



Developing Large-Scale Labor Intensive Employment Programs

By: Arti Pandey

© 2006 Education Development Center, Inc.

All rights reserved. Produced for the Youth Employment Summit 2006.

These materials may be reproduced and distributed for educational purposes only.



The YES Campaign works to bring about collaborative effort between the public, private and third sectors in the field of employment creation for youth. Along these lines, it is my sincere hope that we will be able to bring these sectors to direct their attention to the importance and potential of large-scale, labor intensive employment projects that more often than not, require their joint effort. It is agreed upon by all that the problem of youth unemployment and poverty is immense and global in scale. The response then should also include a many-pronged effort that approaches the complex challenge of unemployment from varied angles. One such response, that the developing world, cannot afford to ignore is documented in this publication. Three examples of projects at the national and international level that are working to generate and maintain large-scale employment for the masses are presented:

- International Labor Organization (ILO): Employment Intensive Investment Program (EIIP)
- Self-Employed Women's Association (SEWA)
- Agency for the Execution of Works of Public Interest against the Under-employment (AGETIP)

The YES Campaign in and of itself is a major catalyst for global employment initiatives around the world. Its cumulative effect is indeed large-scale. At the same time, it is working in a decentralized fashion under your supervision in your country's of service and residence. I hope that you, as country coordinators, will take the lead in promoting similar projects in your countries by encouraging consensus and cooperation among the three sectors for large-scale, labor intensive employment. Finally, I present you this publication with the hope that it will help to shape your ideas along this line of action.

I am deeply appreciative of the efforts of Arti Pandey, a doctoral student at Boston University, who has authored this publication. She researched and examined the existing writings on the subject, and has prepared this document as a guide for us, as we go through the complementary Summit Sessions.

We hope that this will inspire you to innovate and attempt to further the work of the YES Campaign in your countries. We will do our very best to provide you with the kind of technical assistance that will best empower you to be agents of change and progress. In keeping with this aim, I would like to take this opportunity to direct you to our website where we have a wealth of relevant research material, contributed by you and by other experts in the field: http://yesweb.org/2006/call_papers_mm.htm

The Knowledge Hub for Kenya 2006 also includes a valuable section that has been researched and compiled by our erstwhile colleague, Karina Kumari. She has carefully chosen and set-up this collection of papers, research materials and e-book materials for the Summit. These can be accessed at http://yesweb.org/2006/other_pubs_mm.htm

I hope that this will be of help to you as we walk through this Summit, and return to our countries, richer by virtue of our shared knowledge and experiences over the course of these few days.

Lastly, I want to thank everyone for participating and pledge my continued support to the cause of our professional development as practitioners of the art of changing the lives of individuals and communities, for the better.

In solidarity,



Poonam Ahluwalia
Executive Director
YES Campaign



Table of Contents

Introduction	1
Large-Scale Labor Intensive Employment Programs	4
Employment Intensive Investment Program (EIP)	7
Self-Employed Women’s Association (SEWA)	10
Agency for the Execution of Works of Public Interest against the Under-employment (AGETIP)	13
Conclusion	14
References	15

Introduction

We entered the 21st century with 1,089 millions who live at below subsistence level of less than \$1/day. What this translates into in real terms is lack of adequate nutrition, shelter, clothing, medical care, clean drinking water and sanitation facilities for millions of people who live with these crippling handicaps on a daily basis for the entirety of their lives. The problem is absolutely acute in the developing world where most of the world's population is concentrated. More than 2 billion people who constitute nearly half the world's population live on less than \$2/day, and these are to be found in vast numbers in South Asia, Sub-Saharan Africa, East Asia and Pacific. As **Table I** below indicates Sub-Saharan Africa is the only region in the world where the number of people surviving on less than \$1/day has actually increased over the ten-year period from 1990 to 2001 from 227 to 313 million, and are predicted to increase to 340 million by the year 2015. This is also the target year for meeting the Millennium Development Goals, one of which is to reduce by half the proportion of people living on less than \$1/day.

Table I: Regional Breakdown of Poverty in the Developing World

Number of people living on less than \$1 per day (millions)			
	<i>Global Economic Prospects 2005</i>		
<i>Region</i>	<i>1990</i>	<i>2001</i>	<i>2015</i>
East Asia and Pacific	472	271	19
China	375	212	16
Rest of East Asia and Pacific	97	60	2
Europe and Central Asia	2	17	2
Latin America and the Caribbean	49	50	43
Middle East and North Africa	6	7	4
South Asia	462	431	216
Sub-Saharan Africa	227	313	340
Total	1,218	1,089	622
Excluding China	844	877	606
Number of people living on less than \$2 per day (millions)			
	<i>Global Economic Prospects 2005</i>		
East Asia and Pacific	1,116	864	230
China	825	594	134
Rest of East Asia and Pacific	292	271	95
Europe and Central Asia	23	93	25
Latin America and the Caribbean	125	128	122
Middle East and North Africa	51	70	46
South Asia	958	1,064	912
Sub-Saharan Africa	382	516	612
Total	2,654	2,735	1,946
Excluding China	1,829	2,142	1,812

Source: World Bank, 2005, *Global Economic Prospects*



Furthermore, there is a disproportionate distribution of Gross Domestic Product (GDP) in dollar terms between the developing and developed world, which in turn is negatively correlated to the population in these regions. Indeed, where the population is comparatively sparse, the GDP is much higher, indicating that wealth is distributed among the well-off nations, while the poorer, heavily populated nations struggle to feed and clothe their masses. **Table II** below makes it abundantly clear that this trend is deeply entrenched and expected to continue well into 2015.

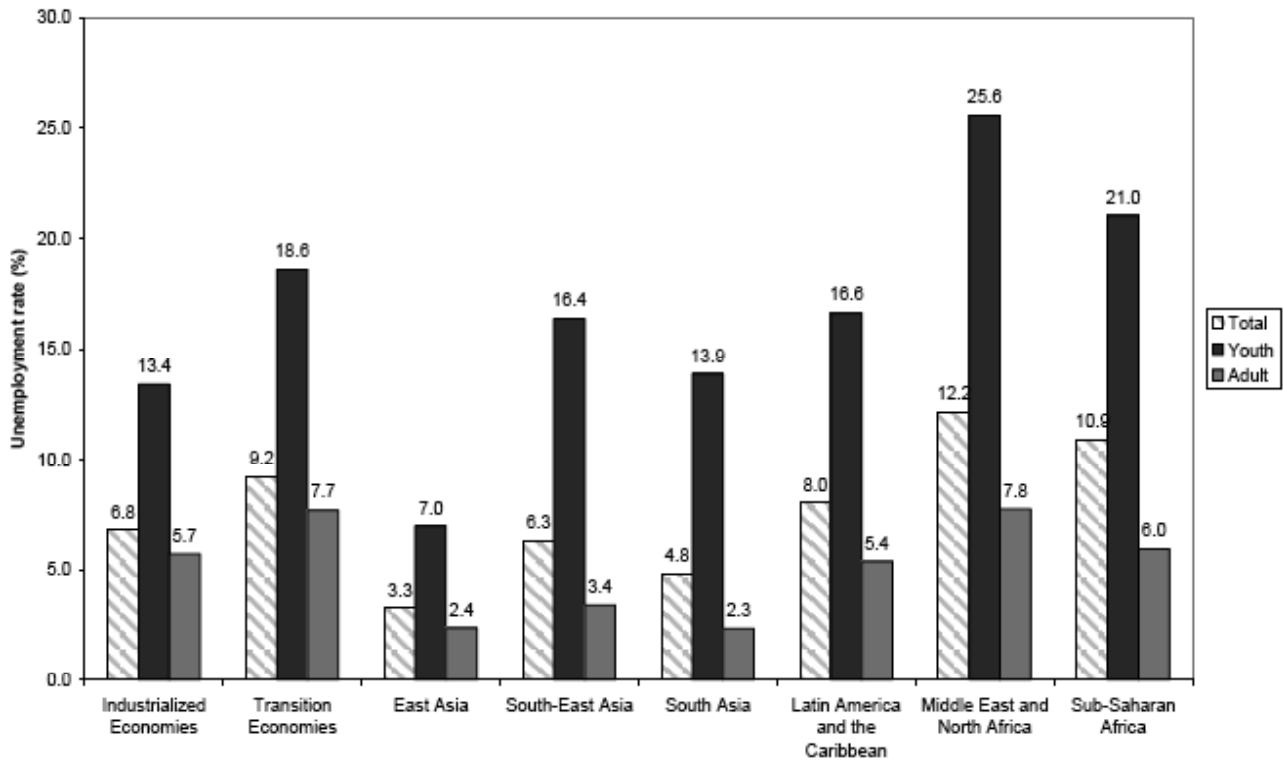
Population (million)	High Income	Developing	World
2006	970	5,340	6,320
2015	990	5,900	6,900
GDP (\$billion)			
2006	31,200	8,200	39,400
2015	39,500	12,300	51,800

Source: World Bank, 2005, *Global Economic Prospects*

This is the state of affairs of our world today, and the predictions over the next decade do not hold the promise of a radical shift in terms of redistribution of assets from the developed to the developing world. It is quite simply a fact that a large proportion of the world's population is in need and these people are more often than not aggregated in the developing world. We begin with these premises and now try to find workable solutions to the all-pervasive problem of poverty and all its attendant ills.

One way of tackling the problem of poverty is through provision of adequate and timely livelihood opportunities to people on a large-scale. A major cause of the widespread prevalence of poverty in the developing world is lack of employment in these areas, for youth (15-24 years) and for older adults. **Figure I** makes it abundantly clear that in all regions of the world, across the board, youth unemployment figures are substantially greater than those for adults. Given that the problem of unemployment is immense in most of the developing world, it is further exacerbated for youth in Middle East and North Africa, Sub-Saharan Africa and the Transition Economies where jobs are very hard to come by due to volatile political situations or because of rapidly worsening environmental conditions, as in the Sub-Saharan region. If we examine this further in terms of sheer numbers South Asia and East Asia would dominate by virtue of being home to about 48% of the world's entire youth labor force (ILO, August 2004, *Global Employment Trends for Youth*). Consequently, even though they do not have the highest rates of unemployment, they still hold the maximum number of unemployed within their boundaries.

Regional unemployment rates (total, youth and adult), 2003



Source: ILO, August 2004, *Global Employment Trends for Youth*

In the face of such dire circumstances it is imperative that country governments, international aid agencies and non-profits should come together to provide people with the means to earn a decent, respectable livelihood. People must be empowered to live their lives in a dignified, honest fashion that is not in violation of their basic rights as a human being. Indeed, Article 23 of the *Universal Declaration of Human Rights* adopted by the United Nations General Assembly in December 1948 states that, “Everyone has the right to work, to free choice of employment, to just and favourable conditions of work and to protection against unemployment. . . . Everyone who works has the right to just and favourable remuneration ensuring for himself and his family an existence worthy of human dignity, and supplemented, if necessary, by other means of social protection.”

This paper is going to examine large-scale labor intensive employment programs as one of the means of addressing the twin issues of poverty and unemployment. We will begin by understanding exactly what these programs comprise, how they can be beneficial and then go on to a few examples that illustrate how they work and what they can achieve.



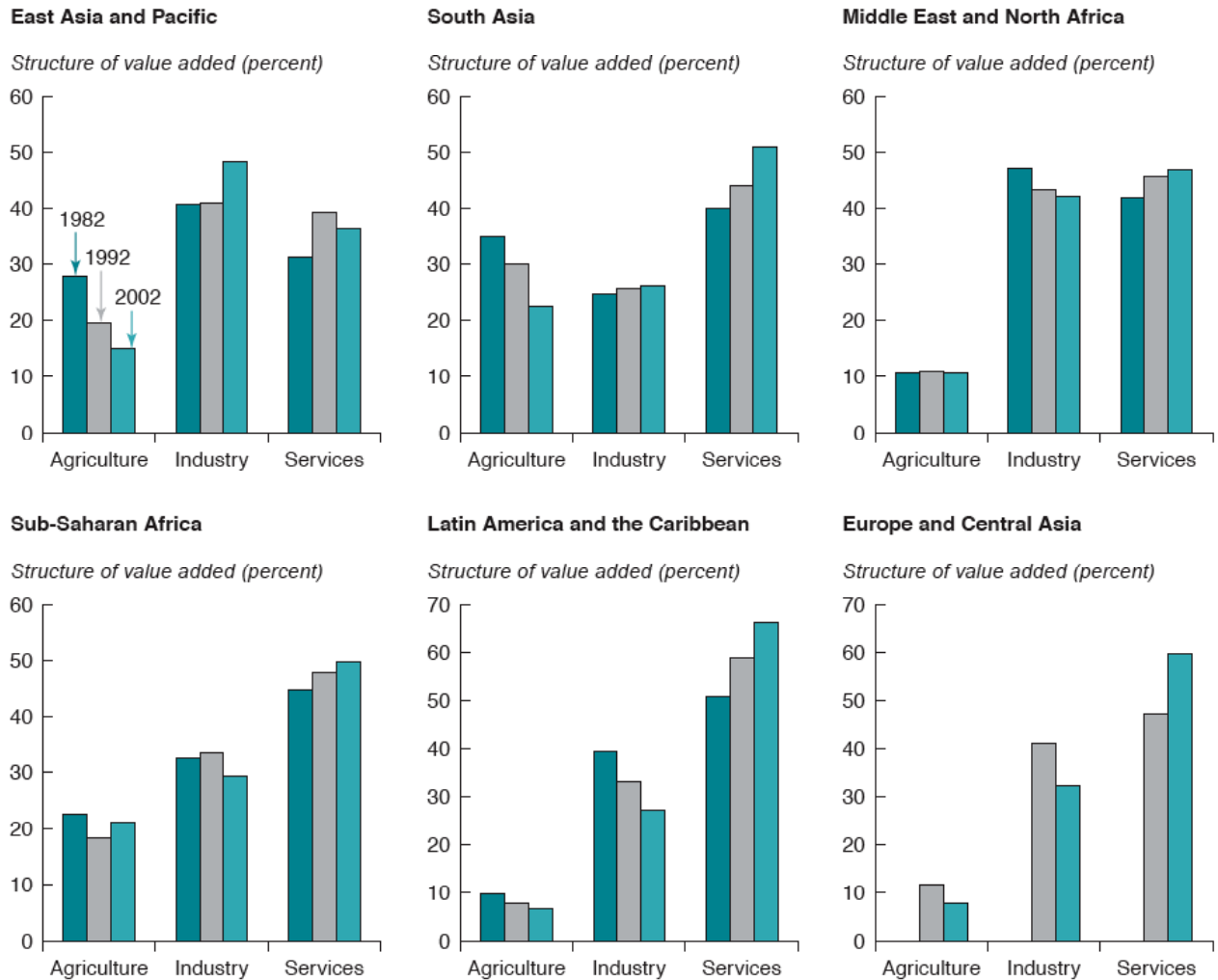
Large-Scale Labor Intensive Employment Programs

Each country's economy has at least three sectors: primary, secondary and tertiary. The *primary sector* extracts or harvests products from the earth. Consequently, it includes agriculture (both subsistence and commercial), mining, forestry, farming, grazing, hunting and gathering, fishing, and quarrying. The packaging and processing of the raw material associated with this sector is also considered to be part of this sector. The *secondary sector* of the economy includes manufacturing, processing and construction of finished products from raw materials. Activities associated with the secondary sector include metal working and smelting, automobile production, textile production, chemical and engineering industries, aerospace manufacturing, energy utilities, engineering, breweries and bottlers, construction and shipbuilding. Lastly, the *tertiary sector* includes the service industry which has a range of activities from retail and wholesale sales, transportation and distribution to entertainment (movies, television, radio, music, theater, etc.), restaurants, clerical services, media, tourism, insurance, banking, healthcare, and law (Rosenberg, 2006, *Sectors of the economy*).

Developed countries show a preponderance of employment opportunities in the tertiary sector, while developing countries tend to have greater employment concentration in the primary and secondary sectors. In the United States 80% of the labor force is in the tertiary sector, while only about 3% are engaged in the primary sector (Ibid.). In contrast, in a developing country like Mali employment in the primary sector is at 42.6%, in the secondary sector it stands at only 15.8%, while the service industry employs 41.6% of the labor force (*Poverty Reduction Strategy Paper*, 2005). However, employment in the tertiary sector is on the rise in every region of the world, as is evident from **Figure II** below, while the share of employment in the agricultural sector is on the decline. This is inevitable, but in the process large numbers of people are being left unemployed and it is imperative that more opportunity be created for the unemployed who cannot enter the tertiary sector due to limited skills, education and experience. The developing world cannot afford to ignore the great employment potential of the primary and secondary sectors of the economy; nor can it afford to concentrate all its resources on developing only the tertiary sector. This will only increase the gap between the rich and the poor and make for a highly unequal distribution of income and resources among a country's populace, which festers over time into a dangerous state of discontent with the dominant socio-economic and political system. Indeed, in many parts of the world poverty is growing as evidenced by **Table I** above. This trend needs to be stopped and reversed at the earliest possible, because each day takes its toll on the poor in terms of malnourishment and mortality.



Figure II: A Rise in Services



Source: World Bank, 2005, *Global Economic Prospects*

It is important to note that the most labor-intensive forms of employment are to be found in the primary and secondary sectors of the economy. These are also the sectors that can absorb employees with limited educational and skill backgrounds. The tertiary sector normally requires a certain level of literacy and skilled training of its employees, irrespective of the exact nature of the service that they are providing. In other words, in the developing world where literacy levels are low, it would be advisable for the government to promote employment in the primary and secondary sectors. Economies do transition from the primary to the tertiary sector over time, but this is not a process that can be artificially rushed into. It requires a long-term investment in human resource development as well as a well-defined policy of family planning in countries where the numbers are overwhelmingly large and resources limited. Simultaneous to this the government must also take responsibility for providing employment to its people, and this employment should be appropriate to both the current skill/educational-level of the potential employees and at the same time it should provide them with a decent living wage.



Given these requirements, large-scale labor intensive employment in infrastructure projects, and in the form of cooperatives working to promote self-employment are the two viable options for employment generation that fulfill both the criteria listed above.

Labor-intensive programs in infrastructure projects like the building of roads, dams, highways, irrigation facilities, buildings for houses, schools and hospitals, laying of water and sewage pipes, electricity lines, telecommunications equipment need to be propagated by governments on a large-scale. Where appropriate, technology can and should be used but it must not be used indiscriminately to replace people who are in desperate need of jobs to feed themselves and their families. Indeed, it is important to be technologically aware and advanced, but no country can afford to promote technology at a human cost. Developing countries have cheap labor which they must provide for by allocating suitable employment to the masses.

Another related manner of providing employment on a large-scale is by recognizing the strengths of the people and promoting these through the development of cooperatives, trade unions, self-help groups (SHGs) that allows them to self-finance and regulate their own small businesses and other schemes for collective self-employment.

We will now examine examples of both of these techniques for generating labor-intensive employment/self-employment on a large-scale. In the process, we hope to demonstrate how these are beneficial to the people, the community, and the economy on a local, national and global scale.

Employment Intensive Investment Program (EIIP)

This is undoubtedly the single largest initiative on a global scale by an international agency to promote labor intensive employment in infrastructure projects around the world. Founded in 1990, EIIP has 26 years of experience and has created approximately one million direct jobs and about two million indirect jobs during this period. EIIP works with governments, employers' and workers' organizations, the private sector and community associations. Its main goals are to:

- Promote the development and application of employment-friendly policies for public investment in infrastructure at the national, regional and international levels.
- Promote small enterprises in the construction sector (labor-based contractors) and private sector execution of public works using locally available resources in an optimum manner, combining job creation in the infrastructure sector with improved and decent working conditions.
- Promote organization and collective negotiation at the small enterprise and community levels in labor-based works in the urban and rural sectors, and improve access of deprived communities to productive resources and social services.
- Provide assistance to social safety nets and labor-intensive employment schemes for direct job and asset creation in reconstruction programs following man-made or natural disasters.

IEEP relies heavily on local-level planning and tries to capture the real needs of the people by using their input regarding what they need in terms of a solid infrastructure in their neighborhood. This could be better roads or proper sanitation or drinking water facilities; IEEP tries to discover what the local community requires by using a simple planning tool called Integrated Rural Accessibility Planning (IRAP) that involves communities, local governments and civic bodies. It allows IEEP to map out physical interventions in problem areas for the locality. Having decided on the nature of the infrastructure project, IEEP provides both monetary and/or technical investment in labor-based technologies and small-scale contracting to local firms with the understanding that local labor will be employed at a fair wage, without any form of gender or other discrimination, and will be provided decent working conditions.

IEEP works on the premise that in most developing countries over 50% of investment in infrastructure, rising to as much as 80%-90% in the least developed countries, comes from external donors. Since this is the current state of affairs, much can be done to make both donors and recipients aware of exactly how they can use this investment in infrastructure to build employment and to educate people in new skills and trades.

IEEP acts at a number of different levels simultaneously. At the national level, it helps create legislation and institutional capacities by providing policy advice to governments and funding agencies, and by raising awareness among politicians. It encourages creation of "Employment and Investment Policy Units" at the governmental level. Furthermore, it also develops and supports capacity building activities in selected projects which are then used as models for further knowledge dissemination.

Country Strategy in Nepal

The overall objective of ASIST AP's work in Nepal is to improve the capacity for provision and maintenance of rural infrastructure and thus contribute to the government's efforts to alleviate poverty in the rural areas. As part of this support ASIST-AP is assisting the government in developing their infrastructure investment programs with an emphasis of enhancing the use of local resources in rural infrastructure works through measures such as local employment creation, involvement of the local private sector and strengthening local government organizations. The strategy ASIST AP has developed to reach this objective is as follows:



- Assist the Government in reviving its training program for rural road construction and maintenance works. The Government has on several occasions requested ASIST AP to provide assistance in building up a local capacity to deliver the required staff training to the public and private sector involved in rural infrastructure works.
- Support to developing the required capacity for DoLIDAR to assist the districts (DDCs) in developing and maintaining their rural infrastructure assets and maximize their impact on poverty alleviation.
- Collaborate with donors, in particular the World Bank, Asian Development Bank, DfID, GTZ and SDC, to add value to their investment programs. Work with these donors to enhance the local resource-based components of their programs.
- Collaborate with DoLIDAR and donors to develop country specific procedures for rural infrastructure planning based on the Integrated Rural Accessibility Planning approach.

Source: ILO: EIIP, 11 April 2005, *Nepal*

At the international and regional level, IEEP collaborates with, guides and supports other international and regional networks like the European Union, the World Bank, the World Food Program, AFRICATIP, the World Roads Congress; organizations that are funding and building infrastructure projects around the world. It provides a common space where research and experiences related to labor intensive employment issues in infrastructure can be shared by different organizations. Best practice manuals, training packages for international need are also prepared and similarly shared. In the case of Africa, EIIP has been working through an African Regional program called ASIST. In 1998, a similar ASIST program was set-up in Asia as well and attempts are being made to extend this to Latin America and francophone Africa too. The ASIST programs are supported by Ilk's Multi Disciplinary Teams (MDT's) with expertise on employment policies, enterprise development and training. Other relevant expertise in the MDT's is available on labor standards, workers and employers relations and organization. The EIIP will offer co-ordination and advisory services to these regional support levels, which in turn will provide assistance at the sub-regional and national levels with demonstration work, and the development of country-specific employment packages and projects in this field.

Small-scale Contracting in Vietnam

Vietnam has a long tradition of executing infrastructure works through state owned enterprises. There is now a move, strongly supported by the donors, to shift implementation of works to the private sector. This is a direction which provides the opportunity at the decentralized level for the increased involvement of local contractors, and the use of local resources including the application of labor-based works technology.

In order for small contractors to successfully participate in the sector there is a need for effective and transparent contract management procedures in the decentralized government administrations. Through a number of rural infrastructure development projects the government is already pursuing such implementation arrangements. At the end of 2001, ASIST AP carried out a review of local contracting procedures in Vietnam as part of its efforts to develop a technical assistance program related to sustainable provision of rural infrastructure.

Since mid 2002, ASIST has participated in the formulation of the World Bank financed Road Network Improvement Project, RNIP, with a particular emphasis on the future role of the domestic construction industry in this project and in general in the road sector of Vietnam. As part of this support, the ILO carried out an assessment of the capacity of the domestic construction industry to carry out road maintenance works, and identified various support measures to address any shortcomings of the industry, in order to meet the performance requirements of the road sector in Vietnam as defined by its future work programs.

In relation to the RNIP, these issues were addressed particularly in relation to periodic maintenance of national roads, for which it is envisaged that the local construction industry will take a lead role. This study not only

relates to the private sector capacity but also addresses capacity development issues related to state owned enterprises which are eligible to bid for works according the procurement regulations of the Bank and the capacity of local road agencies to manage contracts carried out by the local construction industry.

Source: ILO: EIIP, 11 April 2005, *Vietnam*

Finally, IEEP is supporting national, regional and international training and education programs and institutions with the adaptation of their civil engineering and development curricula and syllabi and the introduction of relevant teaching materials on this subject into their courses. It will also support and collaborate with various partners including NGO's and institutions or organizations dealing with infrastructure development and maintenance in developing countries (ILO, 2003).

Labor-based Roadworks Training at the Kisii Training Centre, Kenya

The Kisii Training Centre (KTC) of the Kenya Institute of Building and Highways (KIHBT) of the Ministry of Roads, Public Works and Housing (MRPWH) developed the first national and international courses for labor-based roadworks in the early nineties. These courses were developed with support from the ILO, the Swiss Development Corporation (SDC) and the Swedish International Development Cooperation Agency (SIDA).

ILO/ASIST has for many years continued to provide KTC with support in curriculum development and quality control. KTC runs both national and international courses, including tailor-made in-country courses, for engineers and managers in labor-based road technology independently, and have recently developed an international course on supervising labor-based contracts with support from ASIST.

Over the years, several hundred Kenyan engineers and technicians have been trained in the use and management of labor-based roadworks, in addition to over 300 engineers and technicians from 18 different countries.

Source: ILO: EIIP, 11 April 2005, *Kenya*

The numerous projects conducted by IEEP found that for the same level of investment in local infrastructure, the use of labor-based technologies can create 2-4 times more employment, though mostly unskilled, than machine-based technologies. Furthermore, it drops foreign exchange requirements by 50%-60%; decreases overall cost by 10%-30%; reduces environmental impacts; promotes usage of locally tried-and-tested technologies/resources; encourages ownership of the project created among the local people; and finally allows the government/private sector implementing agency to introduce regulations that prevent exploitative child labor, provide basic minimum wage, and allow for the right to safety and health insurance against work accidents. IEEP is a highly successful ILO venture that is going to expand to new regions in the coming decades. It has been instrumental in providing employment on a large-scale to millions. At the same time, it has also been responsible for raising awareness among donors and country governments about labor-intensive employment and its benefits.



Self-Employed Women's Association (SEWA)

SEWA has adopted a different technique of promoting large-scale employment and of protecting the rights of a vulnerable section of workers – illiterate, poor women who work in the informal sectors of the economy. It was registered as a trade union in 1972 and its members are women laborers who may be hawkers, street vendors, home-based workers, manual laborers, or service providers. These are women who earn their living through their own labor or through small businesses. They are not a part of the organized sector of the economy. Nevertheless, their numbers are huge. More than 94% of the female labor force of the country are in the unorganized sector. They have traditionally worked without any formal protection in the form of health or life insurance, pension funds, fixed wage-rates or even access to loans for expansion or to survive an emergency.

Trade Groups at SEWA

- **Hawkers & Vendors**, who sell a range of products including vegetables, fruit, and used clothing from baskets, push carts, or small shops
- **Home-Based Producers**, who stitch garments, make patch-work quilts, roll hand-made cigarettes (*bidi*) or incense sticks (*agarbati*), prepare snack foods, recycle scrap metal, process agricultural products, produce pottery, or make craft items in or around their homes
- **Laborers & Service Providers**, who sell their labor (as cart-pullers, head-loaders, or construction workers), or who sell services such as waste picking, laundry services, or domestic services
- **Rural Producers**, including small farmers, milk producers, shepherds and cattle rearers, salt farmers, or gum collectors

Source: Chen, Mirani & Parikh, 2006

This is where SEWA steps in with the goal of organizing women workers such that they can achieve full employment and self-reliance. Full employment is understood as work security, income security, food security and social security (at least health care, child care and shelter). Self-reliance implies that SEWA's members should be autonomous and self-reliant, individually and collectively, both economically and in terms of their decision-making ability.

The Eleven Questions of SEWA

- Have more members obtained more employment?
- Has their income increased?
- Have they obtained food and nutrition?
- Has their health been safeguarded?
- Have they obtained child-care?
- Have they obtained or improved their housing?

- Have their assets increased? (e.g. their own savings, land, house, work-space, tools or work, licenses, identity cards, cattle, and share in cooperatives; and all in their own name)
- Have the worker’s organizational strength increased?
- Has worker’s leadership increased?
- Have they become self-reliant both collectively and individually?
- Have they become literate?

Source: SEWA, n.d., *Goals of SEWA*

SEWA is guided by Gandhian principles of non-violence, truth, integration of all faiths and people, and propagation of local employment and self-reliance. It organizes women into cooperatives and unions and allows them to collectively bargain for their rights, as well as offering them new alternatives in the form of SEWA banks, legal services, housing loans, child care facilities, work security insurance, to name a few. Finally, SEWA has been supporting its members in capacity-building and in helping them develop their own economic organizations.

All-India Membership Year – 2004

State	Total Membership
Gujarat	468445
Bihar	2728
Delhi	847
Rajasthan	500
Madhya Pradesh	166223
Uttar Pradesh	49000
Kerala	1000
Total Membership of SEWABharat	688743

Source: SEWA, n.d., *SEWA’s Structure*

SEWA’s membership has grown from 320 to 688743 members over the last three decades. Also, it is now a well-established organization which is respected for its work and novel approach to poverty alleviation and employment creation at an international level. It is spreading its message to different countries around the world and has been variously adapted by Yemen, Turkey and South Africa.

Succeeding with SEWA

Moti-ben (40), who spins cotton thread at home for a living, took three loans from SEWA Bank totaling 18,000 rupees to improve her house. She used the loans to build a front verandah, tile her clay floor, and plaster the house. These improvements have helped increase her productivity considerably. Since she now

used the new porch as her workplace, the daily activities of other family members no longer disturb her work. The clay floor used to get wet and slippery, damaging the yarn and reducing the productivity of her spinning wheel (*charkha*). So much so that Moti-ben used to have to suspend her work during the monsoon. The plastered walls have reduced the moisture during the monsoon days. Due to the changes in her house, Moti-ben finds that her productivity has tripled, and her earnings have increased from 700 to 2,000 rupees per month.

Source: Chen, Mirani & Parikh, 2006

The members at SEWA face more than one problem in setting up and maintaining their business. Working at home, in the streets or in the fields they can be harassed by local police authorities and evicted from their work-place if they do not know the procedure to obtain a permit that would allow them to work. More often than not they lack proper infrastructure facilities in the form of water, sanitation, electricity and transportation for raw materials and finished goods. Their work-place is often also their home and may be cramped with inadequate lighting and ventilation. Then again, being small business owners they may not be able to withstand shocks, without external help from SHGs or bank loans. Apart from family emergencies like illness or death, there are also festivals, births and marriages that demand a strong infusion of money from the major parties concerned. This in itself can be a crippling demand on businesswomen, who are fending for themselves by making bidis or embroidery or by keeping livestock in a small way. Natural disasters, breakdown of law and order leading to communal violence, crime on the streets and in homes – these are all real problems faced by the members of SEWA, as well as by millions of other women involved in the informal sector of the economy. The difference is that SEWA members have a network of support that holds them together and supports them through these problems and others.

Succeeding with SEWA

Nanduben Shrimali is a garment worker and midwife from Enasan village, Ahmedabad district. Her husband was unable to earn and the burden of raising her four children fell on Nanduben's shoulder. "I worked night and day to keep my children in school. Then one day Bachiben, a senior *dai* (midwife) in my village said, 'Nandu, you are clever and you have struggled a lot in your young life. Would you like to accompany me on my midwifery rounds? I can teach you this work.' And so I learned slowly to be a midwife. Then I also learned about SEWA. (Today, I am a full-time 'barefoot doctor' and trained '*dai*'. I have organized 50 *dais* to join SEWA and our *dai* cooperative' Lok Swasthya. Last year, I was elected to Lok Swasthya's executive committee. Now I have organized training for 50 new *dais*. Health knowledge and skills help more women during childbirth. Sometimes for days I don't sleep at night as someone or the other calls me to help with child-birth in my village. I feel like I have been born again after I joined SEWA and Lok Swasthya Cooperative. I make a living as a *dai* from the cooperative. My dark days are over now."

Source: SEWA, n.d., *Health Care at SEWA*

SEWA has become a movement and a source of hope for traditionally marginalized women in India. It has also become a major source of economic self-sufficiency for them. This in turn has encouraged them to start, retain and in many cases, expand their own business. It has helped to both generate and maintain employment among the disempowered on a large-scale. It is a venture that has affected the lives of many and will continue to grow in time to come.

Agency for the Execution of Works of Public Interest against the Under-employment (AGETIP)

AGETIP was established in 1989 as a private, non-profit organization in Senegal. Its main objectives have been to: create employment, particularly in urban areas; provide vocational training to improve the operational efficiency of the local construction industry and the effectiveness of public institutions; demonstrate the scope for greater use of employment-intensive construction technologies; and to execute public works that add value to the fabric of society, both economically and socially.

AGETIP functions as a publicly-funded but privately-run non-profit agency, to which the government delegates project authority and contract management on behalf of municipalities or communities. AGETIP receives funds from the government (mainly originating from donor agencies) in order to contract and supervise the execution of a public works program, composed of various sub-projects : (i) construction, rehabilitation or maintenance of basic infrastructures (e.g roads, pavements, drains) ; and (ii) provision of services (e.g., garbage collection, health services). The final beneficiaries of these investments are generally municipalities and local communities.

AGETIP is responsible for managing the entire process of bidding and implementation. The process includes co-designing sub-projects with local municipalities and communities, publicizing contracts, contracting, supervising and commissioning works, and paying suppliers. It was patterned around systems in Germany and France, where it is called “delegated contract management,” and embodies a fundamentally different approach to public services – instead of paving the roads and collecting the garbage, municipal and even national governments pay the private sector, which often does a better job for less money. AGETIP is remunerated by a fee representing up to 5% of the value of works contracted. Operating costs are therefore limited to a maximum of 5% of public works budget.

The Agency’s operations and staff follow four key ethical/professional principles:

- Independence
- Impartiality
- Efficiency
- Cost-effectiveness

AGETIP-Senegal works with roster of about 300 consulting engineers and 2,000 small contractors, many of whom did not exist in 1988. The agency created some 450,000 temporary jobs. By 2003, 325 kilometers of urban roads had been rehabilitated, over 200 km roads paved, 565 km of drainage canals cleaned, 500 km water pipes installed, 220 km of public lightings fixed, 300 standpipes installed, more than 170 commercial buildings built for municipalities, 5,300 classrooms and 400 health posts built (Wade, 2004).

The amazing success of AGETIP in creating jobs and developing infrastructure in Senegal has led to its replication in fifteen other countries. These include Benin, Chad, Burkina Faso, Gambia, Madagascar, Mali, Mauritania, Niger, Togo, Burundi, Djibouti, Cape Verde, Guinea Bissau, Republic of Guinea, and Central African Republic. Congo and Gabon are preparing to start AGETIPs. All these agencies are linked in a network called AFRICATIP. AFRICATIP organizes meetings that have resulted in substantial cross-fertilization.



Conclusion

Generating and maintaining employment on a large-scale is an imperative if we are to meet the needs of millions across the globe. This paper has examined three successful models for creating large-scale labor intensive employment. Each one of them has been tried with positive results in a few nations of the developing world, and holds great potential for replication in other countries as well. It is hoped that this paper has helped to disseminate information about the possibilities of using similar programs for generating employment among the masses and for helping them earn a decent livelihood for themselves, which is the right of every individual.

References

Chen, M. A., Mirani, N. & Parikh, M. (2006). *Self-employed women: A profile of SEWA's membership*. Ahmedabad: SEWA Academy. Retrieved August 23, 2006 from <http://www.sewaacademy.org/book.htm>

International Labor Organization. (February 2003). *A global program: Investing in employment for poverty reduction and local economic growth*. Italy: ILO Turin Center. Retrieved August 23, 2006 from <http://www.ilo.org/public/english/employment/recon/eiip/about/index.htm>

ILO: Employment Intensive Investment Program. (11 April 2005). *About the EIIP*. Retrieved August 23, 2006 from <http://www.ilo.org/public/english/employment/recon/eiip/about/index.htm>

International Labor Organization. (August 2004). *Global employment trends for youth*. Retrieved August 20, 2006 from <http://www.ilo.org/public/english/employment/strat/download/getyen.pdf>

International Labor Organization. (n.d.). *Facts on youth employment*. Retrieved August 20, 2006 from <http://www.ilo.org/public/english/bureau/inf/download/ecosoc/youthemp.pdf>

International Labor Organization. (2004). *Cities at work*. Retrieved August 20, 2006 from http://www.ilo.org/public/english/employment/recon/eiip/download/cities_at_work.pdf

Pean, L. (February 1993). *AGETIP: A new resource to meet the urban challenge*. Retrieved August 20, 2006 from <http://www.worldbank.org/html/fpd/urban/publicat/rd-ou8.htm>

Poverty Reduction Strategy Paper. (24 August 2005). Retrieved August 23, 2006 from http://siteresources.worldbank.org/INTPRS1/Resources/Mali_PRSP_August2005_.pdf

Rosenberg, M. (2006). *Sectors of the economy*. Retrieved August 20, 2006 from <http://geography.about.com/od/urbaneconomicgeography/a/sectorseconomy.htm>

SEWA. (n.d.). *About us*. Retrieved August 23, 2006 from <http://sewa.org/aboutus/index.asp>

United Nations. (10 December 1948). *Universal Declaration of Human Rights*. Retrieved August 23, 2006 from <http://www.un.org/Overview/rights.html>

The World Bank Group. (1996). *Agency model*. Retrieved August 21, 2006 from <http://www1.worldbank.org/prem/poverty/safety/pworks/agency.htm>

The World Bank Group. (1997). *A success and challenge: AGETIP in Senegal*. Retrieved August 21, 2006 from <http://wbln0018.worldbank.org/oed/oeddoelib.nsf/d6e15766d406a12d85256808006a000c/88629e1a3d3b14a5852567f5005d8f6f?OpenDocument>

The World Bank. (November 16 2004). *Global economic prospects 2005: Global outlook and the developing countries*. Retrieved August 22, 2006 from <http://web.worldbank.org/WBSITE/EXTERNAL/EXTDEC/EXTDECPROSPECTS/GEPEXT/EXTGEP2005/0,,contentMDK:20279992~menuPK:538178~pagePK:64167689~piPK:64167673~theSitePK:538170,00.html>

Wade, M. (February 2004). *Overview of Senegal's AGETIP model for job creation*. Retrieved August 20, 2006 from <http://www.ilo.org/public/english/employment/strat/yen/download/agetip.pdf>

