and running, by the end of 2008 the city will have 12 centers, all of them located in the more vulnerable areas. The impact of these centers on the self esteem and autonomy of the beneficiary population in the target areas cannot be underestimated. Even considering the relatively weak socioeducational profile of the beneficiary population, they were offered a concrete chance to access a variety of sources of information, increasing their basic competences in dealing with information and communication technologies and, finally, become actively involved in the operation, maintenance and decision-making in the centers.

**The *Osasco Includes* program has been designed to seize the opportunities created by the incipient scenario of decentralization and democratization of the National Public Employment System, and also to create synergy between the range of redistributive, emancipatory and developmental policies.** The program has been focused primarily on the unemployed in general and the beneficiaries of the redistributive programs in particular. Moreover, a dynamic interaction was created among the various local government secretaries, with the specific aim of maximizing the employment

<sup>21</sup> For example, in the Brazilian context relatively reliable data on the informal labor market can be obtained only once every 10 years through the IBGE (The National Bureau for Statistics) or annually through special requests to the state government agency SEADE and DIESSE (an institution linked to the labor union).

<sup>22</sup> There are, however, some exceptions to this rule; in 1995, Diadema was one of the first Brazilian cities that actually undertook a complete economic census on its economy (see also Annex 1).



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impact of sector municipal policies. For example, the Secretary for Development, Work and Inclusion established an intense dialog with other secretaries and departments within the local administration in four specific areas. Firstly, administration; the specific demand for labor of this Secretary, for example for the operation and maintenance activities of public space, cleaning, gardening etc. Secondly, housing and urban development; a potential demand for labor in light of the earlier mentioned national plan for accelerated growth, which implied potentially large and labor intensive investments in housing, slum upgrading and basic sanitation. Thirdly, health; a concrete demand for field agents that visit families directly. Finally, industry and commerce; to improve the information base on new industries coming to the city and potentially in need of labor.<sup>23</sup> The relative success and impact of this internal policy dialogue within the municipal administration can perhaps be best illustrated by the example of the housing and urban development policies. Osasco has 719,188 inhabitants (2008 IBGE) and concentrates 167 slum settlements, gathering around 200,000 people, i.e. 27.8 percent of the total population (see picture 1).

**Picture 2 – Substandard housing in Osasco**



<sup>23</sup> In the specific case of the housing and urban development sector, an aggressive approach was an attempt to maximize the employment impact of slum upgrading and housing investments. More particularly, the municipal tendering procedures for the five areas that received federal investments considered the employment of local area residents through the interface of the so-called Worker's Site (see section 20 and footnote 23 below). Given the generally cumbersome Brazilian tendering procedures, this could be regarded as an innovation. Nevertheless, one of the bottlenecks that remained to be cleared was the increasing of labor market insertion of the beneficiaries after the completion of the construction works. Similar experiences aimed at maximizing the employment impact of municipal programs have been implemented with the production of school uniforms—resulting in specific contracts with the beneficiary cooperatives—and through incentives given to cooperatives involved in waste recycling thus reducing the municipality's operational costs and increasing the economic life of the solid waste site.

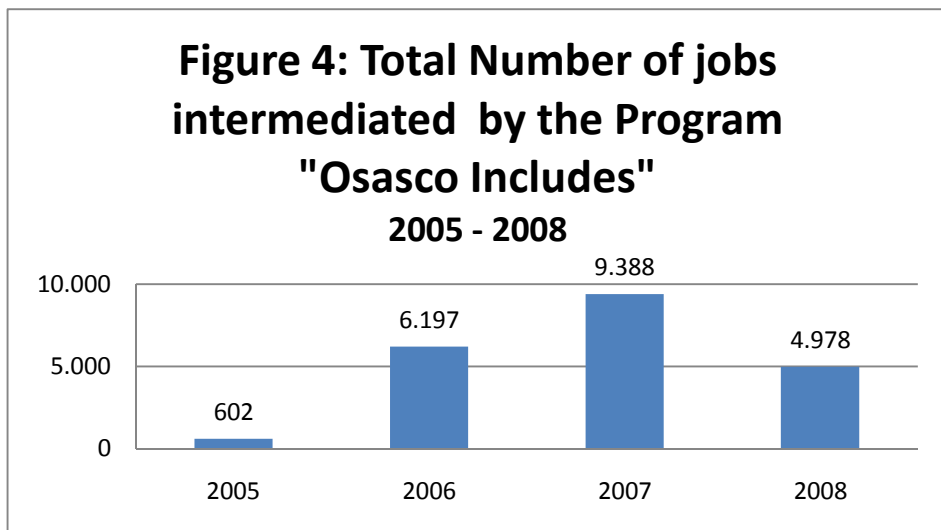
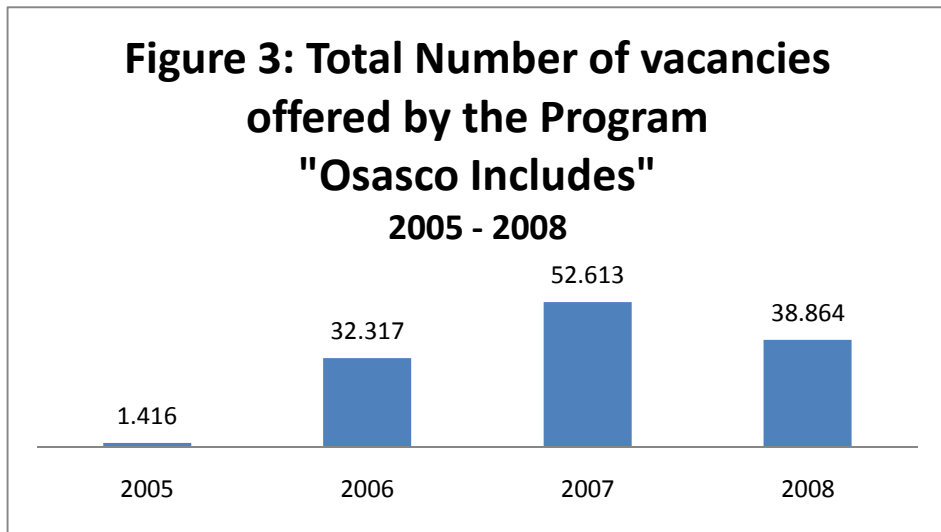
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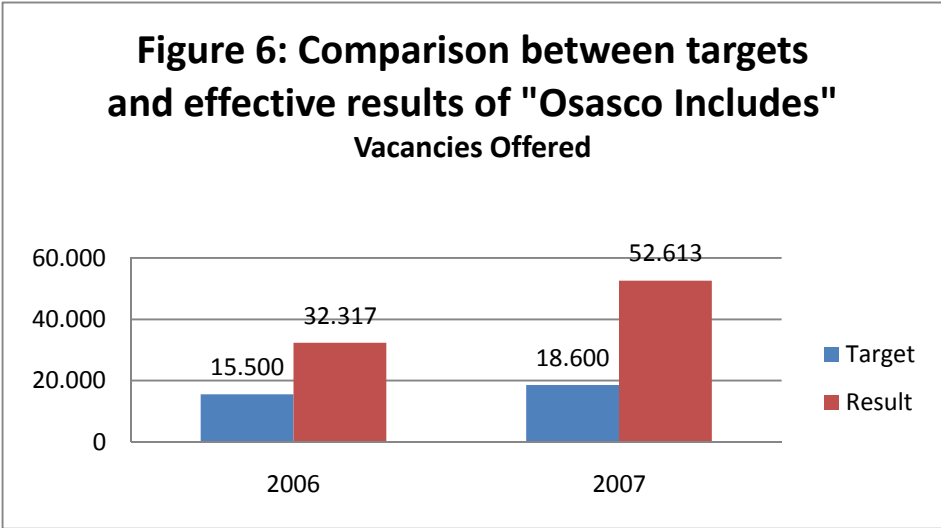
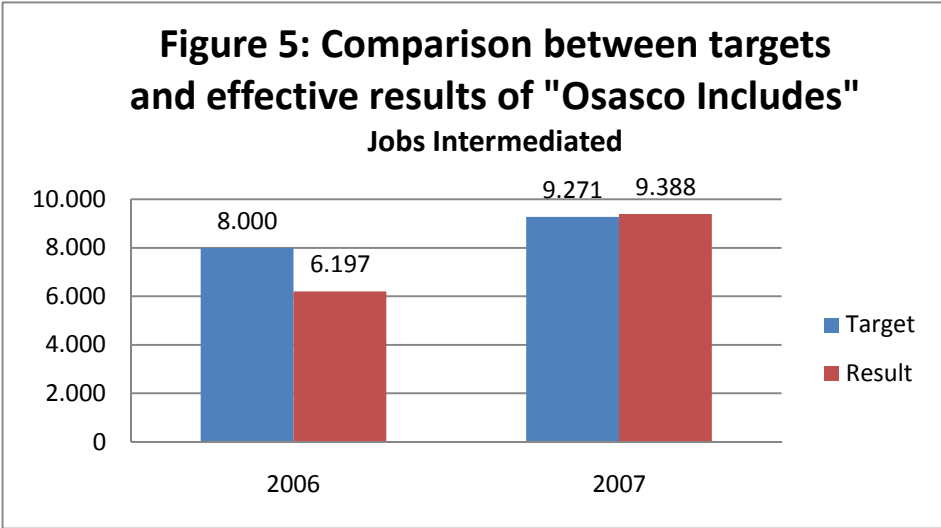
This figure is relatively high, considering the overall average of around 20 percent in metropolitan cities; around 20 percent of the populations of Santo Andre and Diadema are living in slums. Most Workers' Party governments—Diadema, Osasco and, until 31 December this year, Santo Andre—have implemented policies of slum upgrading, regularization of land tenure and the removal of families in risk areas such as flood prone areas and dwellings situated under power lines, etc. The majority of these policies also receive substantial support from the Federal Growth Acceleration Program (PAC). As such, from 2005 onwards, housing and urban development policies in Osasco have delivered more than 3,000 land titles to families; over the same period, 10 slum upgrading projects have benefited some 7,500 families. Moreover, the city of Osasco has mobilized R\$100 million from the PAC program (some USD40 million), which has triggered some 1,000 direct jobs in the local community through the indirect efforts of the administration to stimulate local firms to use the municipal cadastre of the unemployed and the beneficiaries of redistributive programs in general, and the specific municipal income and employment programs—for example the Worker's Site, see the next section—in particular. Considering the indirect and soft nature of the measure—that is, business cannot be obliged by local government to hire according to more labor intensive techniques—the short-term employment impact mentioned above has not been large-scale.

After a phase characterized by legal preparation—the formalization of a specific strategic plan that was approved by the National Labor Support Fund—the so-called Workers' Site (*Portal do Trabalhador*) was created, a physical space aimed at creating a kind of “one stop business shop” for workers, which would gradually take over the main functions of the National Public Employment System, which, in the specific case of Osasco, was fragmented into three spatially and administratively separated offices, one managed by the municipality, a second by the labor union and a third by the state government of São Paulo. The program quite clearly marked an important and comprehensive move towards the modernization of public policies that included the interests of workers and more vulnerable target groups in the city.<sup>24</sup> Although initially co-existing, in 2007, all redistributive social programs, activities of labor intermediation and financial and real support services for the unemployed and autonomous workers were concentrated in the office of this Worker's Site. In 2006, which could be considered a transition year, R\$1.1 million was invested by the municipality, whereas the National Labor Support Fund contributed R\$1.7 million. In the following year, these figures were R\$6.8 million and R\$1.6 million, respectively. Figures 3 to 6 illustrate the gradual consolidation and up-scaling of the *Osasco Includes* program within the context of the Osasco city regional labor market. In Figure 3, the evolution of the number of vacancies offered by the *Osasco Includes*

<sup>24</sup> The analogy between the Public Centres for Employment, Work and Income and “one stop business shops” created for the unemployed and socio-economically vulnerable persons is quite appropriate. That is, in one physical space unemployment benefits, training, tailor-made entrepreneurial business support services, microcredit etc. are offered to a target group that is traditionally “off the books” in Brazilian public administration. As mentioned, in addition to the strategic role of having physical equipment that centralizes and increases efficiency of service delivery, there is a symbolic and communicational dimension in these policies in the sense that a different priority—in favour of the more vulnerable segments of society—is being set in motion. See also section 25.

program since 2005 is shown, including the first three months of 2008. The figure shows a gradual increase in scale and penetration of the system, which is also reinforced by the growth in the number of jobs that have been intermediated since 2005 (Figure 4). Finally, Figures 5 and 6 illustrate the comparison between the targets that were set in the context of the formal work agreements between the federal government and the city and the effective results that were achieved, in terms both of the number of vacancies offered and the number of jobs that were effectively intermediated by the system. In the transition stage, when existing infrastructure and equipment of the labor union and the state government were transferred to the new municipal system, targets for the intermediation of jobs were not met. In the following year, however, targets for both the number of vacancies and jobs intermediated by the *Osasco Includes* program were met.





It should be noted that in addition to the programs mentioned above, *Digital Osasco* and *Osasco Includes*, the local government has been pro-active in strengthening the existing network of firms, while also trying to attract new business to the city of Osasco in the context of its local economic development strategies and policies. In that respect, through the new local tax code several rates were streamlined and reduced. Moreover, local government has launched several efforts designed to modernize its internal procedures thus facilitating and increasing the speed required to set up business, which has been a traditional bottleneck on economic development in the Brazilian setting. In partnership with the business association FIESP and the National Agency for the Support of Small and Medium Enterprises (SEBRAE), the city also created a business incubator, which, at present, supports 12 enterprises within the premises of its office; several outside firms are also receiving technical backing and consultancy at reduced rates. It should be mentioned that the Municipal Secretary for Industry and Commerce is an important partner in the design and implementation of the above complementary local economic development policies. Moreover, it should be stressed that, although there is a clear focus on the issue of social inclusion and employment maximization, there seems to be less clarity regarding the direction of the broader

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economic development strategy for the city as a whole and the instruments to be used to get this strategy from the ground. For example, in the *Osasco 50 years document*—which is the result of the strategic planning undertaken by the city (see section 25)—there is no clear vision regarding the direction in which the city should be moving. The lack of this more strategic view is all the more worrying considering the fact that Osasco, until recently a typical industrial city on the outskirts of Sao Paulo, is facing an intense transformation towards a service economy. The vision statement does not go beyond general observations on the important role of income and employment generation, capacity building and the creation of specific locations for the attraction of new economic activities. The revitalization of the central city area and the several neighborhood centers are mentioned as additional priority items on the policy agenda. Finally, Osasco is mentioned as a potential hub for business tourism.<sup>25</sup>

### **3. Initial results of linkages between redistributive, emancipatory and developmental programs.**

**Table two gives a broad overview of the scale and linkages that have been established among the various redistributive, emancipatory and developmental programs mentioned above.** Firstly, according to the data from the municipal information system during the period 2005-2008, almost 300,000 people were reached by some type of program, be it redistributive (e.g. the *Family Scholarship*), focused on the youth (*Young Citizen* program, *ProYouth*, etc.), emancipatory (e.g. the *Osasco Solidarity* program) or of a developmental nature (*Osasco Includes* or the *Digital Osasco* Program). Figure 7, also taken from the municipal database, gives the geographical location of vulnerable beneficiaries of two specific programs, namely the *Family Scholarship* and *Income for Citizenship* programs. Similar to other medium-sized and larger Brazilian cities and city-regions, it can be seen quite clearly that the northern and southern outskirts of the city also concentrate the poorer segments of the population—that is the darker parts on the map—concentrating more than 1,000 beneficiaries.

<sup>25</sup> The program of the newly elected Mayor does not go beyond general statements. Although it does, at least, reinforce an increased awareness on the role of business services within the overall transformation process of the urban economy. Nevertheless, the document lacks a strategic view on the future role of Osasco as a hub of producer services in general, and within the Greater Sao Paulo area in particular, analyzing the strengths, weaknesses and complementarities with other cities in the metropolitan area and beyond. Nevertheless, the program does mention the need for specific legal incentives for small and medium-sized enterprises, the creation of a Municipal Development Agency—with the participation of universities, the private sector and local government, and focused on the stimulation of business tourism—a revised legal framework on tax incentives for business, improved road infrastructure and a convention centre in the city.

Similarly, the more affluent part of the population is located in the central areas of the city.<sup>26</sup>

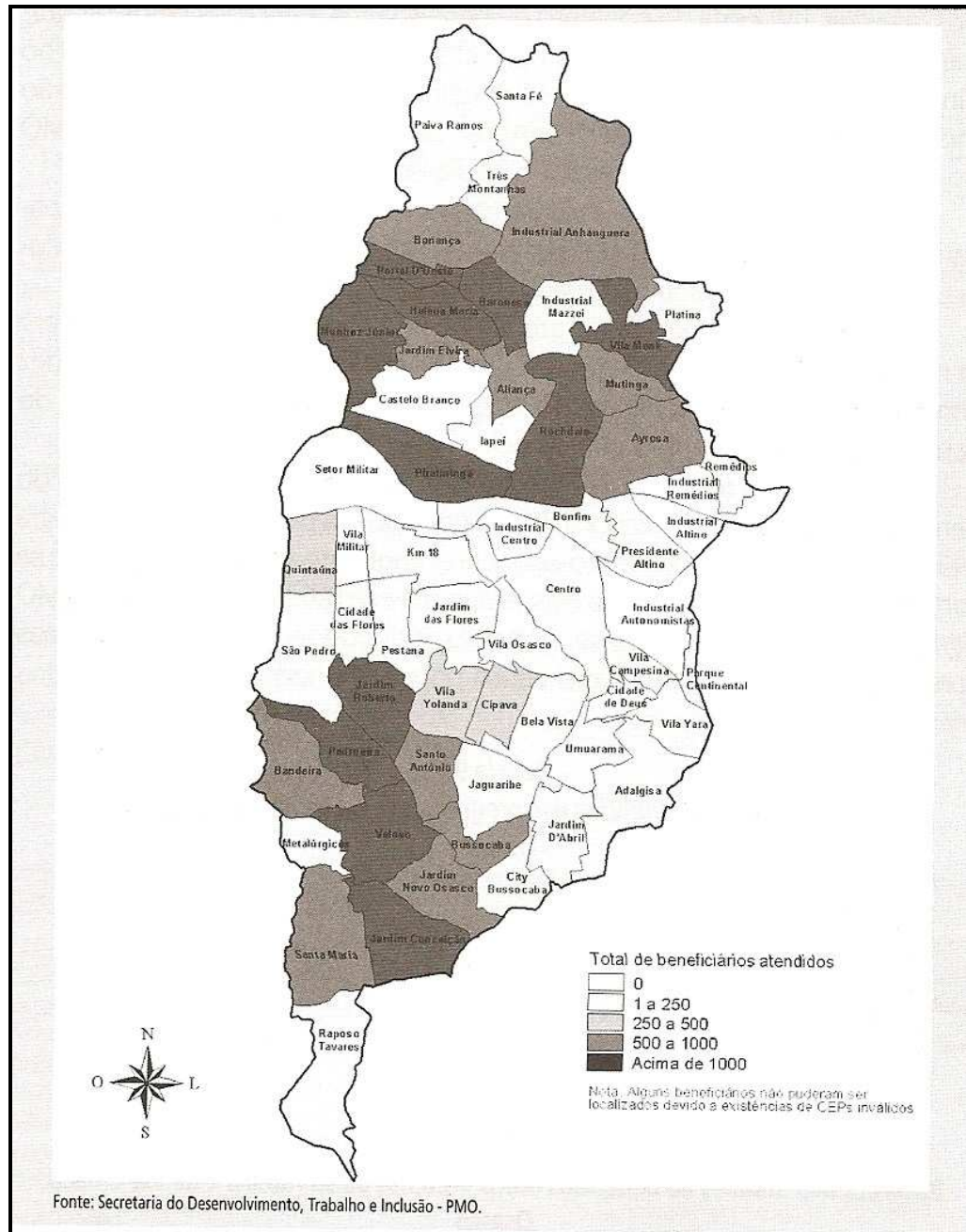
TABLE 2 - NUMBER OF BENEFICIARIES REACHED BY THE SECRETARY  
FOR DEVELOPMENT, WORK AND INCLUSION OF OSASCO - 2005-2008

Program	No	Unit	Activity
<b>Nature</b>			
<b>Redistributive</b>			
<u>Name Program</u>			
Family Scholarship	20157	Family	Financial lump-sum, social-educational capacity building, conditionalities
Minimum Income	100	Family	Financial lump-sum, social-educational capacity building, conditionalities
Operation work	845	Persons	Financial subsidy, professional and social training
Starting Again	197	Persons	Financial subsidy, professional and social training
State Emergency Support for the Unemployed	597	Persons	Financial subsidy, professional and social training
<b>Emancipatory</b>			
<u>Name Program</u>			
Citizen Income Program	8311	Family	Financial lump-sum, social-educational capacity building, conditionalities
Professional Capacity Building	8645	Persons	Professoal capacity building and certification
Osasco Solidarity	3471	Persons	Incentives to popular and cooperative entrepreneurialism
Popular Micro-credit	1445	Persons	Micro-credit (partnership with state government)
<b>Developmental</b>			
<u>Name Program</u>			
Digital Osasco	6022	Persons	Courses in Modern Information and telecommunication technology
Osasco Includes	145927	Persons	Attended within the Public Employment, Work and Income Program
<b>Specific Programs for Youth</b>			
<u>Name Program</u>			
Citizenship for the young	5709	Persons	Financial lump-sum, increase educational levels
Pro-Youth	908	Persons	Financial lump-sum, increase educational levels
Young Citizen	1024	Persons	Labor market insertion
Work Scholarship	147	Persons	Financial lump-sum, increase educational levels

Source: Municipality of Osasco - 2008

<sup>26</sup> Also indicating familiar patterns of socio-spatial exclusion, whereby real estate speculation and the lack of well-located, financially affordable and regularized plots of land drive low income households to the periphery of the city and metropolitan areas, frequently forcing them to locate in environmentally sensitive areas.

Figure 7 The location of beneficiaries of the Family Scholarship and income for citizenship programs.<sup>27</sup>



Source: Municipality of Osasco. Data taken from the Secretary for Development, Work and Inclusion.

<sup>27</sup> Areas in black: more than 1,000 beneficiaries. Areas in grey: between 500 and 1,000 beneficiaries.

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**Although substantial success has been achieved by the set of programs that have been analyzed, several challenges remain in linking the beneficiaries of the redistributive programs with the overall local economic development policies.** A more detailed analysis of the links among the various programs shows that while 76,879 people aged more than 15 years have been reached by a redistributive program, slightly more than 20 percent (i.e. 17,760) of these beneficiaries have been channeled into some form of emancipatory program, for example receiving training, technical assistance, microcredit or other forms of support through an incubation process. A more specific analysis of the databases of the Osasco Solidarity program—focused on the stimulation of cooperative and community entrepreneurship—shows that the majority (75%) of beneficiaries are women and that almost half (44.9%) have not completed their basic studies. Along the same lines, connecting the beneficiaries of the redistributive policies with the local economic development policies—more specifically, through the *Digital Osasco* and *Osasco Includes* programs—has proved even more challenging. By way of illustration, 7,149—i.e. less than 10 percent—of the above total universe of 76,879 beneficiaries of the redistributive programs who were older than 15 years were forwarded to the *Osasco Includes* or *Digital Osasco* programs. Thus only around one third of the beneficiaries of redistributive programs were connected, in some form, to the complementary emancipatory or developmental programs. Initial evaluations show that over and above the operational challenges associated with this ambitious agenda of local integration between the several dimensions of development, there are also underlying structural difficulties in making further advances. As mentioned, a large proportion of the beneficiaries were single mothers responsible for the household who found, therefore, that their path to complete labor market entrance was being obstructed because of the difficulty of combining their daily child care responsibilities with professional duties. Moreover, the educational level of the beneficiaries was relatively low—generally they had not completed primary school—whereas the requirements of the labor markets have been rising continuously. Finally, as mentioned above, structuring a consistent set of policies toward the labor market insertion of young people proved to be a challenging task.



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## 4. Conclusions and recommendations

**Despite several challenges that persist in overcoming the legacy of social-spatial exclusion and inequality, the series of policy experiments and programs implemented in Osasco since 2005 can be evaluated positively, both in terms of the initial positive impacts on the labor market and in the overall increase in educational levels in the city of Osasco.** As mentioned above, Osasco was deeply affected by the process of industrial restructuring that took place from the 1990s onwards. According to Ministry of Employment data for the period 1985-2003, the city of Osasco represented an almost paradigmatic illustration of the impact of industrial restructuring on the socioeconomic tissue, in the sense that it lost some 20,000 industrial jobs. While the number of jobs in the service sector increased by 15.5 percent over the years 1985-2003, during the same period, the level of industrial employment decreased by 46 percent. Consequently, open unemployment levels had increased from 11.6 percent in 1985 to 18.6 percent in 2004. Following a similar trend of other medium-sized cities on the outskirts of metropolitan areas, during the period 1985-2004, the participation of formal employment in total employment levels had decreased from 58.9 percent to 44.7 percent, while the analysis of several indicators on the degree of labor market informalization was also worrying. For example, the general participation of workers without a formal labor contract, as well as autonomous workers, had increased from 12 percent in 1985 to 17.8 percent in 2004. As a consequence, data from the Brazilian national bureau for statistics for the year 2000 indicated that in Osasco, at least 20,000 families were living in conditions of poverty or severe poverty.<sup>28</sup> In partnership with NGOs and the national and state government, the local development policies that were set in motion in 2005 have brought about a first turn-around in the negative development trajectory described above that had been triggered in the 1990s. Overall unemployment levels fell from 18.2 percent in 2004 to 15.0 percent in 2007. In other words, even considering the scenario of a growth in the economically active population, unemployment was reduced by 9,698 people. Open unemployment levels have also fallen from 12.3 percent in 2004 to 9.6 percent in 2007, meaning that, for the first time in many years, the city had achieved a milestone in having an unemployment figure comprising fewer than two digits. Another dimension of this recent qualitative improvement in the performance of the regional labor market was the reduction in informality rates, which represents a clear break from the tendency of growing informality that had been characteristic since the early 1990s. More specifically, the informal workers constituted 37.4 percent of the total occupied workforce in 2004; this figure was reduced to 36.1 percent in 2007, meaning, in effect, that more than 3,000 workers had entered the formal labor market. Another way of looking at this trend is to analyze the evolution of the number of unregistered workers—those workers not registered in the database of the national ministry—which decreased from 15.6

<sup>28</sup> According to the official definition of the IBGE Office, these are families having less than half a minimum salary per capita can be considered as poor. (On 20/11/2008, the official exchange rate was R\$2.39 = USD1.00).

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percent of the total number of workers in 2004 to 14.4 percent in 2007. The other side of this coin is that the participation of the formal/registered workers within the total employment levels increased from 57.9 percent in 2004 to 60.1 percent in 2007. Finally, it should also be stressed that the conditionality that was incorporated in most of the redistributive and emancipatory programs also gradually increased the educational levels of the beneficiaries thus decreasing dropout levels and increasing the average numbers of years of study of the target group. For example, data provided by the city government showed that the number of school dropouts was reduced by more than 30 percent between 2004 and 2005 (from 2,000 to 1,335). Likewise, the rate of return of previous school dropouts also showed a positive evolution, from 17 in 2003 to 1,757 in 2006. This improved school performance will help beneficiaries to prepare themselves for future tendencies in the labor market, while also creating political awareness about their rights and potentials within the broader Brazilian society.

**Without claiming it to be a model city, the experience and experimentation of Osasco in the area of income, employment and Decent Work generation is of interest for similar cities and city regions in Brazil and Latin America.** It should be remembered that the lessons learned from linking local economic development policies and Decent Work generation in the city of Osasco, cannot be replicated automatically in other cities. To some extent, local economic development is place specific and depends both on a complex set of interactions between history, social learning and institutions building, and on the specific socioeconomic, cultural and political conditions in particular cities. At the same time, however, there are some key elements in the policy process in Osasco that could be of direct relevance to other cities and metropolitan areas, in and outside Brazil. Firstly, the experience has shown the strategic role of local government in networking and building strategic alliances aimed at the elaboration, implementation and continuous evaluation of policymaking for local development. Without exception, the policy and program cycle in Osasco has involved a range of partner organizations in and outside local government. While the state and federal government were strategic partners, particularly in the redistributive and emancipatory programs, a wide range of non-governmental actors—e.g. universities, training centers, enterprises, unions and banks—proved to be crucial allies in increasing the leverage of the city in the finance, design and execution of local economic development and income and work generation programs. Along the same lines, several councils and management committees were created through which civil society organization performed a strategic role in the monitoring and evaluation of programs. Moreover, government also involved local stakeholders in the strategic planning for the future of the city. For example, the *Osasco 50 Years* program, organized and structured around the celebration of the 50<sup>th</sup> anniversary of the city's emancipation, also represented a conscious effort to mobilize public and private stakeholders around the planning of the future of the city until 2012. Along the same lines, the Forum for Economic Development represented a strategic interface between the public and private sectors, through which to discuss the main elements of the Agenda for Social and Economic Development in Osasco. Secondly, right from the initial stages of the policy cycle, there was a concern to create sustainable institutional structures and a regulatory framework that would, in theory at least, reduce the extreme vulnerability of programs to changes in local political conditions, which is quite a common feature of Brazilian political culture. Thus most of the programs and projects that were created were embedded within a

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legal framework that had been negotiated with, and ultimately approved by, the municipal council thereby increasing the political legitimacy of the new policy direction that had been set in motion in 2005.<sup>29</sup> Thirdly, policies were also backed up by an increasingly sophisticated and improved information system, which, at the same time, facilitated the interaction with—potential—beneficiaries of programs, increased the policy intelligence of local government—specifically through the creation of Observatories and policy newsletters—and, finally, substantially improved the access of citizens in general, and beneficiaries in particular, to modern information and telecommunication technologies, specifically through the *Digital Osasco* program. Fourthly, the bulk of programs had been strengthened by the presence of centers and offices that centralized and facilitated the access of traditionally excluded groups to specific real and financial services. This was reflected not only in the new so-called Workers Site (*Portal do Trabalhador*), which centralized the activities of labor intermediation, training and other services in one dedicated office, but also through investment in specific and decentralized equipment and office space for Community Incubators and Solidarity Economics. In fact, it was not just the logistical and functional efficiency obtained through these new investments that was at stake; the physical and logistical infrastructure made available also symbolized the priority of issues such as Decent Work, social inclusion and meaningful local economic development on the policy agenda of local government.

**The specific limits and potential of this case should stimulate the exchange of similar experiences within networks of municipalities such as the National Confederation of Municipalities, the Brazilian Association of Municipalities and the National Front of Mayors.** Moreover, internationally, the platform established by the United Cities and Local Governments will also perform a crucial role in networking among cities and pressuring national governments to enable reforms. Finally, the work being implemented in the city of Osasco reveals the potential of organizations such as the Forum +300. As mentioned above, the Forum is a relatively new network of cities that are exchanging experiences regarding the process of decentralization that is occurring within the complex Brazilian national public employment system. Through its accumulated ‘hands on’ experience in setting up local and city regional Centers for Employment, Work and Income, the Forum could well develop into a mature player that would be able to contribute substantially to the debate on the future role of cities and metropolitan areas in the generation of Decent Work, social inclusion and local economic development. In that respect, several members of the Forum have already been active. More specifically, Osasco, Santo Andre and Diadema, being supported by the OIT office and the Canadian Agency for International Development (CIDA), have been actively sharing information and experiences on the creation of a municipal agenda on decent work in general and the coordination of active labor market policies in particular. It should be noted that the overall direction of policies in these cities share common features, specifically in the sense of consciously trying to increase the linkages between distributional, emancipatory

<sup>29</sup> More specifically, municipal laws were negotiated and approved by the council in the following areas: the minimum income program (Law 3891 from 12/2005), the capacity building programs *Starting Again* (Law 3894, 12/2008), *Operation Work* (Law 3891), the Work Scholarship program (Law 3983, from 12/2005) and the *Osasco Solidarity Program* (Law 3978, 12/2005).

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and developmental programs. As such, they have set in motion coordinated efforts, in partnership with the non-governmental organizations, labor unions and the private sector, to draw the general outline of a local agenda on Decent Work.<sup>30</sup> It is expected that further specific work on this municipal agenda for decent work with these leading cities—containing elements of municipal procurement policies, the role of the new decentralized municipal centers on labor, work and income, stimulation of specific sectors such as construction and housing, the mobilization of local stakeholders and negotiation of specific commitments, time frameworks and responsibilities, etc.—could trigger substantial demonstration effects within the Brazilian context.<sup>31</sup>

<sup>30</sup> An initial seminar was organized by the three cities in November 2007, during which a common outline of these Local Plans was discussed.

<sup>31</sup> For a more detailed comparative analysis with the local economic development process in the city of Diadema, see Annex 1.

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## **Annexe 1:**

### **The trajectory of local economic development planning in Diadema**

**The city of Diadema, with a population of 392,738, is part of the so-called ABC region, the industrial heartland located in the southeastern part of metropolitan São Paulo.<sup>32</sup> As such, the analysis of its economy cannot be isolated from the context of the broader development trajectory of this city-region.** During the regime of national import-substitution, this region concentrated the bulk of car manufacturing, petro-chemical industry and suppliers in related production chains. As mentioned above, during the 1990s, metropolitan areas were severely affected by the process of productive restructuring, which caused on the one hand, a complex scenario of organizational and technological modernization of larger firms and on the other, high unemployment, informalization and the disruption of large parts of national production chains. The ABC region was no exception to this pattern (Rodrigues-Pose; Tomaney and Klink, 2001).<sup>33</sup> Over the last five years or so, partly as a result of the overall improved macroeconomic conditions, the region has launched an incipient trajectory of economic recovery. Table 1, shown below, illustrates that taking the last eight years into account, rates of hiring have consistently exceeded rates of firing in all cities of the ABC region.<sup>34</sup>

<sup>32</sup> The abbreviation refers to the first letter of the three main cities that are part of the region: Santo André, São Bernardo do Campo and São Caetano do Sul.

<sup>33</sup> For a more detailed analysis of economic restructuring in the ABC region. See, for example,

<sup>34</sup> Nevertheless, it has to be stressed that the recent global financial crisis has already started to affect important segments in the ABC region, particularly in construction and car manufacturing. Initial studies also indicate that multiplier effects will lead to the contamination of other sectors, particularly business services. Moreover, the national institute for geography and statistic (IBGE) recently indicated that from September to October, in 10 out of 14 metropolitan regions, industrial production declined. More particularly, see:

[http://br.invertia.com/noticias/noticia.aspx?idNoticia=200812051155\\_RED\\_77677000](http://br.invertia.com/noticias/noticia.aspx?idNoticia=200812051155_RED_77677000)

<b>TABLE 1 - HIRING AND FIRING IN THE ABC REGION - 2000 - 2008</b>				
	Hiring	Firing	Hiring/Firing	
City			as a % of the State of São Paulo	
	Absolute Figures		Hiring	Firing
Santo Andre	430.350	379.446	1,49	1,46
São Bernardo do Campo	544.453	474.081	1,88	1,82
São Caetano do Sul	370.376	324.814	1,28	1,25
Diadema	235.969	201.507	0,82	0,78
Mauá	110.510	94.425	0,38	0,36
Ribeirão Pires	42.600	38.132	0,15	0,15
Rio Grande da Serra	5.476	4.766	0,02	0,02

Source: Ministry of Work and Employment, Municipal Employment Profile  
<http://www.mte.gov.br/geral/estatisticas.asp?viewarea=caged>

**Unlike the other main cities in the ABC region, Diadema can still be characterized as an industrial city; in 2007, almost 60 percent of employment was still concentrated in industry, while some 37.5 percent was working in services and commercial activities.** The bulk of industry is related to the chemical sector, plastics, metallurgy and car manufacturing. Interestingly, although in 2005 industry generated 48.31 percent of value added, the tertiary sector was responsible for 51.69 percent of local wealth, suggesting higher productivity levels in the latter sector.

**Over the years, and particularly in reaction to the adverse macroeconomic scenario that characterized much of the 1990s, the city has built up experience with local economic development policies.** During 1995 and 1996, and in partnership with a local university—the IMES University in the city of São Caetano do Sul—the city government implemented a census research on the economic structure of the city. It was a detailed X-ray of the *state of the art* of productive restructuring in the city and provided useful elements for economic policymaking. In 1996, for instance, the preliminary results of the analysis of this local census were discussed in a seminar, and published in a discussion paper, which served as a basis for providing strategic information to the Forum for Socioeconomic Development of Diadema, a platform of business associations, labor unions, civil society organizations, local councilors and training institutions, and other stakeholders. This Forum was organized around issues such as training and the labor market, productive restructuring and integration with internal and external markets, socioeconomic infrastructure and, finally, perspectives on unemployment and informality. Over the course of two months, these groups worked on the elaboration of suggestions, which were subsequently presented in a second seminar held in August 1996. From 1997 on, however, the above policies lost momentum because of the political changes that occurred after the municipal elections in October 1996. Thus in 1997, the Forum for Socio Economic Development of Diadema was discontinued and the generation of a more detailed information base and a diagnosis on the state of the art of the urban economy of Diadema was also interrupted. Ironically, whereas at the *city regional scale*, under the dynamic leadership of State Governor Covas and Mayor Celso Daniel, regional economic development planning flourished during the period 1997-2000—which was reflected in the revitalization of the Inter-municipal Consortium of the ABC region—the creation of a regional multi-stakeholder platform for strategic

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planning, the so-called *Chamber of the ABC region*, which had participation from state and local governments, labor unions, firms, NGOs and civil society organizations and a regional Economic Development Agency—both launched in 1998—the local economic development policies in Diadema would suffer a clear setback over these years<sup>35</sup>.

**From 2000 to 2008, the city went through a period of relative political continuity, which has benefited both the quality and the depth of its local economic development policies.**<sup>36</sup> In 2000, a dedicated Secretary for Local Economic Development was created, in order to coordinate the design and execution of overall policies.<sup>37</sup> Generally speaking, since that time, policies in Diadema have been characterized by two complementary movements. Firstly, a systemic effort was launched to strengthen the existing enterprises and to attract new ones, trying to make particular use of productive restructuring scenario. In that sense, the city participated actively in the discussions at city-regional level, particularly in such institutions as the Inter-Municipal Consortium and the Regional Economic Development Agency of the ABC region and it also developed local initiatives. One of the more remarkable of these local initiatives was the formation of a cluster in the cosmetics sector.<sup>38</sup> With the active support of local government, business associations and training institutions, a group of firms in this sector received support to increase their collaboration in such areas as marketing, design and the penetration of export markets.

**In 2004, probably as a result of the smaller size of the local development teams and their relative inexperience with public sector planning and working procedures, Diadema did not yet have the instruments that were being used by cities such as Santo Andre and Maua or those that were available at the regional city level through the regional development agency.** For example, both Maua and Santo Andre had established partnerships with SEBRAE (the National Agency for the Support of Small and Medium-Sized Enterprises) and the Regional Development Agency, in order to create and maintain technological incubators, while the neighboring city of Sao Bernardo do Campo operated its own incubator. Along the same lines, Santo Andre had made a clear move toward the creation of a local economic Observatory, which would monitor regional and local economic tendencies, create an information system on basic statistics such as sector-wise employment, unemployment and production and, at the same time, provoke debates with opinion leaders from the private and public sectors regarding future—desirable—tendencies of the economy. Diadema, however, had experienced

<sup>35</sup> For a more in depth discussion, see: Jeroen Klink (1999). *The Future is coming: Economic Restructuring in the São Paulo fringe*. Habitat International, vol 23, pp325-38.

<sup>36</sup> Since 2000, the city has been under an administration of the Workers Party.

<sup>37</sup> The 1995-1996, the organization of the economic census and the Forum for Socio-Economic Development had been implemented by the Secretary for Urban Development.

<sup>38</sup> This initiative was also developed outside the scope of the Regional Development Agency.



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problems in continuing the innovative diagnosis that had been initiated through the 1996 economic census but had been interrupted through political changes in 1997. Over the course of several moments, the Workers' Party administration of 2000 to 2004 discussed a smaller and updated version of the 1996 census although for several reasons the idea was never implemented.<sup>39</sup> Consequently, economic policy making in the city would lack a clear analytical underpinning and a vision regarding both the desirable strategic direction of Diadema's urban economy of and the instruments with which to stimulate it.

**A second dimension of local economic policies was aimed at securing maximum employment and the maximum income multiplier for the more vulnerable target groups in the city.** In that respect, several measures were undertaken, frequently in direct collaboration with neighboring cities such as Santo Andre. For example, in 2003, Diadema joined the microfinance institution that had initially been created in 1997 by the city of Santo Andre and its local partner organizations, i.e. labor unions, business associations, local government and non-governmental organizations.<sup>40</sup> In 2003, this microfinance system was operating with equipment, offices and local credit agents in Santo Andre, Diadema, Maua and Ribeirão Pires. Moreover, from 2005 onwards, Diadema also became effectively involved in the decentralization of the national public employment system, in partnership with Santo Andre and Osasco. According to the new regulatory framework, cities with more than 300,000 inhabitants would be allowed to centralize previously fragmented structures that were frequently being operated by several labor unions and local partner organizations, sometimes in the same neighborhoods. In October 2006, Diadema opened its own Public Center for Income, Work and Employment. Having been structured in close cooperation with Osasco and Santo Andre, the center has been working along the same principles and with similar objectives as in those cities, i.e. to centralize and streamline a series of services for the unemployed and poor who are living in conditions of extreme vulnerability. This meant that federal redistributive programs—e.g. the Family Scholarship program—were being combined with emancipatory and developmental interventions. Thus in the specific case of Diadema, the centre has been handling microcredit, in combination with capacity building programs, in order to leverage the impact of the federal *Family Scholar* program. Moreover, the centre has centralized the operation of unemployment benefits. A preliminary balance of the centre's first year performance, which was drawn up by the Secretary for Economic Development in Diadema, revealed a significant impact on the functional labor market in the city and its surrounding neighborhoods; while some 17,600 vacancies had been offered, the centre had also effectively intermediated 8,500 jobs.

<sup>39</sup> Several reasons were stressed, including the high costs and the lack of political will within the inter-municipal consortium (the groups of seven Mayors of the ABCO to finance part of the development costs of the research).

<sup>40</sup> The original Idea of Mayor Celso Daniel (Santo Andre) was to create a regional microfinance institution, in order to guarantee scale. Nevertheless, the inter-municipal consortium rejected the financial dimensions of the proposal. Consequently, the city developed a proposal at the municipal scale, which commenced operations in 1998. In subsequent years, however, Maua, Diadema and Ribeirão Pires joined the system, effectively leveraging its operations and impact.

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**From 2007 onwards, the collaborative inter-municipal consortium between Diadema, Santo Andre and Osasco, which was aimed at the design and implementation of a common agenda for decent work, suffered a temporary discontinuity as a consequence of the political turbulence in Santo Andre.** In 2006, supported by the Canadian Agency for International Development (CIDA) and the International Labour Office, the three cities agreed to make use of the opportunities associated with the ongoing tendency of decentralization and modernization of the National Public Employment system. In practical terms, the aim of the three cities working together was to establish a common framework and an Agenda on Decent Work and Income Generation. This would result not only in a process of intense sharing of experiences and information on the creation of Municipal Public Centers on Work, Employment and Income but would also speed up the elaboration of a common Agenda on Decent Work, as well as a set of strategies to realize its principles. In that respect, the partnership between the city of Santo Andre and the ILO was crucial in organizing a first workshop, which took place in Santo Andre on 27-28 November 2007. This was designed to create a consensus among the cities of Osasco, Diadema, as well as the non-governmental stakeholders in these cities, on the main elements of such an Agenda and its associated strategy. During this conference, a wide range of strategies was discussed such as the role of municipal procurement policies in maximizing Decent Work and income generation, the limits and potentials of the newly created municipal public centers on work, income and employment in triggering Decent Work, the challenges of Decent Work in specific sectors such as civil construction and the information base for the elaboration of Decent Work strategies. This promising first step was temporarily interrupted by the fallout from the electoral disputes in the city of Santo Andre, which particularly affected the cities of Santo Andre, and also Diadema, given that the latter had developed several of its policies in close cooperation with the technical teams in Santo Andre. It is, however, expected that the recently elected Mayors will quickly take up this agenda again in the beginning of 2009.<sup>41</sup>

<sup>41</sup> Particularly considering that the newly elected Mayor of Diadema, Mario Reali, will significantly strengthen the local economic development team. At the same time, the technical team in Osasco will not suffer much change, offering a concrete perspective to further advance along the initial agenda that was presented at the end of 2007.

## Questionnaire used in Osasco (Questions and answers)

1. *Existem leis e/ou programas nacionais que contêm diretrizes e/ou incentivos para os governos locais considerarem o tema de geração de trabalho?*

R: Sim, na atual experiência brasileira existem diversos programas relacionados à transferência monetária e a geração de trabalho e renda (ver descrição detalhada na questão Entre eles destacam-se:

- **Programa Bolsa Família:** programa de transferência de renda do governo federal para famílias com renda mensal *per capita* de até R\$ 120,00, visando complementação da renda, promoção de geração de ocupação e renda, além do acesso aos serviços básicos de saúde, educação e assistência social.
- **Programa Projovem:** programa é componente estratégico da Política Nacional de Juventude, desenvolvido em parceria com as Prefeituras. Oferece à jovens de 18 a 24 anos, que terminaram a quarta série, mas não concluíram a oitava série do ensino fundamental e estão desempregados, a oportunidade de concluir o ensino fundamental com qualificação profissional em quatro áreas e certificação.
- **Programa Juventude Cidadã:** programa de transferência de renda do governo federal desenvolvido em parceria com a Prefeitura de Osasco, oferecendo para jovens de 16 a 24 anos, ações formativas em 19 áreas e oportunidades de inserção no mercado de trabalho. Recursos Federais: R\$ 3.425.400,00 (valores totais ao longo da gestão 2005-2007)

O Governo Federal também apóia as ações relacionadas à **economia popular e solidária** no município a partir de diversos projetos e oficinas. Essas ações tem o objetivo de fomentar a cultura e as estratégias de economia popular e solidária, como forma de geração de trabalho e renda, organização, produção e relacionamento social, através da constituição de empreendimentos populares e solidários nas dimensões social, cultural, política e econômica.

Outro ponto importante foi à **municipalização** do Sistema Público de Trabalho Emprego e Renda, onde a partir de assinatura do Convênio Único entre o MTE e a SDTI/PMO, permitiu que o município fosse responsável por toda a operacionalização dos locais de atendimento ao trabalhador em situação de desemprego no município, provendo seu encaminhamento a oportunidades de emprego (intermediação de mão-de-obra), habilitação ao seguro desemprego e qualificação social e profissional, de maneira a dar continuidade às ações municipais de forma integrada à política nacional, evitando assim sobreposição de ações.

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2. *A cidade tem as suas próprias políticas, programas e projetos em prol do eixo de geração de trabalho e renda? E tem políticas que indiretamente se relacionam com a geração de trabalho (como, por exemplo, a política de desenvolvimento econômico local)? E de que forma a preocupação de geração de trabalho entra nestas políticas associadas?*

R: Sim, a cidade possui suas próprias políticas. Buscando combater os problemas sociais existentes e avançar além das políticas públicas existentes anteriormente, a Prefeitura do Município de Osasco (PMO), através da Secretaria de Desenvolvimento, Trabalho e Inclusão (SDTI), possui uma estratégia de desenvolvimento socioeconômico, que compreende a implementação de um conjunto articulado e integrado de programas que buscam romper com o ciclo estrutural de pobreza, através da geração de ocupação e renda. São ações direcionadas ao enfrentamento das múltiplas formas de exclusão social, procurando construir uma articulação entre os programas de transferência de renda (fundamentais para garantir algum tipo de segurança financeira para as famílias pobres e trabalhadores desempregados) e políticas de geração de trabalho e renda (decisivas no processo de emancipação das famílias pobres e trabalhadores desempregados).

Desta maneira, a estratégia da SDTI/PMO envolve três linhas programáticas. Ou seja, além das ações direcionadas à inclusão social, por intermédio das políticas redistributivas de renda, na forma dos programas Renda Mínima Municipal, Renda Cidadã Estadual, Bolsa Família Federal, Frente de Trabalho Estadual, Operação Trabalho e Começar de Novo, Programa Juventude, os cidadãos do município de Osasco dispõem de políticas emancipatórias da condição de pobreza. Neste sentido, destacam-se o Programa Osasco Solidária (incubação de empreendimentos econômicos solidários, geração de ocupação e renda e microfinanciamento de atividades produtivas) e Programa Capacitação Ocupacional (formação em atividades comunitárias e de utilidade coletiva). Além disto, a estratégia da SDTI/PMO ainda conta com políticas desenvolvimentistas, destacando-se o Programa Osasco Digital (acesso à tecnologia da informação e da comunicação através da implantação de Centros de Inclusão Digital) e o Programa Osasco Inclui (intermediação de mão-de-obra assalariada, autônoma e de negócios).

## **Descrevendo cada um dos programas, temos:**

### *Políticas distributivas*

Programa Bolsa Família: programa de transferência de renda do governo federal desenvolvido em parceria com a Prefeitura de Osasco, para famílias com renda mensal *per capita* de até R\$ 120,00, visando complementação da renda, promoção de geração de ocupação e renda, além do acesso aos serviços básicos de saúde, educação e assistência social.

Programa Renda Cidadã: programa de transferência de renda do governo estadual, desenvolvido em parceria com a Prefeitura de Osasco, para famílias pobres, visando complementação da renda, a promoção de geração de ocupação e renda, além do acesso aos serviços básicos de saúde, educação e assistência social.

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Programa Renda Mínima: possibilita através de marco legal fornecer contrapartida aos programas Bolsa Família e Renda Cidadã nas atividades de capacitação social e ocupacional, no aperfeiçoamento do cadastro e nas atividades de monitoramento e avaliação.

Programa Emergencial de Auxílio Desemprego: programa do governo estadual em parceria da Prefeitura de Osasco, objetivando proporcionar ocupação, qualificação e renda à população desempregada.

Programa Começar de Novo: programa da Prefeitura de Osasco direcionado ao trabalhador desempregado com 40 anos ou mais, estimulando atividades de geração de ocupação e renda e ampliação das oportunidades de reinserção no mercado de trabalho.

Programa Operação Trabalho: programa da Prefeitura de Osasco para trabalhadores desempregados, prioritariamente entre 29 e 39 anos de idade, visando estimular à busca de ocupação e ampliação das oportunidades de reinserção no mercado de trabalho.

**Programa Bolsa Trabalho:** programa da Prefeitura de Osasco destinado a jovens de 16 a 24 anos, visando transferência de renda, associada à oportunidade de qualificação profissional e social, formação cidadã e à elevação da escolaridade.

**Programa Projovem:** programa é componente estratégico da Política Nacional de Juventude, desenvolvido em parceria com as Prefeituras. Oferece a jovens de 18 a 24 anos, que terminaram a quarta série, mas não concluíram a oitava série do ensino fundamental e estão desempregados, a oportunidade de concluir o ensino fundamental com qualificação profissional e certificação.

**Programa Juventude Cidadã:** programa de transferência de renda do governo federal desenvolvido em parceria com a Prefeitura de Osasco, oferecendo para jovens de 16 a 24 anos, ações formativas e oportunidades de inserção no mercado de trabalho.

### *Políticas Emancipatorias*

**Programa Capacitação Ocupacional:** tem por objetivo oferecer aos beneficiários dos programas sociais e trabalhadores desempregados, capacitação voltada para o exercício da cidadania, para o mercado de trabalho, para a geração de ocupação e renda e para utilidade coletiva e comunitária.

**Programa Osasco Solidária:** tem o objetivo de fomentar a cultura e as estratégias de economia popular e solidária, como forma de geração de trabalho e renda, organização, produção e relacionamento social, através da constituição de empreendimentos populares e solidários nas dimensões social, cultural, política e econômica.

### *Políticas Desenvolvimentistas*

**Programa Osasco Digital:** visa permitir aos cidadãos de Osasco, acesso às tecnologias da informação e da comunicação, através dos Centros de Inclusão Digital contendo cursos de informática básica e acesso livre a internet. Também faz

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parte das funções do programa, o gerenciamento das informações dos programas sociais, através de um sistema informatizado, auxiliando na gestão e acompanhamento das políticas sociais do município. Além disto, também é responsável pela elaboração de estudos e pesquisas sobre o tecido social e econômico de Osasco através do Observatório do Trabalho de Osasco e Região.

**Programa Osasco Inclui:** busca organizar o mercado de trabalho e oferecer alternativas de ocupação e renda aos beneficiários dos programas sociais e trabalhadores desempregados por meio da criação de um serviço de alocação de mão-de-obra assalariada e autônoma e de intermediação de negócios.

3. *A política de trabalho e renda incorpora os segmentos com maior vulnerabilidade socioeconômica (por exemplo, a partir de estratégias específicas para o combate a pobreza/exclusão social, ou a redução do desemprego de jovens e mulheres e outros segmentos socioeconômicos tradicionalmente vulneráveis)?*

R: Sim, o público alvo das ações das políticas locais desenvolvidas pela SDTI/PMO é toda a população de Osasco, prioritariamente as famílias pobres e vulneráveis socialmente e os trabalhadores desempregados. Neste sentido, também é alvo das ações grupos etários que possuem maior dificuldade de inserção no mercado de trabalho, tais como jovens, pessoas acima de 40 anos e pessoas com deficiência.

4. *A cidade passou por um processo específico de planejamento estratégico participativo? Quais foram os atores? Como se mobilizou este conjunto de segmentos, e como o processo foi documentado e registrado?*

R: O programa de governo executado na gestão 2005/2008 está apoiado no tripé: democracia, desenvolvimento e inclusão social, sendo assim, a busca da participação popular sempre foi uma diretriz da atual gestão local. Para tal, foram implantadas diversas instâncias que possibilitaram a participação da comunidade. Entre elas, destacam-se o Orçamento Participativo (onde a população pode influenciar nas decisões orçamentárias do município), o Projeto Osasco 50 anos (onde a população pode opinar sobre o planejamento da cidade a longo prazo em diversas áreas), o Fórum de Desenvolvimento Econômico (propicia interlocução entre agentes públicos e privados em torno de uma agenda de desenvolvimento social e econômico), além dos inúmeros conselhos e comissões existentes.

5. *Especificamente em relação ao tema de desenvolvimento local e de geração de trabalho e renda, quais foram os setores da cidade que a prefeitura envolveu no processo de planejamento e elaboração da estratégia? (câmara de comércio, associações e centros empresariais, sindicatos de trabalhadores, associações de trabalhadores informais, instituições de ensino, movimentos sociais etc.)*

R: Associações empresariais (tais como a ACEO), Centrais sindicais, sindicato dos trabalhadores, sindicatos patronais associações dos moradores, universidades públicas e particulares, escolas técnicas, movimentos sociais, entidades representantes da sociedade civil, representantes do poder público, governo federal e estadual.

6. *A prefeitura apresenta um arcabouço específico de legislação, normas e regulamentação com o objetivo de geração de trabalho em geral, ou de incentivo a determinado setor em específico?*

R: No campo legislativo, houve avanços no sentido da regulamentação de diversos programas, a partir da criação de leis específicas para cada programa da SDTI/PMO (Programa Renda Mínima: lei 3981 de 12/2005, Programa Começar de Novo: Lei 3.984 de 12/2005, Programa Operação Trabalho: lei 3981 de 12/2005, Progrma Bolsa Trabalho: lei 3983 de 12/2005 e Programa Osasco Solidária: lei 3978 de 12/2005.

A existência de um marco legal oferece vantagens, uma vez que possibilita, entre outros aspectos, maior chance de permanência dos programas frente às oscilações político-partidária, além de possibilitar articulação com outras esferas de governo e garantir a participação da sociedade civil organizada nas intervenções públicas<sup>42</sup>

7. *A prefeitura recebeu aporte de programas nacionais e/ou internacionais em torno de geração de trabalho? Qual foi o foco e conteúdo destes programas?*

<b>Ações/Programas</b>	<b>PÚBLICO ALVO</b>	<b>PARCEIRO FEDERAL</b>
Bolsa Família	Famílias em situação de	Ministério do Desenvolvimento
Juventude Cidadã	Jovens de 16 a 24 anos	Ministério do Trabalho e Emprego
ProJovem	Jovens de 18 a 24 anos	Ministério do Trabalho e Emprego
PLANTEQ /- Plano Territorial de Qualificação	Trabalhadores desempregados	Ministério do Trabalho e Emprego
PLANSEQ / Plano Setorial de Qualificação - Metalurgia	Trabalhadores desempregados	Ministério do Trabalho e Emprego
PLANSEQ / Plano Setorial de Qualificação - Plástico	Trabalhadores desempregados	Ministério do Trabalho e Emprego
PLANSEQ / Plano Setorial de Qualificação - Farmacêutico	Trabalhadores desempregados	Ministério do Trabalho e Emprego
Intermediação de Mão de Obra*	Trabalhadores	Ministério do Trabalho e Emprego
Inclusão da Pessoa com Deficiência	Pessoas com deficiência	Ministério da Ciência e Tecnologia;
Espaço Centro Público de Economia Popular e Solidária e Incubadora Pública:	Grupos e EES em incubação no segmento da alimentação	Ministério do Trabalho e Emprego
Projeto Agricultura Urbana	rupos e EES em	Ministério do Desenvolvimento
Projeto Feira Móvel e Solidária	Grupos e EES em incubação no segmento da alimentação	Ministério do Desenvolvimento Social e Combate à Fome
Centro Público de Economia Popular e Solidária	eneficiários (as) de Programas Sociais, grupos e EES em incubação dos mais diversos Segmentos	Ministério do Desenvolvimento Social e Combate à Fome
Centros de Inclusão Digital	População de Osasco	Ministério das Comunicações e SERPRO

<sup>42</sup> Sobre a legislação dos programas municipais da SDTI, ver <http://www.osasco.sp.gov.br>.

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R: Sim, na atual experiência brasileira existem diversos programas relacionados à transferência monetária e a geração de trabalho e renda. Segue um quadro com nome da ação/programa, público alvo e parceiro federal:

8. *Qual o papel da prefeitura no desenvolvimento de infra-estrutura (sistema viário, saneamento básico, habitação etc.)?*

R: A PMO apresenta em sua estrutura a definição sobre papéis a serem desenvolvidos por suas secretarias.

A Secretaria de Habitação e Desenvolvimento Urbano (SEHDU) possui deve estabelecer estas políticas, bem como as desenvolver em parceria com as demais secretarias.

A definição das leis para uso do solo, construções, fiscalização e aprovações são de responsabilidade do Desenvolvimento Urbano, que trabalha em parceria acentuada com as Secretarias de Obras e Transporte, Serviços Municipais, SICA, principalmente no sentido de garantir o crescimento ordenado e sustentável da cidade.

Quando a questão de habitação, a SEHDU, desenvolveu uma proposta e política habitacional pautada nos graves problemas existentes e na necessidade de resolvê-los, integrando esta proposta a uma mais ampla que é o desenvolvimento urbano da cidade.

A Diretoria de Habitação de Interesse Social possui 3 (três) grandes áreas de atuação: Urbanização de Favelas, Regularização Fundiária e Provisão (novas unidades).

Dentro da estrutura da PMO, as atividades acima e as obras em áreas livres (favelas) são de responsabilidade da SEHDU / DHIS.

A DHIS está totalmente associada à Diretoria de Desenvolvimento Urbano e as demais secretarias cujas intervenções são necessárias para o verdadeiro desenvolvimento das áreas mais carentes do município. Tem como principais metas a sustentabilidade física e econômica das áreas de intervenção, principalmente, em parceria com a STDI, em atividades e projetos de geração de trabalho e renda.

Em relação ao desenvolvimento do sistema de mobilidade urbana, formado pelos subsistemas viário, trânsito, transportes e acessibilidade universal, o papel da prefeitura é estabelecer a implantação de uma gestão qualificada de resultados dos atributos fundamentais de segurança, fluidez e universalidade, ou seja, de redução dos acidentes, congestionamentos e poluição ambiental, e de ampliação do acesso ao sistema pelas populações de baixa renda e/ou portadores de mobilidade reduzida.

Quanto ao saneamento básico, a execução dos projetos apresentados pela Prefeitura é executada pela empresa ligada ao governo do estado (SABESP).

9. *Pressupondo que determinado segmento de infra-estrutura urbana se enquadra dentro das responsabilidades da prefeitura, existe uma diretriz e/ou linha de atuação do governo local no sentido de maximizar a geração de trabalho associado aos investimentos em infra-estrutura urbana? Se*



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*existe, quais foram os principais resultados? Quais os desafios/limites desta política?*

R: No caso das intervenções da na área da habitação pela SEH DU, existe priorização da questão da sustentabilidade e inclusão física e social das populações das áreas de projeto.

Deste modo todas as ações e contratações priorizam a população dos territórios definidos para intervenção.

Desde o início, quando da priorização das áreas de intervenção, existe um processo participativo de desenvolvimento dos projetos e acompanhamento de obras, que insere esta população, através de representantes formais ou não, para uma discussão mais aprofundada dos caminhos que serão seguidos.

Na fase de contratação de obras também temos atuação efetiva, junto a SDTI, buscando a priorização da contratação de mão-de-obra local, inclusive definindo em edital e contratação de obras esta orientação.

É executado o cadastramento dos interessados antes da obras e as construtoras buscam estes profissionais por intermédio do Portal do Trabalhador.

Nas cinco principais obras da SEH DU, com recursos do Governo Federal – PAC, podemos afirmar que esta iniciativa possui êxito, pois a maioria dos trabalhadores das construtoras são oriundos das áreas de projeto e depois da cidade de Osasco;

O principal desafio é o aumento da qualificação desta mão-de-obra para que possa se inserida no mercado formal ao final das obras em andamento.

Saindo da área habitacional e analisando, o órgão gestor do trânsito (SESM), uma experiência merece apontamento: quando da implantação do sistema de estacionamento rotativo eletrônico (Zona Azul), uma das exigências foi a contratação de moradores da cidade de Osasco por parte da concessionária do serviço. Nessas condições foram criadas vagas de emprego direto, além das contratações realizadas pelo comércio da região abrangida pelo sistema, uma vez que a promoção de maior rotatividade no centro econômico da cidade transformou-se em um elemento de fomento à atividade comercial.

Os grandes desafios são: 1) a criação de condições de monitoramento da efetiva absorção de mão-de-obra local pelos contratos de obras e serviços firmados com a prefeitura; e 2) a implantação de um órgão gestor de mobilidade urbana sustentável, com os respectivos Conselho e Plano Diretor, capaz de priorizar a mobilidade do cidadão, com foco no acesso universal às fontes de trabalho e renda e redução dos custos de transportes, que comprometem de forma crescente a renda familiar. Tal órgão gestor, com essas características, vem sendo planejado no bojo da reforma administrativa municipal a ser realizada no próximo mandato.

No que se refere a coleta e tratamento do lixo (sob responsabilidade da Secretária de Obras) A adoção de uma parceria pública privada – PPP – como ferramenta de intervenção no trabalho de coleta, varrição e manejo do lixo em Osasco, inova o conceito antigamente destinado ao tratamento dos lixões, aterros controlados e sanitários. Esse exemplo prático de ação que está sendo implementado em Osasco define objetivos, metas e limites. O primeiro impacto a ser medido é com relação ao aumento dos investimentos nesta área. As prefeituras

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nunca terão os recursos suficientes para a implementação de uma política voltada para a destinação de resíduos sólidos que estimule e contemple a coleta seletiva, o tratamento do líquido efluente, a compostagem do lixo e minimize o impacto ambiental decorrente desta atividade. A PPP em Osasco tem esse escopo em seu projeto. De um lado temos a diminuição da tonelage m de lixo coletado resultante do processo de coleta seletiva e concomitantemente o aumento da vida útil do aterro. Esse projeto obriga o concessionário a investimentos na educação ambiental, apoio às cooperativas de catadores que operam nas centrais de reciclagem e responsabilidade com os custos dos eco pontos destinados a receberem material para a coleta seletiva.

*10. Se existem outros atores na articulação e implementação de projetos de infra-estrutura urbana (outros governos, setor privado, movimentos sociais etc.), quais os limites e potencialidades de o governo local sensibilizar estes atores no sentido de maximizar o impacto dos investimentos sobre a geração de trabalho?*

R: A característica do tipo de intervenção, onde o governo municipal, junto com o governo federal, tem papel chave no desenvolvimento das atividades, permite uma atuação de âncora das intervenções e ações voltadas ao desenvolvimento local.

O caráter participativo no desenvolvimento dos projetos e acompanhamentos de obras fortalece a participação de todos os atores integrantes do processo.

Desde o início das atividades, na formulação da política municipal de habitação e desenvolvimento urbano, criaram-se mecanismos de participação popular e da sociedade civil. Com a criação do Conselho Municipal de Habitação e Desenvolvimento Urbano, Fóruns, Comissões foi fortalecida a discussão integral das políticas e intervenções da SEHDU/PMO.

Como todas as áreas de intervenção para a área de habitação são ZEIS – Zonas de Especial Interesse Social estabelece-se a necessidade de criação de Comissão e Urbanização com participação de todos os atores deste processo: PMO/secretarias, Sabesp, Eletropaulo, CETEP, Movimentos Organizados, Representantes de Ruas, Conselhos, ONG's, etc.

Este processo fortalece e propicia o conhecimento da própria área de intervenção possibilitando a identificação de potencialidades e vocações e com isto aumentando a possibilidade de concretização de propostas de geração de trabalho e renda.

*11. No âmbito dos programas de integração e urbanização dos assentamentos precários da cidade, a prefeitura busca aproveitar e explorar as tecnologias intensivas na utilização de mão-de-obra, por exemplo, por meio de contratos comunitários? Se existe uma diretriz neste sentido, qual tem sido a avaliação da experiência?*

R: Não, no presente momento avaliamos que a melhor maneira de inserção da mão-de-obra local no processo produtivo seria por intermédio da contratação legal de trabalhadores.

*12. No âmbito das compras diretas – insumos, material de consumo, serviços de terceiros, transporte etc. – a prefeitura tem uma política ou*

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*um programa específico que busca aumentar a geração de trabalho?  
Quais foram os principais resultados e dificuldades?*

R: A estratégia de inclusão social da Prefeitura coordenada pela SDTI, tem como base a **centralidade do trabalho**, tanto no que se refere à atuação de seus programas como também quando age de forma matricial junto a outras secretarias. Ou seja, o olhar da SDTI/PMO para as soluções dos problemas públicos também passa pela geração de trabalho e renda, seja na recuperação do acervo de um museu, através da capacitação de dezenas de jovens vulneráveis socialmente, ou pela confecção de uniformes para rede municipal de educação, a partir da capacitação social e ocupacional de mulheres no setor têxtil e de vestuário.

No caso específico da confecção dos uniformes para rede de ensino municipal, o objetivo é de capacitar cidadãs para trabalhar com costura industrial. A seleção das beneficiárias prioriza aquelas cuja família é beneficiária dos programas sociais e que tenham preenchido como atividade profissional a atividade de costureira, ou que tenham indicado vontade de participar de curso de capacitação em corte e costura. Durante a formação em prática laboral, as beneficiárias confeccionam kits de uniformes que são distribuídos gratuitamente aos alunos da rede pública municipal de ensino. Os resultados são capacitar e inserir no mercado de trabalho as mulheres que participaram do projeto. Outro resultado esperado é formação de empreendimentos populares e solidários na área da costura, além de produzir kits de uniformes escolares que permitam aos alunos da rede pública municipal de ensino assistir às aulas portando o mesmo uniforme.

Além disso, Osasco integra-se à discussão nacional, que visa superar o desenho da Lei 8.666 para que os Empreendimentos populares e solidários também possam ter acesso ao poder de compra público, ou seja, que o estado tenha entre suas iniciativas, a perspectiva de fomentar também os pequenos empreendimentos.

*13. A prefeitura tem uma política que busca incentivar o crescimento e/ou fortalecimentos dos estabelecimentos (do setor industrial/comercial ou de serviços)? De que forma a geração de trabalho foi uma preocupação no âmbito desta política? Quais foram os resultados?*

1. Atração de investimentos externos (nacionais ou internacionais)? Quais os setores?
2. Simplificação de procedimentos para abertura (e fechamento) de empresas, e outras medidas em prol da modernização administrativa;
3. Incentivos financeiros e fiscais voltados para micro e pequenos empresários;
4. Consultoria, treinamento e outros serviços reais para empreendedores;
5. Consultoria, treinamento e outros serviços reais para cooperativas e outros segmentos da economia solidaria;
6. Capacitação e programas específicos para segmentos do setor informal;
7. Aumentar o acesso ao financiamento;
8. Assistência e suporte setorial (quais setores; e qual foi o papel da política de geração de trabalho na estruturação deste programas de suporte setorial)?
9. Capacitação técnica e vocacional para setores específicos;
10. Reciclagem e reestruturação de áreas urbanas (transformação de áreas degradadas). Estratégias imobiliárias e territoriais.

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11. Desenvolvimento de turismo;
  12. Outras dimensões

R: Atualmente, com mais de 700 mil habitantes, Osasco é uma das cidades mais dinâmicas do Estado. Conhecida como “cidade-trabalho”, destaca-se pelo empreendedorismo da sua população. Para se ter idéia, Osasco tem a 6ª maior PIB do Estado de São Paulo e o 14º PIB entre os municípios brasileiros. Assim, como na lógica ocorrida no município de São Paulo e em grande parte dos municípios da Região Metropolitana de São Paulo, a principal atividade econômica de Osasco entre 1960 e 1970 foi a industrial. Atualmente, destaca-se a participação do setor de serviços e comércio na economia local

Em Osasco estão instaladas algumas das empresas que mais movimentam a economia brasileira, como a matriz do Banco Bradesco, uma das maiores instituições financeira privada do País; o SBT, segunda maior rede de televisão em nível nacional; o parque gráfico do jornal Diário de São Paulo; a Submarino, maior empresa de comércio eletrônico brasileiro; e o centro de distribuição de grandes empresas como McDonalds, Ponto Frio e Coca-Cola.

Como pólo comercial, Osasco é a cidade da Grande São Paulo que mais atrai investimentos. No setor varejista e atacadista, destacam-se o hipermercado Wal-Mart, que instalou em Osasco sua primeira loja em território brasileiro, o Sams Club Atacadista, o Carrefour, o Makro e dois grandes shoppings centers.

Muitos comerciantes, estão localizados na rua Antônio Agu, tradicional via de comércio popular de alcance regional por onde passam, diariamente, mais de 100 mil pessoas. Movimento superado, em toda a Região Metropolitana de São Paulo, apenas pela rua 25 de Março, na Capital.

Outro pólo regional de consumo é a avenida dos Autonomistas, que em seus 10 quilômetros de extensão, comporta hipermercados, universidades, lojas de automóveis e um shopping center.

A cidade de Osasco vem se destacando na expansão do número de empresas e na criação de empregos de qualidade. Esse fato se deve a uma posição territorial estratégica e a um conjunto integrado e articulado de políticas públicas que buscam o desenvolvimento local e a geração de ocupação e renda.

A seguir, veja alguns diferenciais oferecidos pelo município:

- Localização geográfica privilegiada: a cidade é cortada pelas rodovias Castelo Branco, Raposo Tavares, Anhanguera, além de ter fácil acesso ao Rodoanel Mário Covas e as marginais Pinheiros e Tiête;
- Transporte Ferroviário: rede composta por 5 estações e 2 linhas de trem, ampliam as opções de logística;
- Novo código tributário (lei 139/2005): redução de impostos e taxas para vários setores da economia;
- Modernização administrativa: tornando ágeis a abertura e registro de empresas;
- Infraestrutura: investimento na construção e recuperação de vias públicas, atendendo principalmente as áreas industriais e grandes centros comerciais;
- Portal do Trabalhador: empresários e trabalhadores podem obter o serviço de intermediação de mão-de-obra pública e gratuita. Além disso, projetos de qualificação social e profissional atendem os trabalhadores e jovens, consolidando a política de inclusão social;

- Conhecimento: faculdades e universidades somam cerca de 25 mil alunos;
- Centro comercial: tradicional ponto de comércio aberto onde circulam 100 mil pessoas. Movimento superado na região metropolitana de São Paulo apenas pela rua 25 de março na Capital;
- Fórum de Desenvolvimento Econômico: propicia interlocução entre agentes públicos e privados em torno de uma agenda de desenvolvimento social e econômico;
- Centro de Inclusão Digital para Empresas: onde micro e pequenos empresários podem usar o serviço para conhecer novas tecnologias da informação e comunicação;
- Inclusão social: programas sociais atingem grande parcela dos jovens, famílias pobres e trabalhadores desempregados;
- Incubadora de Empresas: Uma parceria da Prefeitura de Osasco com a Fiesp e o Sebrae que apóia cerca de 12 empresas selecionadas para o interior da incubadora e outras que recebem apoio fora do espaço físico do projeto;
- Incubadora Pública de Empreendimentos Solidários e Centro Público de Economia Popular e Solidária e microcrédito: fomento a cultura e as estratégias de economia popular e solidária como forma de geração de trabalho e renda, organização, produção e relacionamento social;
- Centro Público de Qualificação Social e Profissional, espaço importante na centralização das ações de qualificação social e profissional, dispendo de suporte pedagógico e aparato técnico que possibilita o ingresso ao mercado de trabalho, a geração de ocupação e renda, a melhoria da qualidade de vida, bem como uma gama de atividades de utilidade coletiva e comunitária.

Sendo assim, conhecida por abrigar setores da indústria, comércio e serviços bastante desenvolvidos, a cidade recebeu a instalação de 11 mil novas empresas na atual gestão municipal, destacando-se o hipermercado Makro e o shopping Super shopping.

*14. A prefeitura tem informações sobre a dinâmica do mercado de trabalho (postos de trabalho por setor, grau de escolaridade e capacitação por setor etc.). Como estas informações vêm sendo coletadas e utilizadas (com exemplos concretos)? Há sistemas de informações correlatas (por exemplo, listas com os nomes e a localização das empresas)?*

R: A Prefeitura visando obter informações constantes sobre o comportamento do mercado de trabalho de Osasco criou o Observatório do Trabalho de Osasco e Região. O Observatório é responsável por gerar informações mensais, trimestrais e anuais sobre o mercado de trabalho. Também é responsável pela elaboração de diversos estudos temáticos e realização de seminários, além de já ter elaborado 3 livros a respeito do mercado de trabalho e políticas públicas de geração de trabalho e renda.

As informações são coletadas em diversas fontes de dados, tais como: PED (SEADE/DIEESE), RAIS (MTE), CAGED (MTE), PNAD (IBGE), Censo Demográfico (IBGE), entre outras.

*15. Existe um sistema de informações sobre o mercado informal? Quais as fontes de informações? Como as informações são utilizadas pela administração local?*

R: Observatório do Trabalho de Osasco e Região também analisa as informações sobre o emprego informal, devido a insuficiência de bases de dados que abordem o tema, isso só é possível de ser realizado com abertura municipal

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anualmente (a partir da Pesquisa de Emprego e Desemprego – PED) ou de a partir do Censo Demográfico (apenas de 10 em 10 anos).

Ainda a esse respeito, nota-se que a informalidade caiu em relação ao total de ocupados, apontando uma inversão de tendência que vinha se consolidando desde início da década de noventa. Para se ter uma idéia, os trabalhadores sem carteira representavam 15,6% dos ocupados em 2004 e atualmente representam apenas 14,4%, ressaltando o processo de formalização<sup>43</sup>.

*18. Existe um sistema de informações sobre os chamados ativos ou patrimônio sócio-ambiental (áreas mananciais, parques, floresta, eco-sistemas com um grau de biodiversidade significativo etc.), com estimativas sobre a potencialidade de geração de trabalho e renda em preservar-regenerar estes ativos?*

R: a informação a respeito do tema encontra-se sistematizada no Plano Diretor Municipal

*17. Que capacidade a prefeitura (ou seus parceiros como a universidade, os centros de pesquisa ou consultorias) apresenta para sistematizar e analisar informações acerca da estrutura econômica da cidade e região (vantagens comparativas e competitivas, intensidade setorial na utilização de mão-de-obra, multiplicadores e cadeias de valor, custo de oportunidade do desemprego). O que foi feito para mobilizar e utilizar esta capacidade? São atividades pontuais ou fazem parte de um processo contínuo de criar sistemas dinâmicos de informação (por exemplo, por meio de um Observatório de Trabalho ou de Desenvolvimento Econômico).*

R: Conforme mencionado na questão 13, a cidade possui uma séria de iniciativas na linha do desenvolvimento econômico e social. E conforme também já mencionado na questão 15, o município possui a partir do Observatório de Osasco e Região um processo periódico de sistematização das informações socioeconômicas.

*18. Qual a estrutura institucional e organizacional para dar suporte e embasamento à política de desenvolvimento econômico local e de geração de trabalho e renda (departamento, secretaria, assessoria, agência de desenvolvimento econômico etc.)?*

R: Dentro da Prefeitura de Osasco, o órgão responsável pela política de desenvolvimento econômico local e de geração de trabalho e renda é a Secretaria de Desenvolvimento, Trabalho e Inclusão (SDTI/PMO). Além disso, a Prefeitura possui a Secretaria de Indústria, Comércio e Abastecimento (SICA) mais relacionada às ações voltadas ao desenvolvimento econômico e legalização e fiscalização de empresas.

<sup>43</sup> Informações da PED/SEADE/DIEESE.

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19. *Como estas estruturas institucionais e organizacionais funcionam concretamente, e como o seu resultado vem sendo avaliado? Mais particularmente:*

- a. *Quantas pessoas. Nível e perfil da diretoria e pessoas empregadas;*
- b. *Quais foram os resultados em termos da geração de trabalho?*

a. *Como as diversas dimensões da política de trabalho e renda e DEL são articuladas no âmbito das estruturas institucionais (hierarquia, relações interdepartamentais, escopo e amplitude da missão dos diversos órgãos municipais etc.)*

R: A Secretaria de Desenvolvimento, Trabalho e Inclusão (SDTI/PMO) possui além de sua Secretária e chefia de gabinete, mais 6 diretorias. Estas diretorias dizem respeito à coordenação de 6 programas sociais (cada um com uma equipe própria composta na maioria dos casos por especialista na área de transferência monetária e políticas de geração de trabalho e renda). Os programas são: Programas Redistributivos, Programas Juventude, Programa Capacitação, Programa Osasco Digital, Programa Osasco Solidária e Programa Osasco Incluir.

Conforme já mencionado, observa-se uma redução da taxa de desemprego aberto 12,3% para 9,6% entre 2004 e 2007 e um incremento de 28 mil trabalhadores formais entre 2004 e 2007<sup>44</sup>. Os dados de 2008, apontam a mesma tendência de expansão do emprego, mostrando a criação de mais de 3 mil postos de trabalho com carteira assinada nos primeiros quatro meses desse ano<sup>45</sup>.

20. *Mencionar – na medida do possível em cada exemplo citado – sucessos e fracassos, e- no último caso, as estratégias deslançadas para equacionar eventuais problemas.*

R: Mesmo sabendo que ainda existe muito para se fazer, os programas contidos na *estratégia de inclusão social da Prefeitura de Osasco* já atenderam direta ou indiretamente mais de 297 mil cidadãos em políticas redistributivas, emancipatórias e desenvolvimentistas.

Destaca-se do ponto de vista quantitativo, conforme pode se observar na Tabela 1, os beneficiários atendidos pelos Programas Redistributivos, onde mais de 20 mil famílias foram atendidas pelo Programa Bolsa Família Federal, 8,3 mil pelo Programa Renda Cidadã Estadual, 845 pelo Programa Operação Trabalho Municipal, 597 pelo Programa Emergencial de Auxílio Desemprego Estadual e 197 pelo Programa Começar de Novo Municipal. Nos programas direcionados a juventude, 5,7 mil jovens foram atendidos pelo Programa Juventude Cidadã Federal, 908 foram atendidos pelo Projovem Federal, 1 mil pelo Programa Jovem Cidadão Estadual e 147 pelo Programa Bolsa Trabalho Municipal.

Nos programas que visam à emancipação das famílias pobres e trabalhadores desempregados, nota-se que mais de 8,6 mil beneficiários passaram por ações de

<sup>44</sup> Informações da PED/SEADE/DIEESE.

<sup>45</sup> Informações do CAGED/MTE.

qualificação social e ocupacional coordenadas pelo Programa Capacitação Ocupacional. Além disso, foram atendidas pelo Programa Osasco Solidária mais de 3,5 mil pessoas e 1,4 mil receberam microcrédito.

Além disso, foram atendidos pelo eixo desenvolvimentista, 6 mil beneficiários pelo Programa Osasco Digital e 146 mil atendidas pelo Programa Osasco Incluir.

**Tabela 1**

**Número de atendimentos dos programas gerenciados pela SDTI/PMO (2005 – 06/2008)**

<b>Programa social</b>	<b>Nº</b>	<b>Unidades</b>	<b>Actividade</b>
Programa Bolsa Família	20.157	Famílias	Benefício em dinheiro, além de qualificação social e profissional específicas, com cumprimento de condicionalidades relacionadas à educação e saúde.
Programa Renda Cidadã	8.311	Famílias	Benefício em dinheiro, cumprimento de condicionalidades e capacitação sócio-educativa
Programa Renda Mínima	100	Famílias	Benefício em dinheiro e cumprimento de condicionalidades
Programa Juventude Cidadã	5.709	Pessoas	Benefício em dinheiro, elevação de escolaridade, qualificação social e ocupacional
Programa ProJovem	908	Pessoas	Benefício em dinheiro, elevação de escolaridade, qualificação social e ocupacional
Programa Jovem Cidadão	1.024	Pessoas	Inserção no mercado de trabalho
Programa Bolsa Trabalho	147	Pessoas	Benefício em dinheiro, elevação de escolaridade e qualificação social e ocupacional.
Programa Operação Trabalho	845	Pessoas	Benefício em dinheiro e Qualificação social e profissional
Programa Começar de Novo	197	Pessoas	Benefício em dinheiro e Qualificação social e ocupacional
Programa Emergencial de Auxílio Desemprego Estadual	597	Pessoas	Benefício em dinheiro e Qualificação social e ocupacional
Programas Capacitação Ocupacional	8.645	Pessoas	Certificação profissional e Qualificação social e ocupacional
Programa Osasco Solidária	3.471	Pessoas	Formação de empreendimentos populares e solidários
Programa de Crédito Popular	1.445	Pessoas	Microcréditos concedidos



Programa Digital *	Osasco	6.022	Pessoas	Cursos na área de tecnologia da informação e comunicação
Programa Incluir	Osasco	145.927	Pessoas	Atendidos para vagas no mercado de trabalho
Total **		297.421	Pessoas	

\* Além dos cursos, o Programa Osasco Digital possibilitou mais de 100 mil acessos livres a Internet.

\*\* Para padronização de unidade da soma total, no caso dos Programas Bolsa Família e Renda Cidadã foram contabilizados todos os membros das famílias, que correspondem, a 80 mil e 42 mil indivíduos, respectivamente.

Fonte:SDTI/PMO

Conforme já mencionado, A Estratégia de Inclusão Social de Osasco associada ao ambiente macroeconômico favorável e ao esforço de outras esferas de governo, já causaram melhora nos principais indicadores sociais. No que se refere ao mercado de trabalho, observa-se uma redução da taxa de desemprego aberto 12,3% para 9,6% entre 2004 e 2007. Ou seja, com uma taxa de desemprego de apenas um dígito, a cidade possui 9,7 mil desempregados a menos do que em 2004, ano antes da implementação da estratégia de inclusão social<sup>46</sup>.

Verifica-se também um aumento de 6,7% dos ocupados e um incremento de 28 mil trabalhadores formais entre 2004 e 2007<sup>47</sup>. Os dados de 2008, apontam a mesma tendência de expansão do emprego, mostrando a criação de mais de 3 mil postos de trabalho com carteira assinada nos primeiros quatro meses desse ano<sup>48</sup>.

A informalidade caiu em relação ao total de ocupados, apontando uma inversão de tendência que vinha se consolidando desde início da década de noventa. Para se ter uma idéia, os trabalhadores sem carteira representavam 15,6% dos ocupados em 2004 e atualmente representam apenas 14,4%, ressaltando o processo de formalização citado<sup>49</sup>.

Além disso, apenas a parceria da Prefeitura com outras esferas de governo, a partir dos programas Bolsa Família e Renda Cidadã, possibilitou que 14.215 famílias saíssem da situação de miséria em nossa cidade<sup>50</sup>.

Os resultados de educação de crianças e adolescentes, em Osasco, também apontam melhora expressiva frente aos níveis observados no passado, influencia

<sup>46</sup> Informações da PED/SEADE/DIEESE.

<sup>47</sup> Informações da PED/SEADE/DIEESE.

<sup>48</sup> Informações do CAGED/MTE.

<sup>49</sup> Informações da PED/SEADE/DIEESE.

<sup>50</sup> Informações elaboradas pela SDTI/PMO a partir de CadÚnico/MDS e Prosocial/SEADES.

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dos programas com exigência de frequência escolar mínima e obviamente das inúmeras ações de inclusão capitaneadas pela Secretaria Municipal de Educação.

Comparando o desempenho de 2004 (último ano da antiga gestão, com os programas de transferência ainda com cobertura tímida) com o de 2005 (ano em que houve expressivo crescimento no número de beneficiários atendidos pelos Programas Redistributivos) observa-se que o abandono da escola diminuiu radicalmente, na ordem de 27,13%. Dos quase 2.000 abandonos observados em 2004, o número de abandonos cai para 1.335 no ano seguinte. Entre os alunos que já estavam fora da escola e voltaram a estudar, temos um resultado igualmente positivo, onde o número de reingresso no sistema educacional saltou de 17 em 2003 (ano em que ainda não existia o Bolsa Família) para 1.757 em 2006<sup>51</sup>.

A violência, conseqüência de um conjunto bastante complexo de motivos, entre eles os sociais, também teve em nossa gestão melhora dos indicadores. Os números sobre homicídios em Osasco são fortemente decrescentes, onde no biênio 2005-2006 tivemos um índice 39% menor do que o observado em 2004<sup>52</sup>.

*Page*

<sup>51</sup> INEP/MEC

<sup>52</sup> WAISELFISZ, J. J., 1998.

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