FINAL REPORT

THE IMPROVEMENT OF LABOR RELATIONS AND THE PROMOTION OF WOMEN'S ECONOMIC EQUALITY IN COLOMBIA PROJECT

Funded by the
UNITED STATES DEPARTMENT OF LABOUR
INTERNATIONAL LABOR AFFAIRS BUREAU

Implemented by the
INTERNATIONAL LABOUR ORGANIZATION
SUB-REGIONAL OFFICE FOR THE ANDEAN COUNTRIES

FINAL EVALUATION

Report prepared by
Anna Kathryn Webb, Ph.D.

October 24, 2005
## Acronyms and Abbreviations

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<th>Acronym</th>
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<tr>
<td>ACRIP</td>
<td>Colombian Association for Human Resources Management (Asociación Colombiana de Gestión Humana / Atlántico)</td>
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<tr>
<td>ANDI</td>
<td>National Association of Industries of Colombia (Asociación Nacional de Empresarios de Colombia)</td>
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<tr>
<td>ASCORT</td>
<td>Antioquia Human Resources Association (Asociación de Recursos Humanos Antioquia)</td>
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<tr>
<td>ASOCOFLORES</td>
<td>Colombian Association of Flower Exporters (Asociación Colombiana de Exportadores de Flores)</td>
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<td>ASODEMUC</td>
<td>Association for Peace and the Defense of Colombian Women's Rights</td>
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<td>CGT</td>
<td>General Workers Federation (Confederación General de Trabajadores)</td>
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<td>CTA</td>
<td>Chief Technical Advisor</td>
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<td>CTC</td>
<td>Federation of Colombian Workers (Confederación de Trabajadores de Colombia)</td>
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<td>CUT</td>
<td>United Workers Central (Central Unitaria de Trabajadores)</td>
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<td>DANSOCIAL</td>
<td>National Administrative Department for Economic Solidarity (Departamento Administrativo Nacional de la Economía Solidaria)</td>
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<td>ENS</td>
<td>National Labor Union College (Escuela Nacional Sindical)</td>
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<td>FEDEMUC</td>
<td>Federation of Women Farmers of Cundinamarca</td>
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<td>FMCS</td>
<td>Federal Mediation and Conciliation Service</td>
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<td>IICA</td>
<td>Interamerican Institute for Agricultural Cooperation (Instituto Interamericano de Cooperación para la Agricultura)</td>
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<td>ILAB</td>
<td>International Labor Affairs Bureau</td>
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<td>ILO</td>
<td>International Labour Organization</td>
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<td>INES</td>
<td>National Social Studies Institute (Instituto Nacional de Estudios Sociales)</td>
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<td>INPAHU</td>
<td>Institute for Human Development (Instituto para el Desarrollo Humano)</td>
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<td>IOM</td>
<td>International Organization on Migration</td>
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<td>IPEC</td>
<td>International Programme on the Elimination of Child Labor (Programa Internacional para la Erradicación del Trabajo Infantil)</td>
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<td>MPS</td>
<td>Ministry of Social Protection (Ministerio de la Protección Social)</td>
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<td>NGO</td>
<td>Nongovernmental organization</td>
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<td>OIEA</td>
<td>Office of International Economic Affairs</td>
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<td>PAC</td>
<td>Project Advisory Committee</td>
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<td>PMP</td>
<td>Performance Monitoring Plan</td>
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<td>PROFEM</td>
<td>Business Management Program with a Gender Focus (Programa de Gestión Empresarial con Enfoque de Género)</td>
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<td>SENA</td>
<td>National Apprenticeship Training Service (Servicio Nacional de Aprendizaje)</td>
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<td>SRO-Lima</td>
<td>Sub-regional Office for the Andean Countries, Lima, Perú (Oficina Subregional para los Países Andinos)</td>
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<td>UN</td>
<td>United Nations</td>
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<td>USDOL</td>
<td>United States Department of Labor</td>
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*Note to the Reader: This report uses the Spanish acronym for Colombian institutions and organizations and the English acronym for U.S. Government and international institutions and organizations.*
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Executive Summary

The Improvement of Labor Relations and the Promotion of Women's Economic Equality in Colombia project was funded by the U.S. Department of Labor (USDOL) in the amount of $2,000,000, and was implemented by the International Labour Organization (ILO). The project had two components—labor relations and women's economic equality—which were actually two discrete projects with different objectives, strategies, methods, activities, target groups, and implementation arrangements. The single feature common to both was project management. The project became effective in November 2001, started operations in February 2002, and was scheduled to close in January 2005. ILO requested and USDOL approved two no-cost extensions. The project was scheduled to close on September 30, 2005.

Project design. In 2001, the project was designed in collaboration with the Ministry of Labor and Social Security, the leadership of the United Workers Central (CUT) trade union federation, and the consensus of other social partners. Following presidential elections in Colombia, a new government took office in August 2002, which substantially changed labor administration. The Ministry of Labor and Social Security took over the functions of the Ministry of Health and became the Ministry of Social Protection (MPS), which affected the definition of its priorities. The project did not enjoy the full support that it had under the previous government mainly because the new administration inherited a project that it had no role in shaping. As a result of the change in government, coupled with the fact that project operations did not start until February 2002, the project objectives, strategies, and activities had to be modified; particular emphasis was placed on modest goals and practical results at the regional and local levels. The revised development objective was improved labor relations between social partners and increased economic opportunities for women.

Labor Relations component. The project substantially achieved the objective of improved labor relations between the social partners—the Government of Colombia, labor judges and magistrates of the judicial authority, and employers' and workers' organizations—based on results, benefits, and impact. The project promoted fundamental labor principles and workplace rights in one national and 18 regional fora, in addition to other activities. The Ministry of Social Protection found the regional fora so successful that it is using its own limited resources to fund them until all 32 departments are covered. Thirty-six MPS regional labor inspection directors were trained in international labor standards, as were 42 labor judges and 54 participants from the attorney general's office. The judicial academy pledged to include international labor standards and principles in its curriculum; trained judges and magistrates committed themselves to training their colleagues nationwide. The training of social partners in collective bargaining and conflict resolution was the most successful project activity, based on demand. The U.S. Federal Mediation and Conciliation Service (FMCS) designed training programs using new techniques of win-win bargaining, which were carried out in an estimated 13 national, 20 regional, 10 industry-specific, and 10 bipartite seminars, with the participation of 1,146 persons from labor, management, and government. A core group of technicians and leaders were also trained in new bargaining techniques and conflict resolution who would train and/or implement programs for training at the national, regional, and industry levels. In addition, the project produced seven case studies on good practices in labor relations in Colombia, which were very well-received and much in demand.

The participation of the social partners was substantial, especially employers' and workers' groups at the regional and individual enterprise levels. Tripartite participation was not realized to the
extent hoped for because the government abstained from discussion of collective bargaining until July 2005, the regular participation of unions was not always possible because union membership has decreased significantly, and dissension among the three trade union federations obligated the project to hold separate training events for them. The main project benefits were the creation of a space where labor and management could come together and learning a new way to deal with labor relations, using new tools, which helped to establish an improved dynamic between employers' and workers' groups.

The project impact was considerable. For three years, the project provided a space where labor, management, and government could meet and engage in social dialogue. Government observed that the project had contributed to the improvement of labor relations because it had advanced social dialogue and promoted fundamental labor rights. For three years, the project maintained a bilateral dialogue between workers' and employers' groups, and in this way, furthered bipartite relations and activities. Management reported that the divide between labor and management had narrowed. The project promoted a new construction, a new culture for labor relations, at a time when a new culture of respect for labor standards, and for labor legislation and international labor conventions generally, is needed. A further impact was that through USDOL and FMCS, the project transmitted a positive image of the United States in important sectors in the country that have a powerful voice in labor relations and other matters.

The sustainability of the different project training activities is likely to a large degree because the groups and institutions trained plan to continue training using their own resources. However, the sustainability of the social dialogue is uncertain following the project's closing because the social partners by themselves cannot maintain the neutral space for social dialogue that the project created; hence, the social partners' request that the project be continued.

Women's Economic Equality component. The project substantially achieved the objective of increased economic equality opportunities for women, based on results, benefits, and impact. The target groups were women in poor communities—particularly female heads of households—who were already organized, such as women's business associations and individual microentrepreneurs.

The project developed a microenterprise/gender training methodology in collaboration with its social partners, including the Presidential Council on Women's Equity, MPS, regional and local governments, nongovernmental organizations (NGOs), and two women's federations. Microenterprise/gender training was conducted in the departments of Tolima, Cundinamarca, and Valle del Cauca. The project trained 430 women from urban areas (56%), rural areas (38%), and indigenous communities (6%), who represented 102 women's business associations (84 rural and 18 urban) and 146 individual microentrepreneurs (121 urban and 25 rural). The total membership of the 102 business associations was 1,907 women.

Among the benefits to the target groups were learning business management and personal skills such as how to speak in public. The methodology itself was a benefit because a methodology that combined microenterprise and gender training did not exist previously. The major impact of training was the empowerment of female entrepreneurs at the personal level, which helped build decision-making skills and respect for themselves and others, and at the household level, where improved family relations contributed to business success; the empowerment that comes from knowing how to manage a business; and the empowerment that derives from team work in reaching a common goal, e.g., productive activities projects.
The planned sustainability strategy was the transfer of the methodology to public and private institutions that would carry on training, including the creation in June 2004 of Punto Focal, an NGO comprised of 22 professionals from different disciplines who helped develop the methodology and conducted training and post-training activities. Punto Focal was to be the principal training organization; it would have to mobilize resources to fund training activities. The project held five regional methodology transfer seminars and one seminar in Bogotá, where 133 professionals representing 15 public and private institutions received microenterprise/gender training. As of August 2005, Punto Focal training proposals, such as the one submitted to the Embassy of Spain, had not been funded. The Presidential Council on Women's Equity initiated a program using the microenterprise/gender methodology in ten universities, where business and economics students would conduct microenterprise/gender training for women in low-income communities, as part of their practicum during the last semester of school, under the supervision of a professor who had also been trained in the methodology.

The technical coordination team, which oversaw the microenterprise/gender training in collaboration with the Presidential Council on Women's Equity and MPS Department of Labor Relations, expanded into a policy group on women's equity and economic issues that was led by the Council; it also participated in numerous other policy and advisory groups. The women's economic equality component formed part of the Council's national plan for women's equity, which was an important achievement.

In sum, the outcome for both components was highly satisfactory, which owes in large part to project management performance, including the recruitment of competent, dedicated professionals to carry out project activities, engaging the participation of the social actors, and making effective use of ILO technical assistance and USDOL support.

Lessons learned. Many lessons were learned in the areas of project design and partnership, among others, which would apply to similar projects. When more than a year passes between project design and implementation, project design should be reviewed and adapted to changed circumstances. Project design should not combine entirely different projects under the same project structure. In countries where labor relations are difficult, a project that aims to improve labor relations should be practical and look for small outputs and successes rather than be ambitious but have no results. In countries where labor relations are difficult, a project should also be modest in relation to its goals for partners, know the partners very well, and use a very diplomatic approach. How successfully partners work together is beyond a project's control.

Recommendations. With regard to the labor relations component, the social actors are committed to continue training activities but cannot maintain the neutral space for social dialogue that the project created, which was a remarkable achievement because it enabled project activities to go forward. The USDOL and ILO should undertake resource mobilization to continue the project or equivalent activities.

With regard to the women's economic equality component, given the demonstrated efficacy and impact of the new methodology, it is recommended that USDOL and ILO assist in the mobilization of additional resources in order to continue microenterprise/gender training in Colombia and, further, that the ILO request the Government of Colombia to provide resources to continue the training.
Introduction

This is the final evaluation report for the project, Improvement of Labor Relations and Promotion of Women's Economic Equality in Colombia, which was funded by the United States Department of Labor (USDOL) and implemented by the International Labour Organization (ILO). Section I of the report presents background information and a description of the project. Section II states the purpose of the evaluation. Section III describes the evaluation methodology. Section IV discusses the findings, conclusions, and recommendations for the labor relations component of the project. Section V contains the findings, conclusions, and recommendations for the women's economic equality component. Section VI summarizes lessons learned.

I. Background and Project Description

A. Background

Country context. Colombia has an estimated population of 44 million and a market-based economy, where crude oil, coal, coffee, and cut flowers are the principal legal exports. Drug trafficking has created a large, illicit economy. Economic growth in 2004 was estimated at 3.8 percent, while inflation measured 5.5 percent. Income distribution is highly skewed, with 59 percent of the population living in poverty. In 2004, unemployment fell to 11.7 percent and per capita gross domestic product rose to $2,015. Internal armed conflict continues between the Government and terrorist groups, which caused the deaths of between 2,000-3,000 persons during 2004, including combat casualties, political murders, and forced disappearances. Violence and instability displaced at least 137,000 civilians during 2004, and the total number of internally displaced persons may exceed 2 million, including 800,000 children.¹

Women's labor force participation. Since the early 1990's, women have played an increasingly larger role in economic activities in Colombia relative to previous generations, which is directly related to the increase in their educational level during the past decade.² In 2003, women's labor force participation was 43 percent, compared to 57 percent for men; women's participation was greatest in the service sector, which has the lowest paying jobs. Although the salary divide is narrowing, workplace discrimination practices remain, resulting in a considerable gap between men and women's wages: women earn 84 percent of what men earn. Unemployment rates for women increased from 12 percent in 1992 to 20 percent in 2003, and female unemployment was greater in medium and large cities, which have witnessed an influx of rural migrants fleeing violence in remote regions. According to the Presidential Council on Women's Equity, the increase in female unemployment can be considered as a symptom of gender inequality in the workplace; the increase in women's participation in the lowest-paying sectors of the economy can be viewed as a response to the economic demands placed on poor households.³

Worker rights. Despite the fact that Colombia has ratified the majority of the ILO's main conventions related to union freedom and the right to collective bargaining, the country continues to commit serious violations of these rights.⁴ Colombia has an extremely large number of cases before the

⁴ María Luz Núñez et al. The Improvement of Labour Relations and the Promotion of Women's Economic Equality in Colombia, Mid-Term Evaluation, From September 28 to October 8, 2003, n.d., p. 11
Improvement of Labor Relations and Promotion of Women's Economic Equality

ILO Freedom of Association Committee. According to the U.S. Department of State country report on human rights practices in Colombia, the Colombian constitution provides for the right to organize unions, except for members of the armed forces, police, and persons performing "essential public services," as defined by law, and the Government respected this right in practice. However, the report observed that violence against union members and antiunion discrimination remained obstacles to joining unions and engaging in trade union activities, and the number of unions and union members continues to decline.

The National Labor Union College (ENS) reported that there were 2,357 unions registered in the country at the end of 2004, with 856,099 members, or approximately 4 percent of the labor force. Labor leaders continued to be targets of attacks by illegal armed groups, primarily for political reasons. According to ENS, as of August 31, 2004, 3 union members were kidnapped, 2 disappeared, 276 were threatened with death, 2 survived attempts on their lives, and 47 were killed. By comparison, 62 trade union members were killed during the same period in 2003. Of those killed, all but one were members of unions affiliated with the United Workers Central (CUT), the country's largest and most left-leaning labor federation. While noting that the killings of trade union leaders had declined, the ILO Committee of Experts nonetheless noted what it called a "persistent climate of violence" in the country. Violence against trade unionists was limited generally to regions contested by multiple armed groups. Union leaders contended that perpetrators of violence against workers operated with virtual impunity; there were few successful prosecutions of crimes against trade union members.

The State Department report also stated that high unemployment, a large informal economic sector, traditional antunion attitudes, and violence against trade union leaders made organizing unions difficult. Weak union organization and a requirement that trade unions represent a majority of a company's workers to negotiate on their behalf limited workers' bargaining power in all sectors. Collective pacts between individual workers and their employers were not subject to collective bargaining and were used by employers to complicate and discourage union organization. The growing prevalence of workers' cooperatives further diminished collective bargaining. Workers' cooperatives are required to register with the Superintendent of Economic Cooperatives, which places the number of such cooperatives at 1,500 and the number of associated workers at 150,000. Workers' cooperatives are obligated to provide compensation at least equivalent to the minimum wage and the same health and retirement benefits as other workers receive. Government investigations revealed irregularities or abuses in 75 percent of workers' cooperatives. Investigators discovered that most cooperatives engaged in subcontracting and, in some cases, that private sector employers had forced workers to form cooperatives and were themselves managing the cooperatives' day-to-day operations. The Government has the authority to fine violators but has no recourse to shut down repeat offenders. In practice, nominal fines assessed by the Government did little to dissuade violators.

5 ILO InFocus Programme on the Declaration, personal communication
6 U.S. Department of State, op. cit.
7 Ibid.
8 The National Labor College is a Medellín-based NGO that collects, studies, and consolidates information on organized labor.
9 U.S. Department of State, op. cit.
12 Ibid.
Labor relations. In recent years, the Government of Colombia has adopted general measures to promote social dialogue and address labor relations problems. The government reaffirmed its commitment to strengthen labor relations during recent meetings of the ILO’s Governing Body and requested technical assistance to support the goals related to this initiative.\textsuperscript{13} The USDOL and the Government of Colombia signed a Memorandum of Understanding on January 7, 2001, in order to strengthen their cooperation in labor matters of common interest, which could include labor relations and the theme of gender related to labor, among others.\textsuperscript{14}

B. Project Description

History. In February 2001, a Department of Labor International Labor Affairs Bureau (ILAB) and Office of International Economic Affairs (OIEA) delegation traveled to Colombia to develop a project document for implementation of the Memorandum of Understanding.\textsuperscript{15} In March 2001, USDOL prepared a program proposal in response to a request for assistance from the Government of Colombia that would help to improve labor relations and generate opportunities for female employment in response to the key challenges facing the government of curbing unemployment, promoting the rights of workers, and stimulating economic growth.\textsuperscript{16} In 2001, the ILO elaborated the project document, which was prepared under the framework of the General Technical Cooperation Program with Colombia, established by the ILO Governing Body in June 2001.\textsuperscript{17} The project was designed based on the needs and priorities expressed by the Minister of Labor and Social Security, the leadership of the United Workers Central (CUT) trade union federation, and with the consensus of other partners.\textsuperscript{18}

The Improvement of Labor Relations and Promotion of Women's Economic Equality project was funded for three years in the amount of $2,000,000 under the USDOL umbrella grant with the ILO to promote core labor standards and fundamental principles and rights at work. The project became effective on November 1, 2001, and had an anticipated closing date of January 2005. The ILO requested and USDOL approved a no-cost extension of the project through June 2005. The ILO requested and USDOL approved a second no-cost extension of the project through September 2005. The project was scheduled to close on September 30, 2005.

In May 2002, presidential elections were held in Colombia. A new government took office in August 2002, which radically changed labor administration. The Ministry of Labor and Social Security took over the functions of the Ministry of Health and became the Ministry of Social Protection (MPS), which affected the definition of its priorities.\textsuperscript{19} A new Minister and Vice Minister of Labor Relations were appointed. In November 2002, the Labor Minister was killed in a plane crash. Project began

\textsuperscript{13} International Labour Organization. Project Document, op. cit. p.11
\textsuperscript{14} U.S. Department of Labor and Ministry of Labor and Social Security in Colombia. Memorandum de Entendimiento suscrito por el Departamento del Trabajo de los Estados Unidos de América y el Ministerio de Trabajo y Seguridad Social de Colombia, January 7, 2001
\textsuperscript{15} Laura Buffo, USDOL. Trip Report, Bogotá, Colombia, February 11-17, 2001
\textsuperscript{16} Laura Buffo, USDOL. Program proposal to implement the January 7, 2001 Memorandum of Understanding between the U.S. Department of Labor and the Ministry of Labor and Social Security of Colombia, March 13, 2001
\textsuperscript{17} The program was conceived as a broad technical cooperation assistance package in four areas: freedom of association, collective bargaining, social dialogue, and compatibility of labor legislation with international labor standards. See ILO. Governing Body, 292nd Session, Committee on Technical Cooperation, Special technical cooperation programme for Colombia (2001-03) and Appendix, Geneva, March 2005.
\textsuperscript{18} María Luz Núñez et al., op. cit., p. 13
\textsuperscript{19} María Luz Núñez et al., op. cit., p. 13
operations in February 2002, with the hiring of the Chief Technical Advisor (CTA).\textsuperscript{20} Under the new government administration, the project did not enjoy the support that it had had in the previous government due, among other reasons, to the government having inherited a project that it had no role in shaping. Moreover, the present government maintained the position that it would not engage in collective bargaining until July 2005; hence, tripartite discussions on this subject could not be held.

The mid-term evaluation was conducted in September-October 2003, which covered the period November 2002-August 2003. The evaluation found some project design problems that might cause difficulties when measuring its results: the general development objective contained several objectives that responded to two different projects and were not related to each other—one aimed at improving labor relations by the respect of fundamental worker rights, and the other aimed at quality employment generation for female heads of households.\textsuperscript{21} That is, the labor relations component and the women's economic quality component were discrete projects with different objectives, target groups, strategies and methodologies, and implementation arrangements. The mid-term evaluation recommended modifications in the project's development objectives, immediate objectives, and some of the planned results, based on the design problems and the fact that the project did not enjoy the same level of support as under the previous government—all of which had been reported in the project's Status Reports and Technical Progress Reports. For example, the mid-term evaluation concluded that it appeared impossible to achieve a tripartite consensus proposal to reform labor legislation for presentation to the Congress because this was not one of the current government's priorities.\textsuperscript{22} The mid-term evaluation recommended that the proposed revisions be formalized, which occurred in the development of the project's Performance Monitoring Plan (PMP) in February 2004 (Table 1).

\textsuperscript{20} Some project activities started prior to the hiring of the CTA.
\textsuperscript{21} María Luz Núñez et al., op. cit., p. 13
\textsuperscript{22} Ibid., p. 17
Table 1: Original and Revised Project Objectives

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<th>REVISED OBJECTIVES (February 2004)</th>
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<td>DEVELPMENT OBJECTIVE</td>
<td>IMPROVED LABOR RELATIONS BETWEEN SOCIAL PARTNERS AND INCREASED ECONOMIC OPPORTUNITIES FOR WOMEN.</td>
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<td>Contribute to the application of fundamental principals and rights at work, as well as to the development and improvement of labor relations in a culture of peace and collaboration, which in turn will lead to the improvement of social protection and working conditions of the Colombian people, which will strengthen peace and democracy.</td>
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<tr>
<td>IMMEDIATE OBJECTIVE 1</td>
<td>GREATER USE OF CORE INTERNATIONAL LABOR STANDARDS TO IMPROVE LABOR RELATIONS.</td>
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<td>The amendment of Colombia labor legislation, through a process of consultation and social dialogue, to conform to international labor standards and taking into account the rules of law, human rights, good governance, and efficient and fair distribution of productivity for economic progress.</td>
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<td>IMMEDIATE OBJECTIVE 2</td>
<td>INCREASED CAPACITY OF SOCIAL PARTNERS TO ENGAGE IN HEALTHY LABOR RELATIONS, NEGOTIATE COLLECTIVELY, AND DEVELOP WORKPLACE COOPERATION.</td>
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<td>The improvement in the Colombian social partner's ability to conduct healthy labor relations, to negotiate collectively at different levels, and to adopt workplace cooperation.</td>
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<td>IMMEDIATE OBJECTIVE 3</td>
<td>SYSTEMS AND PROCEDURES FOR THE SETTLEMENT OF LABOR DISPUTES IMPROVED IN SELECTED REGIONS AND SECTORS.</td>
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<td>The adoption by social partners of a new system of labor dispute settlement and improvement of the work of labor judges and labor inspectors.</td>
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<tr>
<td>DEVELOPMENT OBJECTIVE 2</td>
<td>N/A</td>
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<tr>
<td>Contribute to the generation of quality employment for poor women, with emphasis on female heads of households, to reduce poverty and increase economic and social equality in Colombia.</td>
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<td>IMMEDIATE OBJECTIVE 4</td>
<td>INCREASED BUSINESS CAPACITY OF FEMALE MICROENTREPRENEURS.</td>
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<td>Increase in the quantity and quality of jobs for women, which will generate more income and better working conditions.</td>
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<td>IMMEDIATE OBJECTIVE 5</td>
<td>A STRENGTHENED COORDINATION MECHANISM IN PLACE TO IMPLEMENT EMPLOYMENT GENERATION POLICIES.</td>
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<td>A strong coordination mechanism and strengthened institutional capacities to implement employment generation and poverty reduction policy for female heads of poor households.</td>
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1. Labor Relations Component

Objectives. The revised development objective was improved labor relations between social partners and increased economic opportunities for women. For the labor relations component, this objective was supported by three immediate objectives:

- Greater use of core international labor standards to improve labor relations;
- Increased capacity of social partners to engage in healthy labor relations, negotiate collectively, and develop workplace cooperation; and
- Systems and procedures for the settlement of labor disputes improved in selected regions and sectors.
Target groups. The target groups were the principal social actors concerned with labor relations in Colombia: the Government of Colombia, labor judges and magistrates of the judicial authority, and employers' and workers' organizations, particularly their executive committees and advisors. Indirect beneficiaries would be the country population in its entirety, especially workers and employers.

Strategy and methodology. The strategy was to give intensive support to the Government of Colombia and employers' and workers' organizations in order to promote and guarantee the development of adequate labor relations at the national and regional levels through the design and implementation of activities at the national and sectoral levels. The component also sought to overcome the conflict culture, prevailing at the time of project preparation, through effective mechanisms for the settlement of disputes. Component activities were to follow two parallel paths, general and specific. The general path aimed toward adapting legislation related to international labor standards, disseminate ILO conventions nos. 87 and 98 on freedom of association and collective bargaining, respectively; establish information, registration, and national statistics systems for collective bargaining and union membership; design and establish an adequate system for dispute settlement; train MPS officials responsible for the effective application of labor legislation; and train labor judges and magistrates in fundamental principles and rights in accord with ILO Conventions, among others. The specific, sectoral path would focus on preparing case studies at the enterprise and sectoral level on the effects of good/bad labor relations practices and, based on the outcomes of the case studies, develop an action plan to improve and apply these practices in determined sectors and enterprises for a period of 18 months, among others.  

2. Women's Economic Equality component

Objectives. While under the same revised development objective as the labor relations component, the women's economic equality component had two immediate objectives:

- Increase business capacity of female entrepreneurs; and
- A strengthened coordination mechanism in place to implement employment generation policies.

Target groups. The project targeted female heads of poor households in urban and semi-urban areas of Colombia. Beneficiaries were to be selected on the basis of past entrepreneurial experience and general aptitude in consultation with concerned institutions. Indirect beneficiaries would be the women's families and communities.

Strategy and methodology. The original strategy was to engage the participation of social actors in the design and execution of a work program that incorporated training, implementation, follow-up, and evaluation for the (a) promotion of entrepreneurship or resourcefulness of female heads of households, (b) strengthening the institutional capacities of participating organizations, (c) creation and consolidation of national networks, and (d) elaborating a process to systematize experiences to reinforce institutional capabilities of social partners in matters relating to the employment of women, which is necessary for the formulation of appropriate policies to maintain continuity and sustainability of the project. The component planned to set up coordination mechanisms at the central government level and between the central government and participating regional and local governments. The participation of private institutions and associations in specific aspects of technical, business, and gender training was also anticipated. The component would coordinate with the Presidential Council on Women's Equity. The participation of civil society organizations related to the project would also be strengthened through a permanent working group on gender to be promoted by MPS.  

II. Purpose of Evaluation

The purpose of the evaluation was to (a) determine if the project achieved its stated objectives, (b) assess and document the effects of project activities and outputs on the tripartite clients, (c) assess the impact of the project in terms of the likelihood that outputs will be sustained, and (d) report on lessons learned. (See Annex A, Terms of Reference.)

III. Evaluation Methodology

Preparation for the final evaluation began in early June 2005, including a team planning meeting held at the USDOL/International Labor Bureau (ILAB) office in Washington, D.C. on June 3, 2005. Meeting participants were Maya Beja and Brian Dusza, USDOL; María Luz Vega, ILO headquarters, Geneva (via telephone conference); and Deborah Orsini and Anna Kathryn Webb, MSI. Six key evaluation themes were agreed upon: (a) validity of the project strategy, objectives, and assumptions; (b) implementation performance; (c) project benefits and impact; (d) management performance; (e) performance monitoring system; and (f) sustainability. An interview protocol that covered the six themes was developed for key persons. (See Annex B, Interview Protocol for Key Persons.)

The final evaluation was conducted in Bogotá on August 16-19, 2005. The evaluation field team consisted of Ms. Vega, who was present as an observer, and Ms. Webb, team leader, who acted as the sole evaluator and conducted all interviews. Interviews were held with the CTA and five project consultants; the director and three staff of the Sub-regional Office for the Andean Countries, Lima, Perú (SRO-Lima) via telephone conference; and the ILO headquarters liaison. Persons interviewed for the labor relations component of the project included the Vice Minister of Labor Relations, Ministry of Social Protection (MPS) and three staff; three MPS regional labor inspection directors; three trade union federation presidents; the vice president of judicial and social affairs of the National Association of Industries of Colombia (ANDI); two labor judges and the coordinator of the Lara Bonilla Judicial Academy; a staff trainer from the trade union training institute, National Institute of Social Studies (INES); the social relations manager, Colombia Association of Flower Exporters (ASOCOLFLORES); and the executive director of the Colombia Association for Human Resources Management (ACRIP).

Persons interviewed for the women's economic equality component of the project included the Presidential Advisor of the Presidential Council on Women's Equity; two university professors from the Interamerican Institute for Agricultural Cooperation (IICA) and the Institute for Human Development (INPAHU), respectively; and eight women microentrepreneurs, including the presidents of the Federation of Women Farmers of Cundinamarca (FEDEMUC) and the Association for Peace and the Defense of Colombian Women's Rights (ASODEMUC). Also interviewed via telephone were the present and former USDOL Project Managers and a U.S. Federal Mediation and Conciliation Service (FMCS) commissioner. (See Annex C, List of Persons Interviewed and Evaluation Schedule.) On August 19, 2005, the evaluation team attended part of a training seminar for MPS staff on labor conflict resolution. Other evaluation activities included the review of documents, reports, and project data.

The single constraint on the evaluation was a weather-related travel delay of one day; accordingly, the evaluation was reduced from five planned days to four days. Time limitations did not permit travel to the regions, where the major part of project activities took place.

The CTA and his staff did an excellent job of planning and facilitating all evaluation activities and meeting each request for assistance. Every courtesy was extended to the evaluation team, which was deeply appreciated. All persons met were very generous in their collaboration.
IV. Labor Relations Component

A. Findings

1. Objectives, Strategy, and Assumptions

The development objective was revised to “improved labor relations between social actors and increased economic opportunities for women.” The labor relations component strategy was also modified. USDOL was credited with identifying and promoting the strategy to work at the regional and individual enterprise levels, where social actors in the past had not been given a large voice in labor relations. For example, the project worked closely with two associations of human resources professionals: ACRIP, a national organization, and the Antioquia Human Resources Association (ASCORT), a regional organization, whose respective staffs are involved in labor relations on a daily basis, have substantial influence in labor relations, and thus were an important target group.

The project document made several critical assumptions regarding conditions that would prevail for the duration of the project. In fact, two conditions changed over the course of the project: (a) the assumption that the conflicts between participating project partners would not obstruct the tripartite discussion of collective bargaining and healthy labor relations and (b) the assumption that the project would continue to have the support of the Colombian Government and employers’ and workers’ groups.

The present government abstained from discussing collective bargaining until June 2005, when the Vice Minister of Labor Relations stated at a project seminar in Cartagena that MPS would get involved again with conciliation. The CUT director changed as did the political orientation of the federation, which the project reported was an impediment to collaboration during the first six months of project activities.

2. Implementation Performance

Implementation schedule. Project operations began in February 2002, which was three months later than planned due to delays in recruiting a CTA. The first several months were spent in start-up activities such as staffing and the installation of the office in a space shared with the ILO’s International Programme on the Elimination of Child Labor (IPEC). Although the ILO requested and was granted two no-cost extensions, project activities were implemented on schedule, with the exception of the MPS registry and statistics system, and additional activities were carried out that had not been contemplated such as more conflict resolution training seminars and assistance with the publication of the MPS labor inspection manual. The project reported that the registry and statistics system was the most delayed activity of the project. The system was to be finished the first quarter of 2005, but problems with MPS participation put the system’s completion on hold again; the revised completion date was August 2005. During a three-month period in 2005, MPS planned activities were not executed due to unsettled relations between project management and the Minister of Labor, which project management satisfactorily resolved.

The project was implemented by the ILO through its Sub-Regional Office for the Andean Countries in Lima, Peru (SRO-Lima) and was coordinated with the ILO InFocus Programme on the Declaration in Geneva. The project was managed by the Chief Technical Advisor (CTA), who was responsible for day-to-day operations, including the implementation and monitoring of project activities.

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25 The other assumptions were that the democratic system prevails in Colombia, the economic and social condition in Colombia would not worsen, and Colombia would continue to abide by its pledge to the ILO to respect international labor standards, particularly on freedom of association and collective bargaining.

The CTA reported to the SRO-Lima director. SRO-Lima provided guidance and support, administrative support and technical assistance from employers’ and workers’ specialists, a gender specialist, and a microenterprise specialist. The ILO InFocus Programme provided coordination, technical assistance, and was responsible for liaising with donors. In addition, various units at ILO headquarters Geneva provided technical support. The National Project Coordinator (NPC) assisted the CTA in project execution; the NPC changed once. A consultant (national) for workers and a consultant (national) for employers were hired. An administrative assistant, secretary, and general office assistant/messenger, in addition to a part-time administrative assistant based at SRO-Lima, provided support services. The MPS, employers’ and workers’ organizations, and other participating institutions assigned liaison personnel for project activities and facilitated meetings and coordination with their respective staff and memberships. The project hired three specialists (national) to assist the CTA in project execution of the women’s economic equality component, as well as other trainers who participated on an as needed basis.

Results. Achievement of the revised development objective to improve labor relations among the social actors was to be measured by 12 indicators, which are discussed in detail in the following paragraphs. It is noted that following the modification of project objectives, a few project outputs and indicators overlapped, as recorded in the Performance Monitoring Plan, e.g., Output 2.1, Output 2.2, and Output 3.2. (See Annex D, Summary of Assessments, and Annex E, Performance Monitoring Plan.)

(i) The indicator for Immediate Objective 1, greater use of core international labor standards to improve labor relations was the number of core international labor standards applied by government. Prior to project start-up, Colombia had ratified ILO conventions 29, 87, 98, 100, 105, 111, 138, 151, 154, and 182; conventions 151 and 154 were not yet implemented. The project promoted Conventions 87 and 98 on freedom of association and collected bargaining, respectively, but noted that union complaint levels before the ILO remained at relatively high levels. However, the result for this indicator is nil because the government did not ratify any new ILO conventions during the lifetime of the project.

(ii) The indicator for Output 1.1, legislative proposals on collective labor relations designed by the social partners, was the number of new proposals designed. The planned output was partially achieved. One national tripartite seminar was held as a kick-off to analysis and debate on the topic. Both workers’ and employers’ organizations developed proposals. The union sector held one national conference and three regional seminars to solidify its stance on the issue; however, its proposal was not accepted by the other two social partners; thus, no joint proposal was designed. Only the concept of defining “essential public services” was seriously discussed by all three social partners, but no consensus was reached. The mid-term evaluation concluded that it appeared impossible to get a consensus legislative proposal for presentation to the Congress during the life of the project, given that this was not a priority of the present government, and recommended that efforts in this area be decreased; no change in progress was reported following the mid-term evaluation.

(iii) The indicator for Output 1.2, a public information campaign conducted on fundamental labor principles and workplace rights, was the number of diffusion activities by type of delivery mechanism. The planned output was substantially achieved. The promotion of fundamental worker rights was part of all project training activities. MPS proposed and project management concurred that the most effective means of disseminating information on fundamental worker rights was through regional fora, as opposed to a large-scale publicity campaign, which in any event was beyond the means of the project budget. During 2003 and 2004, one national and 18 regional fora were carried out with MPS on fundamental worker rights. In 2004, the fora were accompanied by sessions to reactivate regional, tripartite consensus

27 ILO units included the Employers’ Activities Department (ACTEMP) and the Workers’ Activities Department (ACTRAV).
28 María Luz Núñez et al., op. cit., p. 17
committees; 20 cities now have functioning subcommittees who participate every January in setting a uniform minimum wage that serves as a benchmark for wage bargaining. The number of participants in each event averaged 125, with union participation the strongest and business participation the weakest. Following the first nine project-financed regional seminars, MPS used its own funds to continue regional fora in which the project participated. MPS plans to cover all 32 departments, while acknowledging a lack of sufficient human and financial resources to do so. The Vice Minister of Labor Relations stated in an interview that the number of complaints has diminished because workers now know their fundamental rights. Other information dissemination activities included coverage of project events and campaigns through agreement with the United Nations weekly, national radio program (22 radio spots highlighted the project) and 15 different interviews on other local and national radio stations regarding the project, worker rights, and case studies.

(iv) The indicator for Output 1.3, labor inspectors and judged trained in international labor standards and principles, was the number of labor inspectors and judges trained. The planned output was substantially achieved. Thirty-six MPS regional directors in charge of labor inspection were trained in international labor standards. The three regional labor inspection directors who were interviewed observed that the training was excellent in terms of the quality of the trainers, the professionalism demonstrated in the treatment of the subject matter, and the training content itself. The regional director from Baranquilla said that training had produced greater harmony among all the social actors; the cooperation between ILO and MPS had greatly helped labor inspectors because labor and management now spoke the same language. At the same time, the directors called attention to the fact that the resources they need to perform their jobs, such as computers, were inadequate. The final evaluation did not investigate whether there was an adequate measure of training results, which was an oversight.

In 2003, two training events were held for 42 labor judges and 54 participants from the attorney general's office, which were very well-received according to two labor judges and the Lara Bonilla Judicial Academy coordinator. One judge characterized the training as excellent and said that it was very important for having awakened interest in the theme of fundamental labor rights.29 The judge stated that many training participants had applied what they had learned in the trainings. The project's final training seminar is planned for September 5, 2005 and will include 50 participants from the attorney general's office. The SRO-Lima office will continue with a follow-up training exercise for labor judges in October 2005 and will finance the production of a training manual. The time lapse between the first and second round of training events was attributed to SRO-Lima difficulties in the recruitment of appropriate training experts for the second round. The judicial academy pledged to include the manual on international labor standards and principles in its curriculum; trained judges and magistrates committed themselves to training their colleagues nationwide. The final evaluation did not inquire whether there was an adequate measure of training results, which was a shortcoming.

(v) The indicator for Output 1.4, the development of training materials on international labor standards and principles for training replication, was the number of training materials adopted by participating institutions. The planned output was substantially achieved. All planned materials were produced. The MPS designed training materials on fundamental workers rights that are used in their regional fora and otherwise.30 Existing ILO materials on international labor standards were reproduced and used in courses with inspectors, judges, and representatives from the attorney general's office and the

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29 The two individuals who conducted the first round of training subsequently were named the Minister and Vice Minister of Labor in Peru.
30 See Foro, Promoción y Divulgación de los Derechos Fundamentales en el Trabajo, Ministerio de la Protección Social y Organización Internacional del Trabajo. Also see La Declaración de los Principios y Derechos Fundamentales en el Trabajo, Reproducción del Proyecto OIT/USDOL, Oficina Subregional de la OIT para los Países Andinos, 2001.
public prosecutor's office. After the project closes, SRO-Lima will follow-up on the design of training materials for the Judicial Academy; the draft documents were completed for review in August 2005. ILO norms and standards were included in the preparation of the new MPS inspector’s manual with partial funding from the project, which was completed in August 2005. Assistance with the manual was not originally contemplated as a project activity.

(vi) The indicator for Immediate Objective 2, increased capacity of social partners to engage in healthy labor relations, negotiate collectively, and develop workplace cooperation, was the number of actions by partners to improve labor relations, negotiate collectively, and develop workplace cooperation. The actions for improved relations resulted from conflict resolution training courses and fora based on Colombian experiences (see vii).

(vii) The indicator for Output 2.1, training conducted of social partners in collective bargaining, was the number of persons trained by type of partner. The planned output was substantially achieved. In July 2003, at the request of project management, the U.S. Federal Mediation and Conciliation Services (FMCS) led a mission to Colombia to identify training needs in consultation with MPS, the trade union federations, and business leaders. Five training programs were designed with the aim of having a multiplier effect. Beginning in September 2003, FMCS trainers taught new techniques in win-win bargaining in three national and two regional events with a total participation of 174 persons (labor, 30 percent; management, 30 percent; government, 40 percent). In June 2004, 16 participants were sent to a high level seminar on new bargaining techniques and conflict resolution at FMCS headquarters in Washington, D.C. (3 union, 6 management, 4 government, 2 project staff). Accordingly, the project had a core group of technicians and leaders to help train and/or develop programs for training at the national, regional, and industry levels, including CUT, CTC, CGDT, ANDI, MPS, ACRIP, ASCORT, the Bogotá Mayor’s office, the Valle Governor’s office, and the bipartite “caja de compensación” CONFAMA.

The project found that conflict resolution activities needed to be promoted from the regional and local level upward because top union, management, and government leadership generally paid lip service to the concept until the requests for assistance came from their subordinates. Since June 2004, the project received requests for and, in response, conducted the following events on conflict resolution: ANDI, 12 regional seminars; ACRIP and ASCORT (human resources associations), 6 regional seminars; trade union federations, 5 national seminars; public sector labor management, 2 regional seminars; industry specific, 9 bipartite seminars; and 2 regional seminars with Chambers of Commerce and others. The total number of participants at these events was 1,146. The distribution of participants by sector was labor, 40 percent; management, 48 percent; and government, 12 percent.

It is noted that while ANDI was extremely supportive of project efforts in the area of conflict resolution, the project began regional events with ANDI without stressing the need for participation by businesses that had ongoing relationships with unions. Part of the difficulty resulted from the decrease in unionization in Colombia in general. Subsequently, the project strongly promoted the participation of the “maximum number possible” of businesses with union affiliation before the participation of non-union businesses.

In addition to conflict resolution training, the project commissioned a study on the status of collective bargaining in Colombia, which analyzed changes in labor relations and the Colombian union

movement over the past ten years, including the decline of collective bargaining. Collective bargaining was also discussed in the presentation and discussion of the seven good practices case studies as part of the FMCS training seminars and independent of them.

(viii) The indicator for Output 2.2, a strategy for healthy labor relations and workplace cooperation that would be adopted by 10 enterprises in selected sectors, was the number of enterprises having adopted a strategy for healthy labor relations and workplace cooperation. The planned output was substantially achieved in that individual enterprises prepared work plans in over 50 percent of the conflict resolution seminars. The project also responded to the high demand for conflict resolution training as noted in the assessment of Output 2.1 above.

(ix) The indicator for Output 2.3, an effective registration and statistics system for collective agreements, was an effective registration and statistics system implemented and functioning. The planned output was partially achieved. MPS-approved software had been installed, and 20 MPS technicians had been trained. Activities were halted temporarily when project relations with MPS were unsettled. At the time of the evaluation, the last obstacle to overcome—a problem with the MPS server—was being addressed. Once operational, data will be made available to workers’ and employers’ groups on the MPS web site. In the event that the MPS server problem cannot be resolved by the project’s closing date, SRO-Lima will provide follow-up.

(x) The indicator for Immediate Objective 3, systems and procedures in place for the settlement of labor disputes improved in selected regions and sectors, was frequency of use of dispute settlement, which was defined as collective agreements with established dispute settlement models. The only measurement of dispute settlement models was via case studies, and in this regard, the project substantially achieved the objective through the investigation and preparation of seven case studies on good practices in labor relations. The cases studied were the banana agro-industry, sugar agro-industry, banking industry, cement industry, petroleum industry, and automobile assembly industry. One positive, unexpected result of the case studies' publication was the preparation of individual publications by the banana agro-industry and the automobile assembly industry, respectively, which further highlighted their good practices.

The case studies publication also generated a high demand on the part of enterprises who asked that their own enterprises be studied. One reason reported for the significant interest in the good practices case studies was that the studies demonstrate there are large enterprises in Colombia where labor relations have worked well and conflicts have been resolved to the satisfaction of both sides. A further reason reported was that the cases studied are Colombian and not imported. Yet another explanation given for the enthusiastic response to the case studies was that the studies show labor relations were successfully addressed prior to the project’s implementation. Furthermore, ANDI’s vice president of judicial and social affairs observed that the case studies are evidence that it is possible to construct positive labor relations in Colombia. The demand for the first printing of 2,200 copies of the case studies publication exceeded supply; a second printing of 1,300 copies was being distributed at the time of the evaluation. The project

33 José Fernando Torres and Carlos José Guarnizo. En la Búsqueda del Mejoramiento de las Relaciones Laborales, Lecciones Extraídas de la Investigación de Siete Casos Colombianos, Proyecto USDOL, Oficina Internacional del Trabajo, Mayo de 2004.
34 For example, see Urabá, Un modelo de paz y desarrollo, posible desde la concertación laboral, Asociación de Bananeros de Colombia (AUGURA), Sindicato National de Trabajadores de la Industria Agropecuaria (SINTRAIN GRO), Empresarios Bananeros de Urabá, and Proyecto OIT/USDOL.

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also commissioned a case study on gender labor-related issues to be incorporated into the dissemination process for the seven case studies publication.\(^{35}\)

(xii) The indicator for Output 3.2, development of dispute settlement programs by participating enterprises, was the number and percentage of participating enterprises implementing programs. The planned output was substantially achieved. The FMCS conflict resolution seminars were very effective, as evidenced in the training evaluation results and the numerous requests for such training. Post-training individual evaluations were completed for about half of the training events, and the results were overwhelmingly positive.\(^{40}\) For example, the executive director of ACRIP reported that the seminars were very productive. The methodology allowed people to talk freely, and the neutral stance of the seminars not only gained credibility for the methodology but also motivated the participants to be direct and candid, as opposed to having hidden agendas. She said that one result of the seminars was the high demand on the part of individual enterprises who want training that would include trade union representation, e.g., Cafe de Bastilla, which is currently in labor negotiations, and Super Brix, a heavy equipment manufacturer. She also reported that Universidad del Norte law professors and consultants who advise enterprises in negotiations had been invited to a conflict resolution training seminar. The professors liked the training so well that they asked permission to use the methodology in their undergraduate and graduate classes. Similarly, the consultants said they were going to teach interest-based negotiating as part of their work with enterprises. The executive director proposed that if universities could continue the training, it would be an important means to decrease violence in Colombia because she believes that the methodology could help create belief in the possibility of lowering the levels of violence.

A trainer from the National School of Social Studies (INES)—one of two union training institutes participating in the project—reported that the conflict resolution methodology was very effective because it offered new ways and new tools to deal with labor relations: the methodology supports team work, an experience that labor and management do not have, and it transforms individuals in the negotiating setting, who become more active and generous in negotiations, as opposed to having a fixed bargaining

\(^{35}\) Magda A. Ortega V. Negociación Colectiva y Relaciones Laborales con Enfoque de Género, Estudio de Casos, Proyecto USDOL, Oficina Internacional del Trabajo, Bogotá, 2005


\(^{38}\) ILO / USDOL Project Office Bogotá, Performance Monitoring Plan, September 13, 2005

\(^{39}\) Ibid.

\(^{40}\) The lack of individual evaluations for the first half of training events held was an oversight; however, given the positive evaluations for the second half of training events, it can be inferred that the first events would also have had positive evaluations.
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Position, thus changing the focus from enmity to friendship. The trainer stated that because the methodology humanizes labor conflict, it enables the construction of a labor-management relationship that can avoid conflict in the future. If such a transformation takes place, it can change the lives of workers. The methodology has been incorporated into the school's work plan and is used to train its constituents accordingly—union members, leadership, and affiliates. The trainer said he would like for INES to be the pioneer in conflict resolution methodology in Colombia.

Participation of social partners. According to ILO and project management and staff, at the outset, there was some resistance to project involvement on the part of workers' groups and MPS, which was overcome when both became better acquainted with the project and its content. Tripartite participation in project activities was not realized to the extent hoped for because: (a) the government changed, and the present government abstained from discussion of collective bargaining; (b) the regular participation of unions at project events, while sought, was not always possible because union membership has decreased significantly; and (c) dissension among the three trade union federations obligated the project to hold separate training events for each of the three federations. On balance, though, the participation of the social partners was substantial, especially employers' and worker's groups, as evidenced by their attendance at project seminars and in the demand for training. Employers' and workers' groups were particularly active participants at the regional and individual enterprise levels.

3. Benefits and Impact

Benefits. The majority of the 17 social partners interviewed reported that they had benefited from the project and that Colombian society had also benefited. The project provided a space where labor and management could come together, which was viewed as a benefit to labor and management and also for Colombian society because the latter could see that a space and dialogue had been created that made communication between the two sides possible, which benefits everyone. The chief, concrete benefit for the social partners was that the project showed them a new way to deal with labor relations, using new tools, which helped to establish an improved dynamic between employers' and worker's groups. The majority of the social partners interviewed stated that FMCS conflict resolution training was highly successful because it introduced a new reality of which they had not been aware. One social partner commented, "The [conflict resolution] methodology is an instrument to advance the dialogue of respect." In the case of labor judges and magistrates, the principal benefit was their introduction to a new subject important to their work. MPS similarly benefited from the training of its staff. The project benefited from the social actors' participation—their participation lent legitimacy to the project and its objectives. All parties benefited from the creation of formal and informal channels of communication that inspired confidence and trust in the project and its activities.

The project and the social actors benefited from the ILO's history and experience in Colombia, and in particular, from the ILO's credibility and convening authoring, which helped government, labor, and management to meet and aided in bringing the three trade union federation leaders together. At the same time, the ILO benefited from the project because the project came to represent the ILO in Colombia; it was the ILO's point of reference in Colombia for labor relations. As a result of the project, there is better knowledge of the ILO, although it is noted that some of the social partners confused the project with other ILO projects and activities in Colombia, past and present.

USDOL and ILO benefited from the positive image of the project, which was variously called Project USDOL and Project ILO/USDOL. There was also a strong identification of the project with the CTA Norman Schipull; the project was often referred to as Norm's Project or the Schipull Project.

Impact. The project has played an important, positive role in Colombian labor relations. One of the social partners, who represented the private sector, reported that the divide between labor and
management had narrowed at the national, regional, and local levels, and that as time passes, the labor-management relation can become more constructive. The project also permitted the three trade union federations to meet and brought them together on a number of issues such as conflict resolution because the project was seen as a technical, on-the-ground effort that showed results, which were beneficial to the trade union federations. The Government observed that the project had contributed to the improvement of labor relations because it had advanced social dialogue and promoted fundamental labor rights. The majority of the social partners interviewed agreed that the project promoted a new construction, a new culture for labor relations at a time when a new culture of respect for labor standards, and generally for labor legislation and international labor conventions, is needed.

Project training activities had a substantial impact on unions, employers' groups, human resource associations, individual enterprises, judges and magistrates, MPS labor inspectors, and others. There has also been a significant, concrete impact at the individual enterprise level because many important enterprises have changed as a result of conflict resolution training; they are using new ways to deal with labor relations problems. For example, two weeks after ASOCOLFLORES attended an FMCS training seminar, it faced the problem of a mayor imposing a new municipal tax to which it was subject. ASOCOLFLORES reported that it met with the mayor, explained the interest-based negotiating approach, the mayor agreed to negotiate using the methodology, and within six weeks, the negotiation concluded successfully—a win-win for both sides.

A further, noteworthy impact, reported in an interview, is that through USDOL and FMCS, the project has transmitted a positive image of the United States in important sectors in the country that have a powerful voice in labor relations and other matters, and with particular reference to FMCS-provided conflict resolution training, the project has conveyed a good impression of the United States. USDOL was widely publicized as the project funder in all project materials; the project was mostly referred to as Project USDOL and Project ILO/USDOL.

4. Management Performance

As part of the recruitment process, the proposed CTA met with MPS and employers' and workers' groups who gave their no objection to his hiring. No management problems were reported, with the exception of the slowness of SRO-Lima administrative procedures in regard to disbursements, which was resolved when the project opened an imprest account in September 2004. The project management was efficient in using inputs such as expertise to achieve expected results, especially in the recruitment of high caliber, committed professionals. Management was effective as demonstrated in the project achievements. Technical and financial reporting requirements were met. The quality of communications between project management, SRO-Lima, ILO headquarters, and USDOL was characterized by all parties as very good, helpful, and respectful. The SRO-Lima director, the ILO headquarters liaison, and the USDOL project manager responded to the needs of the project in a timely and satisfactory manner. The CTA's performance exceeded expectations, and the CTA was widely credited with creating and maintaining the dialogue among the social partners that made project activities not only possible but successful. In sum, project management was highly satisfactory.

The project document proposed the creation of a coordinating mechanism in the form of a Project Advisory Committee (PAC), composed of the representatives from MPS, employers' and workers' organizations, and the CTA, which would provide internal project management. The PAC was officially constituted on May 2, 2002, with the participation of MPS, ANDI, CUT, CGDT, and CTC. The mid-term

The Status Report (January-March 2004) reported delays in SRO-Lima processing of payments due to cessation of use of UNDP administrative services, at which time the project sought to open an imprest account; the account was opened in September 2004.
evaluation found that the PAC, as a management mechanism, was not well-defined and seemed insufficient in guaranteeing the participation of the beneficiaries in the project's administration. The CTA made the decision not to continue with a structure that was not working as intended but instead worked very hard on an individual basis with labor, management, and MPS to engage their participation. While this decision appears to have been justified given the project achievements, it is noted that one of the labor officials interviewed complained that he had no knowledge of project expenditures, for example, how monies were distributed among labor, management, and government project activities and observed that it would have been important to have an oversight committee such as was established in the beginning. When queried as to whether he had ever requested information on project expenditures, he replied that he had not.

5. Performance Monitoring System

The Performance Monitoring Plan (PMP) was developed during a two-day period in February 2004, through telephone conference calls between the ILO headquarters liaison, the CTA, a Management Systems International (MSI) consultant, and the USDOL project manager. Prior to the development of the PMP, project management monitored project progress by means of the project document, work plan, and feedback from SRO-Lima, ILO headquarters, and USDOL. Project management reported that the PMP was easy to use and was adequate in meeting monitoring requirements to a certain degree, although it often seemed that the project served the PMP and not the reverse. Project management reported that it did not use the PMP for management decision-making but rather as a periodic measurement tool to check the progress (or lack of progress) toward objectives. Project management viewed the PMP as part of a reporting exercise rather than an effective management decision-making tool; required Technical Status Reports recorded progress toward the achievement of objectives, using the PMP. Project management did not consider the PMP to be cost-effective because of the effort required to produce it. The ILO headquarters liaison and project management strongly criticized the development of the PMP by means of conference calls because the process was very inefficient. The USDOL project manager reported that the total amount of time spent in conference calls was about four hours; she disagreed with the view of project management and the ILO liaison that the process was inefficient or not cost-effective. The USDOL project manager stated that project reporting improved significantly following the PMP development, for example, the PMP provided better data that could be used to promote the project with the U.S. Department of State and the Congress, among others, which was valuable. In addition, some of the refocusing of project objectives was solidified in the PMP.

6. Sustainability

The sustainability of the different project training activities is likely to a large degree because the groups and institutions trained believe that the training has been effective and plan to continue training using their own resources. MPS will continue to train labor inspectors, using the new labor inspection manual. The Lara Bonilla Judicial Academy will incorporate a training module in its curriculum, and judges and magistrates will train their colleagues using the forthcoming training manual. Employers’ groups and human resources organizations have financed conflict resolution training and will continue to do so. The INES trade union training facility has incorporated conflict resolution training into its curriculum, which it will continue to use. As evidence of the multiplier effect that conflict resolution training has had, the Universidad del Norte law faculty have introduced conflict resolution training in undergraduate and graduate classes, which will continue, and it is likely that other, similar instances of this effect have occurred but did not come to the attention of the evaluation. It is very likely that all persons trained in conflict resolution will use the skills that they learned. All project-related training materials are expected to remain in use for the foreseeable future, as well as the good practices case

42 María Luz Núñez et al., op. cit., p. 14
improvement of labor relations and promotion of women's economic equality. in june 2005, the project held a two-day, national tripartite workshop with fmcs in cartagena for the purpose of fine-tuning techniques used in training sessions since june 2004 and to assist in developing proposals for the sustainability of conflict resolution activities after the project closes. one such proposal was for the creation of a colombian fmcs-type organization, which would continue training and follow-up, but a consensus agreement was not reached at the time.

the sustainability of social dialogue is uncertain following the project's closing on september 30, 2005. all of the social actors—labor, management, and government—emphatically stated that the project should continue for several reasons, for example:

bullet the project is leaving the social actors at a difficult moment, and they worry that they will be left alone.
bullet the project has raised awareness, but more time is needed to apply what has been learned.
bullet the project has brought the social actors to a point of entering a technical phase, which will need to be accompanied.
bullet the project has created the expectation among the social actors that future support will be found similar to what the project has provided.
bullet the project has reached its zenith, creating a demand for its activities.
bullet the project has raised expectations.
bullet if the project does not continue, violent elements will take over the space created by the project. the project has helped with the conflict situation. it has worked more in the regions, where a conflict situation can generate a social problem that would take years to solve; thus, the project should continue because it can help reduce conflict.
bullet the project needs another phase because the free trade agreement and/or post-conflict colombia is coming, and both would need the social dialogue that the project provided. that is, the project would be a great support to either free trade agreement or post-conflict colombia discussions because there is no social sector in colombia that has experience with social dialogue or that can compete with the labor sector; civil society in colombia refers to the labor sector, church, and communications media, wherein the trajectory for social dialogue is the labor sector.
bullet international cooperation is important, and the ilo needs to have a permanent presence in colombia.

b. conclusions

the original project design was complex and demanding due to combining two completely different projects under one project design, which was not justified technically. however, it is noted that during project preparation, the decision was made to combine the labor relations component and the women's economic equality component because the hiring of two chief technical advisors (ctas) and setting up two project offices would have increased costs significantly. hence, the idea was that one cta would oversee the two components and deal with all the donor relations and red tape and would hire specialists for each component.

the original development objective and immediate objective 1 for the labor relations component were not realistic, given the climate of labor relations in colombia at the time, especially with reference to labor law reform. following the development of the pmp and the mid-term evaluation, the project strategy was refocused to place more emphasis on working at the regional and individual enterprise levels, which not only worked well but was also an important achievement because social actors at these levels were heard—many for the first time—and their participation in the project was critical to its success.
The project substantially achieved the development objective of improved labor relations between the social actors in Colombia, based on results, benefits, and impact. This accomplishment owes in large part to project management performance, including the recruitment of competent, dedicated professionals to carry out project activities and contracting FMCS, whose conflict resolution training methodology was responsible for a large part of the project's achievement. Were it not for effective project management, it is doubtful that two such disparate projects—labor relations and women's economic equality—could have been implemented, successfully or not. Among the factors that contributed to the project's success were project management's direct contact with and effective technical support from SRO-Lima and ILO headquarters, as well as efficient, productive communications with USDOL.

The project's implementation performance was highly satisfactory. The major part of planned activities were executed according to the project timetable. Additional activities were undertaken in response to the high demand for conflict resolution training, and a few activities were undertaken that were not originally contemplated such as project support for the new MPS labor inspection manual. Factors that were not subject to the project's control, which had a partial, negative effect on implementation, included the difficult situation of labor relations among the social partners in Colombia that existed long before the project and the change in government administrations that resulted in a loss of the full support that existed at the time of project preparation.

The project had a profound impact beyond training, information dissemination, and other activities because it worked as a process, involving everyone, as opposed to the implementation of activities alone that have no impact. For three years, the project provided a space where labor, management, and government could meet and engage in social dialogue, a process that implies a change in the culture of labor relations. Absent the project, the country would have gone three years without social dialogue. For three years, the project also maintained a bilateral dialogue between workers' groups and employers' groups. The labor-management model that is prominent in the United States does not have much of a tradition in Colombia; rather, the tradition is more like the European model of state intervention. In this regard, the project furthered bipartite relations and activities, which were helped by the fact that there is a significant continuity of labor and management leadership in Colombia. In addition, the project was implemented at a time of significant changes in labor relations in Colombia, e.g., the increasing use of collective pacts and workers' cooperatives. By virtue of having introduced a new language for labor relations through the conflict resolution methodology, this new language is likely to be remembered and used in dialogue on labor relations in the years to come. The project is likely to have a continuing impact over time because youth from both labor and management were present at many of the project activities, and they are likely to apply what they learned to labor relations in the future.

Whereas the sustainability of key project training activities is likely, although perhaps not at the same level or pace of those implemented by the project, the sustainability of the social dialogue created by the project is uncertain because the means to maintain the neutral space in which this dialogue occurred—the project—will not exist after September 30, 2005.

In sum, the overall outcome of the project was highly satisfactory, based on results, benefits, impact, management performance, and the likely sustainability of key project training activities.

C. Recommendations

Project design. The project was designed in 2001, and project operations began in February 2002, following a change in government administration and consequent loss of full government support for the project. The project design should have been formally revised with USDOL approval at the earliest opportunity, rather than waiting for the development of the Performance Monitoring Plan in February 2004. Furthermore, project design should have been better grounded in the political realities of
the country and should have taken into account the realistic capabilities of what the ILO could deliver, e.g., the originally contemplated legislative reform was not possible due to lack of political will on the part of government and management.

The project combined two completely different projects—the labor relations component and the women's economic equality component—under one project structure, which was not justified from a technical standpoint because each component involved different objectives, implementation arrangements, activities, technical expertise, social actors, and so forth. In hindsight, the two components should have been two separate projects.

Strategy. In countries such as Colombia, where the situation of labor relations is difficult, a project that aims to improve labor relations should be practical and look for small outputs and successes rather than be ambitious but have no results.

Partnerships. In countries such as Colombia, where labor relations are difficult, a project should be modest in relation to its goals for partners, know the partners very well, and use a very diplomatic approach, while recognizing that how successfully the partners work together is beyond the project's control. This approach should also take into account the need for transparency, for example, the project should have made available to the social partners the budgets/expenditures for labor, management, and government activities, which would have avoided the (single) criticism of not knowing the distribution of project monies per social partner and the potential for misunderstanding. USDOL may wish to explore the experiences of other donors with this issue.

Sustainability. The social actors are committed to continuing with different training activities at the conclusion of the project; however, they cannot maintain the neutral space for social dialogue that the project created, which was a remarkable achievement in and of itself because it enabled project activities to go forward. The USDOL and the ILO should make every effort to mobilize resources to continue the project or fund equivalent activities.

V. Women's Economic Equality Component

A. Findings

1. Objectives and Strategy

The revised objectives for this component were: (a) increased business capacity of female microentrepreneurs and (b) a strengthened coordination mechanism in place to implement employment generation policies. The strategy was reoriented toward the design of an innovative methodology that could be transferred to public and private sector institutions. The revised strategy placed special emphasis on strengthening existing employment instead of developing new microenterprises, and thus, beneficiary selection was reoriented to groups who were already organized, specifically, women's business associations and individual microentrepreneurs.

2. Implementation Performance

Implementation schedule. The start-up of component activities was delayed briefly during December 2002-January 2003, due to the reorientation of the objectives and strategy, and difficulties in

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43 María Luz Núñez et al., op. cit., pp. 26-27
finding local microenterprise/gender expertise in April-May 2003, which was in place by June 2003.\footnote{ILO / USDOL Project Office Bogotá, Status Report, June 23, 2003} There was a brief, one month recess of activities to bring administration up to date, e.g., processing receipts for microenterprise events. Otherwise, implementation proceeded on schedule; component activities concluded in 2004.

**Institutional and implementation arrangements.** The project contracted two microenterprise specialists and one gender specialist who reported to the CTA and were responsible for preparing the design and organizing implementation of microenterprise/gender training. A literature review on existing training methodologies related to microenterprise, gender, and female-headed households was conducted,\footnote{The methodologies reviewed were developed by a number of organizations, e.g., the ILO training institute, SRO-Lima, United Nations Development Programme (UNDP), and the Presidential Council on Women's Equity, among others.} in addition to the preparation of background studies.\footnote{See Jorge Pineda. Estudio Base para la Implementación del Componente de Desarrollo Económico de Mujeres de Hogares Pobres, Oficina Internacional del Trabajo, Proyecto de Cooperación Técnica OIT USDOL, Agosto 16 de 2002} The literature review found that existing methodologies did not combine microenterprise training with a gender focus; accordingly, the project developed its own methodology, Business Management Program with a Gender Focus, known by its Spanish acronym, PROFEM (Programa de Gestión Empresarial con Enfoque de Género). In brief, the methodology aims to improve business management skills of urban and rural female entrepreneurs through the use of three components—training, assessment, and follow-up; the purpose is to promote a change in personal and business attitudes from a gender perspective in order for women to strengthen their productive activities.\footnote{Jorge Pineda. Informe Final de Evaluación Interna, Programa de Gestión Empresarial con Enfoque de Género, Proyecto USDOL, Oficina Internacional del Trabajo, Proyecto de Cooperación Técnica OIT USDOL, Bogotá, 2005, p. 11} The SRO-Lima microenterprise and gender specialists provided technical assistance in the development of the methodology, along with a team of 25 professionals from different disciplines who also conducted the microenterprise/gender training. The methodology was validated and updated in three seminars and by means of feedback from the 430 female training participants. A PROFEM training manual was produced for trainers, and two training manuals were produced for trainees—one for women's business associations and one for individual female entrepreneurs.\footnote{See Manual para Facilitadoras y Facilitadores, PROFEM-Programa Gestión Empresarial con Enfoque de Género, Proyecto OIT / USDOL, and Cartilla de Trabajo para Empresas con Microempresas, PROFEM-Programa Gestión Empresarial con Enfoque de Género, Proyecto OIT / USDOL.}

The 120-hour training program was implemented in two phases. The first consisted of training and assessment during a five-month period, with a total of 430 participants divided among 12 women's groups in three departments, Tolima, Cundinamarca, and Valle del Cauca. It began in August 2003 and ended in March 2004. During this phase, the 25-member multidisciplinary team of evaluators and facilitators designed, revised, and implemented the methodology. The second phase, which had a duration of two months, focused on follow-up and evaluation and was conducted between August-November 2004; this phase covered each group of enterprises. The work was coordinated with the Presidential Council on Women's Equity, regional and local government entities, NGOs, and two grassroots women's organizations, ASODEMUC and FEDEMUC in Cundinamarca.

**Results.** Achievement of the revised development objective of increased economic opportunities for women was to be measured by 13 indicators, which are discussed in detail in the following paragraphs. (See Annex D, Performance Monitoring Plan, and Annex F, Summary of Assessments.)
(i) There were two indicators for Immediate Objective 4, increased business capacity of female microentrepreneurs: proportion of women trained and assisted increasing income flow from their small businesses and number of quality jobs created by women's small businesses. While training aimed to strengthen women's business capacities and, by extension, income flow, the project's internal evaluation found no significant change in pre-training (2003) or post-training (2004) income levels for either women's business associations or individual microenterprise groups; therefore, the objective was partially achieved with respect to the first indicator. In 2003, 29 women's business associations reported income data: the average hourly income for rural women was $1,739 Colombian pesos (US$0.65), and the average hourly income for urban women was $3,202 pesos, which was less than the cost of a family food basket. In 2004, there was no change reported in income level. This finding was related to several factors. Between 2003 and 2004, some of the businesses had been restructured, including a change of economic activities, which could have produced a drop in income. Some businesses had recently initiated activities as a result of resources donated by local public programs, e.g., the case of Cundinamarca, where some groups who received donated resources were not adequately prepared to manage a business and suffered losses. The PROFEM training intervention was of relatively short duration, and the provision of other business development resources such as credit and technical assistance, were outside the project's control.50 While income remained the same, the number of hours worked per month decreased from an average of 70 hours in 2003 to 60 hours in 2004.

The number of quality jobs created by women's small businesses was a moot indicator because the focus of the project changed from the original design to "organize 2,000 women" to production groups, and within the limited resources and implementation period, the project was geared toward those groups that were already up and running, or at least had an opportunity to become efficient production associations (or efficient individual entrepreneurs).51

(ii) There were two indicators for Output 4.1, women's business associations strengthened: number of women's business associations strengthened and number of associations with improved projects for members. This output was substantially achieved with respect to the strengthening of women's business associations and individual microenterprises. The 102 women's business associations had a total of 1,907 members, or about 18 members per association. An estimated 58 percent of members were heads of households.52 At the end of the training cycle, 100 percent of participants were required to present account records and a business plan. The strengthening of women's business associations was measured by business planning and organization, which had three indicators: the business had rules and regulations, a business plan, and accounting records. In 2003, 25 percent of the reporting business associations had rules and regulations, 37 percent had business plans, and 31 percent kept adequate accounting records. Following PROFEM training in 2004, 41 percent of reporting associations had rules and regulations, 90 percent had business plans, and 79 percent kept adequate accounting records.53 The associations reported that about 70 percent of their members were working together on projects, with an average of 13 members per project. The majority of projects were agriculture and livestock (58%); the rest were commercialization of agricultural products and foodstuffs (7% and 9%), industrial activities (11%), craft activities (11%), services (6%), and others (2%).54 That is, 70 percent of associations were strengthened and had improved projects.

50 Jorge Pineda, op. cit., p. 30.
51 ILO / USDOL Project Office Bogotá, Performance Monitoring Plan, September 13, 2005
52 In 2003, female-headed households comprised 31 percent of all households (23 percent of rural households and 34 percent of urban households).
53 Jorge Pineda, op. cit., p. 35
54 Ibid., p. 30
The indicators to measure business planning and organization for 146 individual microenterprise groups were the existence of rules and regulations, action plan, and accounting records. In 2003, 16 percent of reporting microenterprises had rules and regulations, 55 percent had action plans, and 21 percent kept adequate accounting records. In 2004, 41 percent had rules and regulations, 74 percent had action plans, and 70 percent kept adequate accounting records. The internal evaluation concluded that the project intervention assisted the majority of microenterprises with the basic elements of business development, and the evaluation concurs with this conclusion.

(iii) There were two indicators for Output 4.2, participating institutions trained and replicating training in small business development with a gender focus: number of participating institutions trained and number of participating institutions replicating the training. The training of participating institutions was substantially achieved. The project financed five regional methodology transfer seminars and one seminar in Bogotá in conjunction with the Presidential Council on Women's Equity and MPS. Some 133 participants from 15 public and private institutions received training. Other contacts with varied social partners—public sector, universities, and NGOs—included methodology transfer sessions. Ten universities were utilizing the training to some extent, but the actual number of other organizations replicating training as a result of the methodology transfer seminars was unclear.

(iv) There were two indicators for Output 4.3, female heads of poor households trained in microenterprise and gender issues: number of women trained in microenterprise and gender issues and number of association members assisted by trainees. This output was substantially achieved. The project trained a total of 430 women from urban areas (56%), rural areas (38%), and indigenous communities (6%), who were distributed among 12 groups in the departments of Cundinamarca, Tolima, and Valle del Cauca. The 430 women represented 102 women's business associations (84 rural and 18 urban) and 146 individual female entrepreneurs (121 urban and 25 rural). The number of association members assisted by trainees is estimated at 1,907, or the total membership of the 102 women's business associations.

(v) There were two indicators for Output 4.4, technical assistance in business planning given to women completing the microenterprise and gender training: number of women assisted in business planning and number and proportion of business plans implemented by women following technical assistance. This output was substantially achieved. All 430 women trained received the first cycle of technical assistance during the last quarter of 2003 and first quarter of 2004. As noted, at the end of the training cycle, 100 percent of participants were required to present account records and a business plan.

(vi) There was one indicator for Immediate Objective 5, a strengthened coordination mechanism in place to implement employment generation policies: a coordination mechanism for policy implementation established and functioning. This objective was substantially achieved, and there was not one but numerous advisory groups with different focuses. The technical coordination team, which oversaw the microenterprise/gender training in collaboration with the Presidential Council on Women's Equity and MPS Department of Labor Relations, expanded into a policy group on women's equity and economic issues that was led by the Council and included the Ministry of Agriculture, National Apprenticeship Training Service (SENA), and the National Administrative Department for Economic Solidarity (DANSOCIAL). The project also participated actively on a number of United Nations (UN) gender working committees. Members of Punto Focal, an NGO created to carry on PROFEM training activities, will continue participation after the project closes.

55 Ibid., pp. 50-51
56 For example, DANSOCIAL, Governor's Office of Caldas, Governor's Office of Casanare, Secretary of Agriculture in Pasto, NGO Fundación Colombia Mejor, Bogotá Mayor Office on Women and Gender.
57 ILO / USDOL Project Office Bogotá, Performance Monitoring Plan, op. cit.
(vii) There was one indicator for Output 5.1, employment generation policies for female heads of poor households implemented at local, regional, and national levels: number of policies implemented at each administrative level. The project participated in numerous policy consultation groups; the lead agent for policy was the Presidential Council on Women's Equity. The project was a part of these groups and not responsible for policy formulation as a specific project activity.

(viii) There was one indicator for Output 5.2, a national-level policy advisory group functioning to coordinate employment generation policies: total number of meetings held by policy advisory groups. Based on the fact that the project was a member of different policy advisory groups, this planned output was substantially achieved. The lead agent on policy was the Presidential Council on Women's Equity, and the project participated in several policy groups. The project participated on a monthly or biweekly basis in four different policy groups. Of the four groups, the two most relevant to the project deal with issues of the role of women in microenterprise work and issues of employment and health. Other activities included co-sponsorship of a forum on women's national role in the peace and development process (including microenterprise work), with over 500 participants, and co-sponsorship with the Presidential Council on Women's Equity and IICA of a national, two-day seminar on gender perspective and regional microenterprise development. With the Presidential Council on Women's Equity, the project also co-sponsored a national products fair, "Mujer Empresaria," for women involved in microenterprise development.

Participation of social partners. The principal social partners were the Presidential Council on Women's Equity and the MPS Department of Labor; other partners were the Ministry of Agriculture, DANSOCIAL, SENA, IICA, and the International Organization on Migration (IMO), regional and municipal governments in Cundinamarca, Tolima, and Valle del Cauca, local NGOs, FEDEMUC and ASODEMUC women's federations; and the women beneficiaries themselves. The commitment of the social partners was substantial, especially regional and local governments who provided 20 percent of total component funding. FEDEMUC and ASODEMUC offered the particular advantage of existing women's networks and organizations. With regard to IICA and IOM, the project participated with them in international social dialogue through teleconference fora. In 2004, IICA organized five regional teleconferences with Panama, Brazil, Costa Rica, and Colombia on the themes of gender, rural microenterprise, and regional development during which the PROFEM methodology was explained and discussed, garnering a lot of attention. In 2005, and in response to the demand to learn more about the methodology, IICA followed up with a one-day training seminar, conducted by the project, for national and local leadership and leaders of rural women's associations.

Although a tripartite focus was lacking in the beginning, the project conducted seminars on labor policy with a gender focus for each of the three trade union federations. The project would have liked to have involved the business community, especially company-owned charitable foundations, but did not have sufficient financial resources or time to do so.

3. Benefits and Impact

Benefits. The benefits to the target groups were business management and personal skills such as learning how to speak in public. The leaders of two women's federations and six women's associations who participated in and received microenterprise/gender training stated that overall, the training was excellent and very important. One leader noted that as a result of having learned marketing and financial management skills, a poultry production project had dramatically improved; however, the most important aspect of the training was the individual women's personal development. The women's groups learned how to prepare project proposals, including business plans; one group reported that it submitted seven proposals for funding to the local mayor, and one was approved. Similarly, a women's group in Cundinamarca received municipal funding for several projects that were prepared using their new skills.
a day care project with 85 children in attendance, a library project, poultry project, and a project to manufacture and market fried potatoes. All of these projects were reported to be very successful, owing to the microenterprise/gender training. The women's group representative stated that without the personal growth and empowerment achieved by means of training, these projects would not have been approved because municipal governments are very machista; however, the women had become empowered to speak forcefully and persuasively in the public arena. Another reported benefit of training was that 20 women's productive associations now want to participate in local development. All of the women interviewed agreed that the training manual for women's business associations was of enormous value and one of the main reasons for their successes.

The president of FEDEMUC said that this project worked, whereas others had not, because the project had a clear plan on how it would proceed. She stated that training was excellent and, in particular, the focus on business development and product diversification was extremely useful, as was building accounting and financial skills. The president of ASODEMUC also said that the project was excellent because it had strengthened the women's organizations, trained an important number of women, and empowered women, especially in matters of business management.

At the institutional level, one important benefit was a strengthened alliance with the Presidential Council on Women's Equity. The component formed part of the Council's national plan for women's equity. The women's economic equality component in and out itself was a benefit; it became a positive force for good relations with MPS. The development of the microenterprise/gender training methodology was a significant benefit. Prior to the project, a training methodology that combined microenterprise and gender training did not exist.

Impact. The project's internal, final evaluation of the women's economic equality component found that the major impact of microenterprise/gender training was women's empowerment at the personal level, which helped build decision-making skills and respect for themselves and others, and at the household level, where improved family relations contributed to business success; the empowerment that comes from knowing how to manage a business; and the empowerment that derives from team work in reaching a common goal, e.g., productive activities projects. The president of ASODEMUC observed that providing this kind of training to community organizations can awaken them to the possibilities of productive activities projects, which is important in areas of armed conflict, where "women's organizations are the only ones that remain."

Through the transfer of the training methodology, capacity was built in both public and private sector institutions to carry on the work. In addition, via the methodology transfer to universities, NGOs, and others, the methodology was extended to the national level, as opposed to remaining at the regional level, where the major part of project activities took place.

A further impact is that the SRO-Lima office will incorporate the microenterprise/gender training (PROFEM) methodology as a training package into its specialized services for the Andean country sub-region, which will fill a gap of needed services from a gender perspective.

4. Management Performance

Project management made effective use of staff consultants and technical assistance. No problems were reported with the management of the women's economic equality component; however, its administration was somewhat burdensome because of the amount of detail involved, e.g., petty cash expenditures for training activity costs and the number of trainers/facilitators involved (25). The SRO-

58 Jorge Pineda, op. cit., pp. 5-8
Lima microenterprise specialist was singled out for special mention with respect to the advice and assistance that he provided. The project document contemplated the creation of an Advisory Committee, comprised of the Presidential Council on Women's Equity, the project's women's beneficiary organizations, and the CTA, which was not established. Consultation, coordination, and implementation worked smoothly, and the CTA saw no reason to create a structure that was not necessary.

5. Performance Monitoring System

The Performance Monitoring Plan (PMP) covered the objectives, outputs, and indicators for both the labor relations component and the women's economic equality component. The PMP was updated in all Technical Status Reports. Project management reported that the PMP was easier to apply to the women's economic equality component than the labor relations component; moreover, the component's gender specialist was particularly skilled at monitoring and evaluation, which facilitated performance monitoring.

6. Sustainability

The sustainability of benefits to female entrepreneurs who received microenterprise/gender training is likely because the women will continue to use the skills that they learned, and some may teach these skills to other women. Some local organizations—chambers of commerce, professionals' associations, local governments—were reported to be continuing activities due to their satisfaction with the methodology and its results and their commitment to helping individual entrepreneurs and women's business associations; based on their satisfaction and commitment, it is likely that these activities will be sustained.

The component's planned sustainability strategy was the transfer of the microenterprise/gender methodology to public and private institutions that would carry on training, using Punto Focal as the reference point and principal training organization. Twenty-two members of the multidisciplinary project team established Punto Focal as an NGO in June 2004, with the aim of continuing PROFEM training activities. Punto Focal will also go on with participation in the various advisory groups. Punto Focal must mobilize resources to conduct training. At the time of the evaluation, no resources had been mobilized, although funding proposals had been submitted to several national and international entities such as the Embassy of Spain; some activities were planned or underway. For example, one planned activity is with DANSOCIAL, who seeks microenterprise/gender training for 11,000 community mothers that participate in a community-based day care program. DANSOCIAL reportedly has funds sufficient to cover participating women in three departments. Another way to continue microenterprise/gender training with significantly lower costs is through universities, which refers to a program currently under implementation by the Presidential Council on Women's Equity.

The Presidential Council for Women's Equity has initiated a microenterprise/gender training program using the PROFEM methodology with the economics and business administration faculties of ten universities, plus SENA. Professors and their students receive microenterprise/gender training, in order for the students to train low-income women as part of their business practicum during the last semester of school. For example, one professor from the Human Development Institute (INPAHU), a technological university, received PROFEM training, and she trained 30 students. Under her supervision, the 30 students trained 80 low-income women in a poor neighborhood in Bogotá. Training duration was 120 hours, and it was conducted on weekends over a three-month period. For most students, this was their first contact with a poor community, which raised their awareness of the women's economic situations, life conditions, and needs. For their part, the women were reported to have developed an affection for the students and treated them like family members. The microenterprise/gender training was successful. The women reported that they had learned how to calculate costs and price their products,
among others, and that their self-esteem had improved. The professor had no budget, so the students and women provided refreshments at the training sessions. The students took turns providing child care for the women's children who were brought to training because they could not be left at home alone. Women who could not read or write brought a niece or other literate family member to take notes during training. The professor arranged for the women's graduation ceremony to be held at INPAHU, and she also arranged for a closed circuit television viewing of the ceremony in the community center for family and community members who could not attend the actual ceremony. At the time of the evaluation, the Presidential Council on Women's Equity had contracted Punto Focal to do an evaluation of the universities' work to date. A cautionary note is the use of university students to conduct microenterprise/gender training in all likelihood will not produce the same results as experienced professionals.

The Presidential Council on Women's Equity was instrumental in the development of the microenterprise/gender training methodology and its subsequent implementation in the three regions. As evidenced in the university program, the Council will have a large role in the sustainability of microenterprise/gender training in the future. The Presidential Advisor has a long-term vision for the university program. Business students upon graduation typically join large companies. If they participate in microenterprise/gender training in poor communities, they will experience the reality of their country and will work to change Colombia. The Presidential Advisor recommended that the methodology be extended to the remaining regions of the country and to other universities and, further, that business men and women should be engaged to serve as project partners.

B. Conclusions

Based on results, benefits, and impact, the project substantially achieved the objective of increased economic opportunities for women in Colombia. This accomplishment is attributed to the participation of the social partners, especially the Presidential Council on Women's Equity and MPS Department of Labor Relations, the dedication and hard work of the 25-member multidisciplinary team, the substantial participation of the women beneficiaries, and project management, including the support and assistance provided by SRO-Lima.

In order to promote women's economic equality, it was necessary to develop a microenterprise/gender training methodology in which the project succeeded. The strategy to work with poor women who were already organized proved very effective. The project reached the target group of poor female entrepreneurs; the majority were heads of households. The project's implementation performance was highly satisfactory, based on management effectiveness and the performance of consultants.

With regard to sustainability, the strategy to use public and private institutions/organizations to sustain microenterprise/gender training is already working. Punto Focal was created to carry on training, and some universities have incorporated training as part of their students' practical service requirement; however, funding sources are limited.

In sum, the overall outcome of the women's economic equality component was highly satisfactory.

C. Recommendations

In view of the highly satisfactory outcome of the women's economic equality component, it is recommended that USDOL and ILO assist in the mobilization of additional resources in order to continue
Improvement of Labor Relations and Promotion of Women's Economic Equality

VI. Summary of Lessons Learned

Project design
- When more than a year passes between project design and implementation, project design should be revised adapted to take into account changed circumstances. Project design should be grounded in the political realities of a country and take into account the realistic capabilities of what the implementing agency can deliver.
- Project design should not attempt to combine entirely different projects under the same project structure.
- In countries where labor relations are difficult, a project that aims to improve labor relations should be practical and look for small outputs and successes rather than be ambitious but have no results.

Partnerships
- In countries where labor relations are difficult, a project should be modest in relation to its goals for partners, know the partners very well, and use a very diplomatic approach, as well as a commitment to transparency.
- How successfully partners work together is beyond a project's control.

Management
- Project management performance is enhanced by adequate technical support and regular, direct communications with other entities that have management and coordination responsibilities.
- The effective use of consultants and technical assistance is key to successful project management.

Implementation
- The implementation of project activities at the regional and local levels—with the support and direct involvement of regional and local entities—produces concrete, on the ground results, as opposed to top-down activities that may not reach or respond to local needs.

Performance Monitoring System
- The development of a performance monitoring plan by means of telephone conference is inefficient and should not be attempted again.

Sustainability
- Project participants may agree to sustain project activities but the underlying expectation is that funding will continue.
- Planning for sustainability should be a well-defined activity in project design that begins with the start-up of project operations.
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FINAL EVALUATION OF THE IMPROVEMENT OF LABOR RELATIONS AND THE PROMOTION OF WOMEN’S ECONOMIC EQUALITY IN COLOMBIA PROJECT

I. Project Background and Description

In recent years, the Government of Colombia (GOC) has adopted measures to promote social dialogue and address labor relations problems. GOC reaffirmed its commitment to strengthen labor relations during recent meetings of the Governing Body of the ILO and requested technical assistance to support the goals related to this initiative. The project supports the GOC’s efforts to promote the development of labor relations at the national and regional levels. Strengthening capacities of labor stakeholders to negotiate collective bargaining agreements, resolve labor disputes, and reform labor policy are critical components of the labor relations program.

Since the early 1990’s, women have played a larger role in economic activities in Colombia relative to previous generations. Unfortunately, the unemployment rate for women has also increased since 1991, particularly in larger cities that have witnessed an influx of rural migrants fleeing violence in remote regions. Although the gap in pay between working men and women has narrowed in recent years, workplace discrimination practices remain, resulting in a considerable gap between men and women’s wages. The integration of women into the national and local economies provides the basis for alleviating poverty among women and increasing economic and social equality in Colombia.

The U.S. Department of Labor (USDOL) awarded an umbrella grant to the International Labor Organization (ILO) to promote core labor standards and the fundamental principles at work. Under this grant the Improvement of Labor Relations and the Promotion of Women’s Economic Equality project was funded in Colombia. The Colombia project is funded for four years in the amount of $2,000,000. The project began on November 1, 2001 and has an anticipated end date of June 30, 2005.

The Colombia project combines the following two objectives under one strategic plan: 1) contribute to the improvement of social protection and working conditions and 2) reduce economic and social inequalities between working men and women in Colombia. The achievement of these two objectives subsequently would increase the prospects for peace and democracy in the country.

In the original project document, the immediate objectives under the application of fundamental principles at work and improvement of labor relations were:

- The amendment of Colombia labor legislation, through a process of consultation and social dialogue, to conform to international labor standards and taking into account the rules of law, human rights, good governance, and efficient and fair distribution of productivity for economic progress.

- The improvement in the Colombian social partner’s ability to conduct healthy labor relations, to negotiate collectively at different levels, and to adopt workplace cooperation.

- The adoption by social partners of a new system of labor dispute settlement and improvement of the work of labor judges and labor inspectors.

In the original project document, the immediate objectives under the initiative to generate quality employment for poor women to reduce poverty and increase economic and social equality were:
The increase in the quantity and quality of jobs for women, which will generate more income and better working conditions.

A strong coordination mechanism and strengthened institutional capacities to implement employment generation and poverty reduction policy for female heads of poor households.

The Performance Monitoring Plan for the project, as well as a matrix of objectives, outputs, and indicators were developed in March 2004 through a series of conference calls between the ILO Geneva, ILO project staff in Colombia, a consultant from Management Systems International, and the USDOL project manager. The following are the revised development objective, immediate objectives, and indicators developed through those discussions:

Development Objective
Improved Labor Relations between Social Partners and Increased Economic Opportunities for Women

Immediate Objectives and corresponding indicators
Greater use of core international labor standards to improve labor
Number of core international labor standards applied by government.
Increased capacity of social partners to engage in healthy labor relations, negotiate collectively, and develop workplace cooperation
Number of actions by partners to improve labor relations, negotiate collectively, and develop workplace cooperation
Systems and procedures for the settlement of labor disputes improved in selected regions and sectors
Frequency of use of dispute settlement programs in selected regions and sectors
Increased business capacity of female micro-entrepreneurs
Proportion of women trained and assisted increasing income flow from their small businesses
A strengthened coordination mechanism in place to implement employment generation policies
A coordination mechanism for policy implementation established and functioning

Mid-Term Evaluation
In September 2003, an evaluation team composed of an external evaluator and representatives from ILO and USDOL conducted a mid-term evaluation of the project to confirm progress in the field and provide recommendations on the possible changes required to meet the objectives.

Mid-Term Evaluation Recommendations:
A summary of recommendations from the mid-term evaluation follows:
The project should investigate ways to maximize savings in order to extend the project’s time, given the complexity of the project’s objectives and difficulties evident during the evaluation.
The project’s management instruments should be improved by constituting a committee of experts with the participation of all the partners involved in the project.

Development Objective I: Industrial Relations
The extent of the project’s involvement in labor law reform should be to finish its work on the national level with the workers and employers in drafting their proposals. Efforts to reach a consensus proposal to amend key labor law provisions introduced in Congress should be abandoned as it is clearly not a priority of the new Ministry of Labor.
To more effectively disseminate the case studies and other project-related products, there should be greater utilization of the periodicals, labor bulletins, and newsletters published by the different project beneficiaries.

Improvement of Labor Relations and Promotion of Women's Economic Equality

October 24, 2005
Training events with the Lara Bonilla Judicial Academy should be refocused to build their institutional capacity to deliver subsequent trainings. The project should collaborate with the Academy to develop a training manual that will be formally integrated into the Academy’s coursework, rather than repeating the same trainings for additional groups of judges.

Assistance should be provided to COMFAMA (a Colombian family benefits and social welfare service) to replicate the FMCS (Federal Mediation and Conciliation Service) trainings throughout their constituent base.

Development Objective II: Employment Generation for Women
Necessary measures should be taken to transfer the training curricula to SENA (National Apprenticeship and Training Service) as well as other public and private training institutions with an educational mandate.

Greater involvement of the trade unions should be sought, above all in the preparation of proposals for an employment generation policy.

Action taken on recommendations of mid-term evaluation include:

Amendment of key labor provisions: Due to a lack of political will and business initiative, efforts to bring labor legislation reform more in line with international labor standards have been dropped.

Dissemination of project publications: Case studies involving labor relations experiences have been widely promoted. Different forums have been used for their promotion and over 1500 publications have been distributed with another 2000 copies to be printed for further use.

Mediation and conciliation training: The project staff is conducting seminars using FMCS experiences coupled with ILO case studies. Local governments and private sector industries have requested continued project support for conflict resolution training. COMFAMA and other possible replicating organizations have participated in trainings conducted by FMCS and project staff, however they have not yet replicated any of the trainings themselves.

Transfer of training curricula: During the second semester of 2004, seven regional methodology transfer seminars were held for 152 participants from public institutions and NGOs. Seminars were based on project-developed manuals and field work validation.

II. Purpose of Evaluation

The purpose of the final evaluation is to:

a) determine if the project has achieved its stated objectives and explain why/why not;
b) assess and document the effects of project activities and outputs on the tripartite clients;
c) assess the impact of the project in terms of likelihood that outputs will be sustained;
d) report on lessons learned

To achieve the evaluation’s purpose, the Evaluation Team shall examine seven key evaluation questions (see Section VI below).

III. Current Status of the Project

Below is a brief summary of selected project activities. This list is merely illustrative and does not demonstrate the full scope of project activities. Please refer to the quarterly technical and status progress reports for complete information on project implementation and completion of activities.
Development Objective I
Motivating the owners, supervisors, and workers and raising their awareness of labor rights are critical and ongoing components of the project. Forums were used in coordination with the regional consensus councils to support social dialogue activities. One national and nine regional forums were held in 2003 and 2004 on fundamental worker rights.

Labor inspectors and judges have received training in international labor standards and principles. In 2003, initial rounds of labor judge training was completed with the National Judicial School. 36 regional directors from the Ministry of Social Protection (MPS), 42 labor judges and 54 employees from the attorney generals office participated in international labor standards training in 2003 and 2004. A 16-member group of technicians and leaders from trade unions, businesses, government and project staff completed courses on labor conflict resolution and prevention and workplace cooperation at FMCS headquarters in June 2004. 142 representatives from labor and employer organizations and government attended seminars on win/win bargaining taught by FMCS during four national and regional events in 2004. Seven case studies on experiences of Colombian businesses in labor relations have been developed by ILO project staff and consultants. The labor relations experiences have been combined with methodology learned from FMCS in conflict resolution and workplace cooperation courses. A consultant has researched an additional case study that deals specifically with gender issues in the workplace. A registration and statistics system for collecting agreements implemented by the Ministry of Labor and Social Security is complete. Training sessions for 20 Ministry technicians were held in September 2004.

Development Objective II
430 women leaders from organizations in three regions received Micro-enterprise Training with a Gender Focus in 2004 through a series of seven methodology transfer workshops for public sector employees and NGOs working in women’s development programs. These leaders represent organizations with more than 2,000 members. As a result of the micro-enterprise training program, numerous advisory groups with varying focuses were convened. Three groups are headed by the Presidential Council on Women’s Equity and included ILO/USDOL personnel.

IV. Evaluator
An independent evaluator from Management Systems International (MSI) with specific skills in international project evaluation, familiarity with international labor projects, and preferably with experience in Colombia, will carry out the evaluation. The project operates in both English and Spanish, and therefore the evaluator needs to be fluent in written and spoken English and Spanish.

The evaluation report will be submitted in English.

V. Evaluation Team
The evaluation team will be comprised of: (i) an independent evaluator and (ii) one representative from the ILO. The independent evaluator will serve as the team leader of the evaluation team.

The Team Leader is responsible for conducting the evaluation according to the terms of reference (TOR). He/she will:

Review the TOR and provide input, as necessary;
Review project background materials (e.g., project document, progress reports);
Review the evaluation questions and work with the donor and implementer to refine the questions, as necessary and to develop interview protocols;
Develop and implement an evaluation methodology (i.e., conduct interviews, review documents) to answer the evaluation questions;
Conduct a Team Planning Meeting (TPM) with USDOL and ILO prior to the evaluation mission; and
Prepare an initial draft of the evaluation report, circulate it to USDOL and ILO, and prepare a final report.

The USDOL Project Manager is responsible for:

Drafting the evaluation TOR;
Finalizing the TOR with input from the ILO and the evaluator;
Providing project background materials;
Participating in the TPM prior to the evaluation mission;
Reviewing and providing comments of the draft evaluation report; and
Reviewing and providing comments on the final draft of the evaluation report.

ILO is responsible for:

Reviewing the TOR and providing input, as necessary;
Providing project background materials;
Reviewing the evaluation questions and working with the donor to refine the questions, as necessary;
Participating in the TPM (by phone if necessary) prior to the evaluation mission;
Scheduling all meetings;
Assisting in the implementation of the evaluation methodology, as appropriate and as approved by the team leader (i.e., participate in interviews, observe committee meetings or training sessions) and in such a way as to minimize bias in evaluation findings; and
Reviewing and providing comments on the draft evaluation report.

VI. Key Evaluation Questions (illustrative questions/topics are in italics)

The final evaluation will evaluate:
The validity of the project strategy, objectives and assumptions

Were the project strategy, objectives and assumptions appropriate for achieving planned results? Why or why not?

Did the MOL/LD/employers/unions/project advisory committee members understand the project’s objectives and approach? Did they support the objectives?

The impact/benefits accrued to target groups from project activities

Describe any impacts that the project has had on the following:

Target groups’ understanding of and commitment to improving labor relations and working conditions
Improvement of industrial relations at participating enterprises
Improvements in participating women’s economic and employment situation

59 It is important to review the draft based on the elements of the TOR and to ensure that the draft is factually accurate and structurally sound. The comments should not attempt to change the findings, conclusions, and recommendations/lesson learned made by the evaluator in order to maintain the independence and objectivity of the evaluation report
The final implementation status, specifically as concerns planned activities, materials, schedule and budget

To what extend were the planned activities implemented on time and within budget to the target audiences, in relation to the original project document and subsequent work plan(s)? What obstacles were encountered?

Were training programs, manuals and other project materials adapted to project needs and the country situation? Were they well received and well produced?

The sustainability of project results

Evaluate the project's sustainability plan. What project components or results will likely be sustained over time and how?

The effectiveness of management performance by DOL, ILO and key personnel, specifically as concerns project staffing and communications

How well did the project manage its personnel and communicate with stakeholders? Do partners feel the project met their needs in terms of services and participation in project planning? How well did DOL, ILO Geneva and project staff work together?

The effectiveness of project performance monitoring

What type of project performance monitoring system was used? What data was collected and how? Was it reliable? Was this system cost-effective, practical and useful to project management?

Lessons learned from project implementation, for the purpose of providing DOL, ILO and stakeholder with information needed to assess and improve effective practices, to evaluate opportunities for replication and to enhance sustainability.

VII. Information Sources to Develop the Evaluation Methodology

Document Review: The evaluator will review the following documents before conducting any interviews or trips to the region.

Project Document
Quarterly reports
Reports from events
Case Studies
Training Materials from the events
Trip Reports
Strategic Framework and PMP
Work plans
Any other relevant documentation

Team Planning Meeting: The evaluator will have a Team Planning Meeting (TPM) with the USDOL project manager, OFR Program Office, MSI BPA Evaluation Manager and ILO Geneva and project staff. The objective of the TPM is to reach a common understanding among the evaluator, USDOL and the ILO project implementer regarding the status of the project, the priority evaluation questions, the available data sources and data collection instruments and an outline of the final evaluation report. The following
topics will be covered: status of evaluation logistics, project background, key evaluation questions and priorities, data sources and data collection methods, roles and responsibilities of evaluation team, outline of the final report.

**Individual and Group Interviews:** Individual interviews (certain interviews may be conducted by telephone) will be conducted with the following:
- USDOL Project Manager in Washington – Brian Dusza and Laura Buffo
- ILO Project Staff in Geneva and in the Lima sub-regional office
- Selected individuals from the following groups:
  - Workers and employers who have received the training
  - Judges who have received training
  - National Tripartite Committee Members
  - Employer groups, unions, NGO’s that have received training or otherwise worked with the project.
  - Women’s groups
  - Labor Ministry staff who have worked with the project
  - UNDP (if applicable)
  - US Embassy

**Field Visit:** Meetings will be scheduled in advance of the field visits by the ILO project staff, in accordance with the evaluator’s requests and consistent with these terms of reference. Interviews conducted at these sites are to be carried out by the Team Leader and he/she will determine if it is appropriate for other evaluation team members to be present.

**Debrief in Field:** The final day of the field visit, the evaluator will present verbally preliminary findings, conclusions, and recommendations to the ILO staff and if time permits possibly debrief stakeholders such as employer, government, and union representatives.

**Post-Trip Meeting:** Upon completion of the report, the evaluator will provide a debriefing to ILAB and the implementer on the evaluation findings, conclusions, and recommendations as well as the evaluation process. This debrief may be conducted as a conference call.

**VIII. Duration and Milestones of Evaluation**

The following is a schedule of tasks and anticipated duration of each:

<table>
<thead>
<tr>
<th>Tasks</th>
<th>Work Days</th>
</tr>
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<tbody>
<tr>
<td>Preparatory Research</td>
<td>4</td>
</tr>
<tr>
<td>Field Research</td>
<td>5</td>
</tr>
<tr>
<td>Travel days</td>
<td>2</td>
</tr>
<tr>
<td>Draft Report</td>
<td>5</td>
</tr>
<tr>
<td>Finalization of Document</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>Before trip</td>
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<td></td>
<td>August 2005</td>
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<td></td>
<td>August 30 2005 (TBC)</td>
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<td></td>
<td>Sept 5, 2005 (TBC)</td>
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</tbody>
</table>

**IX. Deliverables**

A. Evaluation protocols based on Team Planning Meeting with Evaluation Team Leader, USDOL project manager, OFR Evaluation Coordinator, MSI BPA Project Manager and ILO staff, by two weeks prior to the field work, based on discussions during the Team Planning Meeting scheduled on June 3, 2005.
B. Interviews with USDOL staff and other US or Geneva-based staff prior to the field visit, and afterwards as required for clarification.

C. Draft Report by August 30, 2005 (TBC)

D. Final Report, original plus 5 copies, will be submitted to OFR within three days after receiving final comments from OFR. The final report should also be sent electronically to OFR.

E. Post-Trip Debriefing to ILAB by September 5, 2005 (TBC). This debrief may be conducted as a conference call.

X. Report

The evaluator will complete a draft of the entire report following the outline below, to be submitted to the MSI USDOL Evaluation Coordinator, who will share the report electronically with the USDOL Project Manager, OFR Evaluation Officer and the ILO member of the evaluation team by May 13, 2005. USDOL and ILO will have 5 days to provide comments on the draft report. The evaluator will produce a re-draft incorporating USDOL and ILO comments where appropriate, and provide a final version within three days of having received final comments from USDOL and ILO.

The final version of the report will follow the format below (page lengths by section illustrative only) and be no more than 25 pages in length, excluding the annex:

Title page (1)  
Table of Contents (1) 
Acronyms (1) 
Executive Summary (2) 
Background and Project Description (1-2) 
Purpose of Evaluation (1) 
Evaluation Methodology (1) 
Project Status (1-2) 
Findings, Conclusions, and Recommendations (no more than 15 pages)

This section’s content should be organized around the TOR questions, and include the findings, conclusions and recommendations for each of the subject areas to be evaluated.

Annex

TORs for Project Evaluation
Strategic Framework
Project Document
Project PMP
Project Workplan
List of Meetings and Interviews
Other relevant documents
Annex B:  
Interview Protocol for Key Persons

LABOR RELATIONS COMPONENT

1.  Project Strategy, Methodology, and Critical Assumptions
1.1 What do you think the project tried to do? What was its purpose?

1.2 The project strategy aimed to achieve the development objective of improved labor relations between social partners and increased economic opportunities for women. In support of the Labor Relations component, there were three immediate objectives:

- Greater use of core international labor standards to improve labor relations;
- Increased capacity of social partners to engage in healthy labor relations, negotiate collectively, and develop workplace cooperation; and
- Improved systems and procedures for the settlement of labor disputes in selected regions and sectors.

To achieve these objectives, the project strategy was to follow two parallel paths. The general path aimed to:

(a) Adapt related legislation to international labor standards;
(b) Disseminate ILO Conventions Nos. 87 and 98 on freedom of association and collective bargaining;
(c) Disseminate contents of legislation concerning collective employment relationship;
(d) Establish information, registration, and national statistical systems for collective bargaining and union membership;
(e) Design and establish an adequate system for dispute settlement;
(f) Train Ministry of Social Protection officials responsible for effective application of labor legislation;
(g) Train labor judges and magistrates in fundamental principles and rights; and
(h) Disseminate provisions of labor legislation and good labor relation practices and examples among employers and workers.

The strategy's specific, sectoral path was to focus on:

(i) Case studies on effects of good/bad labor relation practices at enterprise and sectoral levels;
(j) Action plan to improve and apply practices in determined sectors and enterprises for a period of 18 months;
(k) Promotion of good productivity practices through collective bargaining in determined enterprises and sectors;
(l) Elaboration of codes, guides and manuals on labor relations; and
(m) Elaboration of educational material adapted to each economic sector selected to improve the labor relations environment.

Were the project's strategy and methodology appropriate for achieving the project objective? Why or why not?

1.3 The project was to work in tandem with other local projects on the same theme and be closely linked to the ILO's overall planned technical assistance program for Colombia. Was this achieved? Please explain.

1.4 Did the project strategy and methodology have any shortcomings? Please explain.
1.5 The project aimed to benefit the Government of Colombia, labor judges and magistrates of the judicial authority, employers’ and workers’ organizations, particularly their executive committees and advisors. Were these the right groups to help? Why or why not? Were there other groups that should have been included in the Labor Relations component?

1.6 Were there any factors that either hindered or enhanced achievement of the project's objective? Please explain.

1.7 Do you think that project activities caused any changes? Please explain.

1.8 The project proposal made several critical assumptions regarding conditions that would prevail for the duration of the project. Were there changes in any of the following conditions? Did the changes have a substantial, partial, or negligible impact on the project? Please explain.
   (a) The democratic system prevails in Colombia.
   (b) The conflicts between project participating partners will not obstruct the tripartite discussion of collective bargaining and healthy labor relations.
   (c) The economic and social condition in Colombia will not worsen.
   (d) Colombia continues to abide by its pledge to the ILO to respect international labor standards, particularly on freedom of association and collective bargaining.
   (e) The project continues to have the support of the Colombian Government employers’ and workers’ groups.

1.9 Would you say that the project substantially, partially, or negligibly achieved its objective? Please explain.

2. Project Implementation

2.1 Did the project change since implementation began?

2.2 Was the project implemented on schedule according to its work plan? Why or why not?

2.3 Did project implementation encounter any problems? If yes, what were the problems? Were they addressed in a timely and satisfactory manner?

Project Outputs

2.4 For the Labor Relations component of the project, there were 9 planned outputs. Please assess whether each output was substantially, partially, or negligibly achieved.
   2.4.1 Legislative proposals on collective labor relations designed by the social partners;
   2.4.2 Public information campaign conducted on fundamental labor principles and workplace rights;
   2.4.3 Labor inspectors and judges trained in international labor standards and principles;
   2.4.4 Development of training materials on international labor standards and principles for training replication;
   2.4.5 Training conducted of social partners in collective bargaining;
   2.4.6 Strategy for healthy labor relations and workplace cooperation adopted by 10 enterprises in selected sectors;
   2.4.7 Effective registration and statistics system for collective agreements implemented by the Ministry of Social Protection;
   2.4.8 Alternative system for dispute settlement developed;
   2.4.9 Development of dispute settlement programs by participating enterprises.
   2.4.10 Were some outputs harder to achieve than others? Please explain.

Training

2.5 What kind of training was the most successful?

2.6 What kind of training was the least successful?

2.7 In your opinion, did the project provide the most appropriate kinds of training to meet the objective of improved labor relations among the social partners?
2.8 Were there any problems with training (e.g., timing, venue, availability of materials, performance of trainers, attendance, etc.)?
2.9 Could training have been improved? Why or why not?
2.10 How would you assess the overall quality of the training provided?
2.11 Was the effectiveness of training assessed, e.g., pre- and post-testing?
2.12 Were training programs, manuals, and other project materials appropriate to the needs of the social partners? Were they well-received and well-produced?

Participation of Social Partners
2.13 How would you assess the level of the social partners' and other stakeholders' satisfaction with and commitment to the project? Why?
2.14 What were the biggest challenges of working with the social partners?
2.15 What were the benefits?
2.16 Were there any problems with the participation of the social partners? Please explain.
2.17 Could the relations among the social partners have been improved? Please explain.
2.18 The project proposal contemplated a "coordinating mechanism in the form of a Project Advisory Committee," composed of the Ministry of Social Protection, employers' and workers' organizations, and the Chief Technical Adviser (CTA)" the need for which was highlighted in the mid-term evaluation report, along with the need for an "Advisory Committee...with the participation of the Advisory Council of the Presidency for Women's Equality, the project's women's beneficiary organizations, and the director." Were these mechanisms created? Why or why not?

3. Project Management Performance
3.1 Were there any changes or adjustments made in project management over the lifetime of the project? If yes, did the change or adjustment have a substantial, partial, or negligible impact on project performance? Why?
3.2 How do you know if the project is performing well (what do you look at)?
3.3 Was management efficient, that is, did management maximize the use of resources/inputs such as funds, expertise, time, etc., to achieve the expected results? Why or why not?
3.4 Was management effective, that is, did management achieve the project objectives? Why or why not?
3.5 Were there any management problems? If yes, were they addressed in a timely and satisfactory manner? Why or why not?
3.6 How would you characterize the quality of communications between (a) ILO project management and the social partners, (b) ILO project management and ILO Lima, (c) ILO project management and ILO Geneva, and (d) ILO and USDOL? Please explain.

Technical Support
3.8 The project proposal contemplated the provision of technical support from various units of ILO headquarters, in particular, the Government Labour Law Administration Department (GLLAD) and the InFocus Programme on Social Dialogue, the International Labour Standards Department (NORMES), the Employers' Activities and Workers' Activities Departments (ACTEMP and ACTRAV, respectively), and other relevant units as necessary.
What was the actual participation of each unit and how would you assess each unit's participation?
3.9 Did the project receive other kinds of technical support? Please explain.
4. Project Monitoring and Evaluation
4.1 Did project management use the performance monitoring plan (PMP) for decision-making? Why or why not?
4.2 Was the performance monitoring system cost-effective?
4.3 Was the performance monitoring system easy to use?
4.4 Was the performance monitoring plan adequate to meet the performance monitoring requirements? Why or why not?
4.5 How would you rate overall project monitoring (very poor, poor, good, very good, excellent)? Please explain.

5. Sustainability, Project Benefits, and Impact
5.1 The project document proposed that the sustainability of project activities in the Labor Relations component would be maintained through the following actions. Please assess whether the sustainability of each action is likely, unlikely, or uncertain and give the reason why:
   (a) Effective bargaining practices at different selected sectors of the economy and effective bargaining skills of employers’ and workers’ organizations;
   (b) Effective monitoring scheme of the labor-management committees established at the enterprises;
   (c) Adequate administration and effective use of dispute settlement system;
   (d) Continuous training of labor inspectors and labor judges on fundamental principles and rights at work and on provisions of labor legislation; and
   (e) Creation of healthy labor relations in a culture of peace and collaboration.
5.2 Is there a plan to carry on the project’s activities when the project ends?
5.3 Will the social partners carry on project activities when the project ends? Please explain.
5.4 How has the project benefited the social partners? Do you think the benefits will be maintained after the project ends? Please explain.
5.6 Has the project had an impact? Please explain.

6. Lessons Learned
6.1 What are the most important lessons learned from the project that could apply to similar projects?
   --Project design lessons
   --Project implementation lessons
   --Monitoring and evaluation lessons
   --Partnership lessons
   --Management lessons
   --Sustainability lessons
   --Other
WOMEN'S ECONOMIC EQUALITY COMPONENT

1. Component Strategy and Methodology
1.1 The project strategy aimed to achieve the development objective of improved labor relations between social partners and increased economic opportunities for women. In support of the Women's Economic Equality component, there were two immediate objectives:

- Increased business capacity of female microentrepreneurs, and
- A strengthened coordination mechanism in place to implement employment generation policies.

To achieve these objectives, the project strategy would focus on:

(a) Gathering, identifying, selecting, and reviewing initiatives concerning employment generation for women;
(b) Selecting valid and appropriate technical, business, and solidarity economic training methods for the promotion of women's employment;
(c) Articulating coherent coordination mechanisms between participating organizations for adequate implementation of resources installed in each organization;
(d) Elaborating a work program that incorporates training, execution, follow-up and evaluation for the promotion of entrepreneurship or resourcefulness of female heads of households, strengthening institutional capacities of participating organizations, and creation and consolidation of national networks; and
(e) Elaborating a process to systematize experiences to reinforce institutional capabilities of social partners, which is necessary for the formulation of appropriate policies to maintain project continuity and sustainability.

Was the strategy appropriate for achieving the objective of increased opportunities for women? Why or why not?

1.2 Did the project strategy and methodology have any shortcomings? Please explain.

1.3 This component aimed to benefit Colombian women, especially female heads of poor households in urban and semi-urban areas, as well as their families and communities. Were these the right groups to help? Why or why not? Were there other groups that should have been included? Please explain.

1.4 Were there any factors that either hindered or enhanced achievement of objective to increase economic opportunities for women? Please explain.

1.5 Do you think that project activities caused any changes? Please explain.

1.6 Would you say that the project substantially, partially, or negligibly achieved the objective to increase economic opportunities for women? Please explain.

2. Project Implementation
2.1 Did implementation of the Women's Economic Equality component change since implementation began?

2.2 Was the component implemented on schedule according to its work plan? Why or why not?

2.3 Did the implementation of the component encounter any problems? If yes, what were the problems? Were they addressed in a timely and satisfactory manner?

Project Outputs
2.4 For the Women's Economic Equality component, there were 6 planned outputs. Please assess whether each output was substantially, partially, or negligibly achieved and explain why.

2.4.1 Women's business associations strengthened;
2.4.2 Participating institutions trained and replicating training in small business development with a gender focus;
2.4.3 Female heads of poor households trained in microenterprise and gender issues;
2.4.4 Technical assistance in business planning given to women completing the microenterprise and gender training;
2.4.5 A strengthened coordination mechanism in place to implement employment generation policies; and
2.4.6 A national-level policy advisory group functioning to coordinate employment generation policies.

Training
2.5 What kind of training was the most successful?
2.6 What kind of training was the least successful?
2.7 In your opinion, did the project provide the most appropriate kinds of training to meet the objective of increased economic opportunities for women?
2.8 Were there any problems with training (e.g., timing, venue, availability of materials, performance of trainers, attendance, etc.)?
2.9 Could training have been improved? Why or why not?
2.10 How would you assess the overall quality of the training provided?
2.11 Was the effectiveness of training assessed, e.g., pre- and post-testing?
2.12 Were training programs, manuals, and other project materials appropriate to the needs of the social partners? Were they well-received and well-produced?

Participation of Social Partners
2.13 How would you assess the level of social partners' and other stakeholders' satisfaction with and commitment to the project? Why?
2.14 What were the biggest challenges of working with the social partners?
2.15 What were the benefits?
2.16 Were there any problems with the participation of the social partners? Please explain.
2.17 Could the relations among the social partners have been improved? Please explain.
2.18 Could the relations between the social partners and ILO have been improved? Please explain.
2.19 With respect to the Women's Economic Equality component, the mid-term evaluation report highlighted the need for an "Advisory Committee...with the participation of the Advisory Council of the Presidency for Women's Equality, the project's women's beneficiary organizations, and the director." Was this mechanism created? Why or why not?

3. Project Management Performance of Component
3.1 Were there any changes or adjustments made in project management over the lifetime of the project? If yes, did the change or adjustment have a substantial, partial, or negligible impact on the performance of the Women's Economic Equality component? Why?
3.2 How do you know if the component is performing well (what do you look at)?
3.3 Was management efficient, that is, did management maximize the use of component resources/inputs such as funds, expertise, time, etc., to achieve the expected results? Why or why not?
3.4 Was management effective, that is, did management achieve the objective of increased economic opportunities for women? Why or why not?
3.5 Were there any problems in the management of this component? If yes, were they addressed in a timely and satisfactory manner? Why or why not?
3.6 How would you characterize the quality of communications between ILO project management and the social partners?
3.7 How would you assess the management performance of the CTA?

Technical Support
3.8 Did the component receive any external technical support? Please explain.

4. Project Monitoring and Evaluation of Component
4.1 Did project management use the performance monitoring plan (PMP) for decision-making in relation to the Women's Economic Equality Component? Why or why not?
4.2 Was the performance monitoring plan for the component adequate to meet the performance monitoring requirements? Why or why not?
4.3 How would you rate overall project monitoring (very poor, poor, good, very good, excellent)? Please explain.

5. Sustainability, Project Benefits, and Impact

5.1 The project document proposed that the sustainability of project activities in the Women's Economic Equality component would be maintained through the following actions. Please assess whether the sustainability of each action is likely, unlikely, or uncertain and give the reason why:

(a) A business development market for businesswomen, in which demand and offer for training and technical assistance services to set up and strengthen micro-enterprises is consolidated in national development plan;
(b) Active participation of women’s business organizations in the decisions of financial and non-financial organizations concerning training and strengthening of business activities;
(c) Strengthen women’s organization network and inter-institutional coordination for consolidating activities and sustainability of the process;
(d) Establishment of permanent coordination mechanisms to supervise and monitor follow-up activities of the project, with public/private participation at national and regional representation level.
(e) Design of a concrete policy for female heads of poor households allowing the implementation of the selected good practice in a sustainability and effectiveness framework.

5.2 Is there a plan to carry on the component's activities when the project ends?

5.3 Will the social partners carry on component activities when the project ends? Please explain.

5.4 How has the component benefited the social partners? Do you think the benefits will be maintained after the project ends? Please explain.

5.6 Has the component had an impact? Please explain.

6. Lessons Learned

6.1 What are the most important lessons learned from this component that could apply to similar projects?

--Project design lessons
--Project implementation lessons
--Monitoring and evaluation lessons
--Partnership lessons
--Management lessons
--Sustainability lessons
--Other
Annex C:
List of Persons Interviewed and Evaluation Schedule

August 4, 2005
Laura Buffo, Project Manager, USDOL
Brian Dusza, Project Manager, USDOL

August 12, 2005
David Thaler, Commissioner, Federal Mediation and Conciliation Service (FMCS)

Bogotá, Colombia

August 16, 2005
7:30 am Norrman Schipull, Chief Technical Advisor, Proyecto OIT/USDOL

8:00 a.m. José Fernando Torres
           Carlos José Guarnizo Rico
           (Consultores Proyecto OIT/USDOL)

11:30 a.m. Asociación Colombiana de Exportadores de Flores
           Dra. Martha Moreno / Gerente de Desarrollos Sociales

1:00 p.m. María Luz Vega, Specialist, InFocus Programme on the
           Promotion of the Declaration, ILO

13:30 p.m. Clara Stella Garzón
           Consultora Proyecto OIT/USDOL Microempresariado y Género

14:30 p.m. Beatriz Cabral
           Instituto para el Desarrollo Humano (INPAHU)

16:45 p.m. Consejería Presidencial de la Mujer
           Consejera Martha Lucía Vásquez

17 de Agosto de 2005
8:00 a.m. Javier Pineda
           Consultor Proyecto OIT/USDOL Microempresariado y
           Género

9:30 a.m. Dr. Alberto Echavarría
           Asociación Nacional de Empresarios de Colombia (ANDI)

10:30 a.m. Mujeres Microempresarias
           - María Eva Bergato
           - Yamile Baracaldo
           - Omaira Álvarez
           - Luz Marina Parra
           - Alexandra Sánchez
           - Maritza Valbuena
           - Betulia Forero
           - Laura Herrera
12:15 p.m. Central Unitaria de Trabajadores CUT: Carlos Rodríguez
Confederación de Trabajadores de Colombia CTC:
Apecides Alvis

14:30 p.m. Viceministro de Relaciones Laborales
Ministerio de la Protección Social
Jorge León Sánchez Mesa
Martha Losada, Lud Mila Flórez,
Rosa María Ariza Gamba

16:30 p.m. Escuela Judicial
Gloria Amparo Campos (Coordinadora Académica
de la Escuela Judicial)
Juez: María del Carmen Jarrín, Magistrada del
Tribunal administrativo de la seccional Cundinamarca
Juez: Alfredo Barón Magistrado de la Sala Laboral
del Magisterio

18 de Agosto de 2005
8:30 a.m. Instituto Nacional de Estudios Sociales - INES
Sr. Germán González

11:00 a.m. Conferencia Telefónica
Adolfo Ciudad
Oscar Valverde
Ricardo Hernández Pulido
Mario Tueros

16:00 p.m. Confederación General de Trabajadores CGT
Julio Roberto Gómez

17:30 p.m. Sr. Jorge Giraldo
Consultor de la Oficina Proyecto OIT/USDOL

19 de agosto de 2005
8:00 a.m. Seminario sobre Resolución de conflictos Laborales con el
a 10:00 a.m. Ministerio de la Protección Social

10:30 a.m. Carlos Castellanos Collante, Director Territorial Atlántico, MPS
Ferney Arturo Artea, Director Territorial Arauca, MPS
Carlos Acevedo Blanco, Director Territorial Santander, MPS

10:30 a.m. Beatriz Ortega Directora Ejecutiva
Asociación Colombiana de Gestión Humana (Acrip)/Atlántico

13:30 p.m. Myriam Gutiérrez
Instituto Interamericano de Cooperación para la
Agricultura IICA
## Annex D:
### Labor Relations Component: Summary of Assessments

<table>
<thead>
<tr>
<th>OBJECTIVES, INDICATORS AND OUTPUTS</th>
<th>ASSESSMENT</th>
<th>RESULTS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Substantial</td>
<td>Partial</td>
</tr>
<tr>
<td>Development Objective: Improved labor relations among social partners</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Immediate Objective 1: Greater use of core International Labor Standards to improve labor relations</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Indicator: Number of core international labor standards applied by government</td>
<td>n/a</td>
<td></td>
</tr>
<tr>
<td>Output 1.1: Legislative proposals on collective labor relations designed by the social partners</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Indicator: Number of new proposals designed</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Output 1.2: Public information campaign conducted on fundamental labor principles and workplace rights</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Indicator: Number of different activities by type of delivery mechanism</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Output 1.3: Labor inspectors and judges trained in international labor standards and principles</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Indicator: Number of labor inspectors and judges trained</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Output 1.4: Development of training materials on international labor standards and principles for training replication</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Indicator: Number of training materials adopted by participating institutions</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Immediate Objective 2: Increased capacity of social partners to engage in healthy labor relations, negotiate collectively, and develop workplace cooperation</td>
<td>X</td>
<td></td>
</tr>
</tbody>
</table>

- The government did not ratify any new ILO conventions during the lifetime of the project.
- Proposals prepared, 4 conferences held to discuss proposals, no consensus reached between labor and management.
- 1 national and 18 regional fora. Project supported academic week on labor rights with OSR. 22 radio spots on weekly UN national radio program. 15 interviews on other local and national radio stations.
- 36 regional directors from MPS, 42 labor judges, 54 participants from the attorney generals office.
- MSP designed training materials on fundamental worker rights used in regional fora; ILO materials used in courses with inspectors, judges, and representatives; MPS Inspectors manual completed; draft prepared of Judicial School training manual.
<table>
<thead>
<tr>
<th>OBJECTIVES, INDICATORS AND OUTPUTS</th>
<th>ASSESSMENT</th>
<th>RESULTS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Indicator:</strong> Number of actions by partners to improve labor relations, negotiate collectively, and develop workplace cooperation</td>
<td>X</td>
<td>Actions resulted from 48 conflict resolution training courses and other fora.</td>
</tr>
<tr>
<td><strong>Output 2.1: Training conducted of social partners in collective bargaining</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Indicator: Number of persons trained by type of partner</td>
<td>X</td>
<td>1,146 persons (labor, 40%; management, 48%; government, 12%)</td>
</tr>
<tr>
<td><strong>Output 2.2: A strategy for healthy labor relations and workplace cooperation adopted by 10 enterprises in selected sectors</strong></td>
<td>X</td>
<td>Work plans made in over 50% of conflict resolution seminars.</td>
</tr>
<tr>
<td>Indicator: Number of enterprises having adopted a strategy for healthy labor relations and workplace cooperation</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td><strong>Output 2.3: An effective registration and statistics system for collective agreements implemented by MPS</strong></td>
<td>X</td>
<td>Software approved and installed; 20 MPS technicians trained; system scheduled for completion in August 2005.</td>
</tr>
<tr>
<td><strong>Immediate Objective 3: Systems and procedures for the settlement of labor disputes improved in selected regions and sectors</strong></td>
<td>X</td>
<td>Measurement of dispute settlement models done via 7 case studies.</td>
</tr>
<tr>
<td>Indicator: Frequency of use of dispute settlement</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td><strong>Output 3.1: An alternative system for dispute settlement developed</strong></td>
<td>X</td>
<td>Proposal developed; 1 national and 3 regional conferences held to discuss proposal; labor and management feedback was negative; no agreement reached.</td>
</tr>
<tr>
<td>Indicator: Model proposed for a system of alternative dispute resolution</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td><strong>Output 3.2: Development of dispute settlement programs by participating enterprises</strong></td>
<td>X</td>
<td>27 enterprises</td>
</tr>
<tr>
<td>Indicator: Number and percentage of participating enterprises implementing programs</td>
<td>X</td>
<td></td>
</tr>
</tbody>
</table>
### Development Objective: Improved Labour Relations between Social Partners and Increased Economic Opportunities for Women

#### Immediate Objective 1: Greater Use of Core International Labour Standards to Improve Labour Relations

<table>
<thead>
<tr>
<th>Performance Indicator</th>
<th>Indicator Definition and Unit of Measurement</th>
<th>Data Source</th>
<th>Method/Approach of Data Collection or Calculation</th>
<th>PROGRESS TO DATE</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Number of core international labour standards applied by government</td>
<td>Core international standards = 2 ILO standards as embodied in Conventions 87 and 98 (freedom of association and collective bargaining)</td>
<td>Reports from ILO monitoring bodies and other ILO documents</td>
<td>Consulting official ILO sources, especially ILOLEX website and published documents</td>
<td>ILO conventions 29, 87, 98, 100, 105, 111, 138, 151, 154, 182 all ratified by Colombia before project execution begun. Conventions 151, 154 not yet implemented. While Conventions 87 and 98 on freedom of association and collective bargaining are being promoted via the ILO USDOL program, union complaint levels before ILO still at relatively high level. <em>(No change in progress)</em></td>
</tr>
</tbody>
</table>

#### Output 1.1: Legislative Proposals on Collective Labour Relations Designed by the Social Partners

<table>
<thead>
<tr>
<th>Performance Indicator</th>
<th>Indicator Definition and Unit of Measurement</th>
<th>Data Source</th>
<th>Method/Approach of Data Collection or Calculation</th>
<th>PROGRESS TO DATE</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Number of new proposals designed</td>
<td>Proposals = documents submitted by workers’ and employers’ organizations</td>
<td>Proposal documents</td>
<td>Documents collected by project and sent to ILO Office</td>
<td>Proposals have been promoted with both labor and management but with little visible progress. Only the concept of defining “essential public services” has been seriously discussed by all three social partners; however, no consensus has yet to be reached. One national tripartite seminar was held as a kick off analysis and debate on the topic. The union sector held one national conference and three regional seminars to solidify its stance on the issues. Their proposal has not been accepted by the other two social partners so no joint proposal has been designed. <em>(No change in progress)</em></td>
</tr>
</tbody>
</table>

#### Output 1.2: Public information campaign conducted on fundamental labour principles and workplace rights

<table>
<thead>
<tr>
<th>Performance Indicator</th>
<th>Indicator Definition and Unit of Measurement</th>
<th>Data Source</th>
<th>Method/Approach of Data Collection or Calculation</th>
<th>PROGRESS TO DATE</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Number of diffusion activities by type of delivery mechanism</td>
<td>Diffusion activities = specific information act by means of a dissemination mechanism</td>
<td>Brochures, documentation, records of radio programs, technical reports by event, examples of public materials</td>
<td>Systematic collection of information sources</td>
<td>One national and eighteen regional forums carried out during 2003 and 2004 with Ministry of Social Protection on fundamental worker rights. During 2004 the forums have been accompanied by sessions to reactivate regional tripartite consensus committees. The number of participants in each event averaged 125 with the union participation being the strongest and the business participation the weakest. Project supported academic week on labor rights in conjunction with OSR. Project agreement with United Nations weekly national radio program has allowed participation covering USDOL events and campaigns. Twenty-two radio spots have highlighted program. Fifteen different interviews carried out on other local and national radio stations regarding ILO program, worker rights and case studies.</td>
</tr>
<tr>
<td>Performance Indicator</td>
<td>Indicator Definition and Unit of Measurement</td>
<td>Data Source</td>
<td>Method/Approach of Data Collection or Calculation</td>
<td>PROGRESS TO DATE</td>
</tr>
<tr>
<td>-----------------------</td>
<td>---------------------------------------------</td>
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<td>-----------------------------------------------</td>
<td>------------------</td>
</tr>
</tbody>
</table>
| Output 1.3: Labour inspectors and judges trained in international labour standards and principles | Number of labor inspectors and judges trained | Labor inspectors = Inspectors from the MOL  
Unit: An inspector | Training reports  
(Attendance records) | 36 regional directors (those in charge of labor inspection) from MPS trained in international labor standards.  
42 labor judges have been trained and 54 participants from the attorney generals office have received ILO/USDOL funded training.  
ILO regional office will continue with follow up training exercise for labor judges in October 05. |
| Output 1.4: Development of training materials on international labour standards and principles for training replication | Number of training materials adopted by participating institutions | Training materials = manuals  
Participating institutions = MOL, Escuela Judicial, etc.  
Unit: A training material and a participating institution | Completed manuals and reports from participating institutions | Ministry of Social Protection has designed training materials on fundamental worker rights and are using them in their regional forums.  
Existing ILO materials on labor standards have been reproduced and used in courses with inspectors, judges and representatives from the attorney general’s office and the public prosecutors office.  
MPS inspectors manual completed in August 05 with partial funding from project.  
Manual includes materials on ILO norms and standards.  
Follow up training material design for Judicial School being done by ILO Lima Regional office. Draft documents for review completed in late August 05. |
| Immediate Objective 2: Increased Capacity of Social Partners to Engage in Healthy Labour Relations, Negotiate Collectively, and Develop Workplace Cooperation | Number of actions by partners to improve labour relations, negotiate collectively, and develop workplace cooperation | Management Labor committees formed  
Innovations in collective bargaining agreements  
Agreements reached outside the collective bargaining contract | Summaries of labor mgmt committee meetings and collective bargaining agreements | Actions for improved relations resulted from conflict resolution training courses and forums based on Colombian experiences.  
(See number of training events in Output 2.1 and Appendix on work plan / evaluation.) |
| Output 2.1: Training conducted of social partners in collective bargaining | Number of persons trained by type of partner | Number of participants and enterprises who have participated in workshops | Project lists of participants in workshops | -New techniques in win-win bargaining taught by FMCS in three national and two regional events.  
Participation by sector was 30% labor, 30% management and 40% government.  
-16 participants were sent to a high level seminar on new bargaining techniques and conflict resolution at FMCS headquarters in Washington.  
(3 union, 6 management, 4 government and 2 project staff)  
-Since completion of high level seminar the following events on conflict resolution have taken place: Business sector (ANDI, ACRIP and ASCORT) – 16 regional seminars; Trade Union Confederations (CUT,CTC,CGT)– 5 national seminars; Public sector labor management – 2 regional seminars; Social Protection Ministry - 2 national seminars Industry specific – 9 bipartite seminars; other (chamber of commerce etc.) 2 regional seminars.  
Total of 1146 participants involved (46% labor, 48% management and 12% government). |
<table>
<thead>
<tr>
<th>Performance Indicator</th>
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<th>Data Source</th>
<th>Method/Approach of Data Collection or Calculation</th>
<th>PROGRESS TO DATE</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Output 2.2: A strategy for healthy labour relations and workplace cooperation adopted by 10 enterprises in selected sectors</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Number of enterprises having adopted a strategy for healthy labour relations and workplace cooperation</td>
<td>Strategy documents developed Requests for ILO project consulting assistance Follow up consulting reports and bipartite action plans ILO sponsored consultant analysis and review</td>
<td>Work plans compiled in over 50% of the conflict resolution seminars. Requests attended for project conflict resolution training since July of 2004 (See statistics in Output 2.1). Industries requesting conflict resolution seminars assumed majority cost of events.</td>
<td></td>
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</tr>
<tr>
<td><strong>Output 2.3: An effective registration and statistics system for collective agreements implemented by the Ministry of Labour and Social Security</strong></td>
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</tr>
<tr>
<td>1. An effective registration and statistics system implemented and functioning</td>
<td>Proposal document for system. Software Number of people trained in the management of the system Web site hits Established MPS web page List of participants in training workshops Web site investigation Listing workshop participants by entity and region</td>
<td>Software has been approved and installed. First training session with 20 MPS technicians carried out. Temporary suspension of MPS/Project relations put a halt on this activity and now problems with MPS server are holding back implementation. Plan is to seek OSR support in the event system continues to be inoperable after September.</td>
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<tr>
<td><strong>Immediate Objective 3: Systems and Procedures for the Settlement of Labor Disputes Improved in Selected Regions and Sectors</strong></td>
<td></td>
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</tr>
<tr>
<td>1. Frequency of use of dispute settlement programs in selected regions and sectors</td>
<td>Collective agreements with established dispute settlement models Requests to ILO for consulting assistance regarding dispute settlement Project consultant Reports Review of consultant reports</td>
<td>To date only measurement of dispute settlement models done via case studies (7 in total).</td>
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<tr>
<td><strong>Output 3.1: An alternative system for dispute settlement developed</strong></td>
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<tr>
<td>1. Model proposed for a system of alternative dispute resolution</td>
<td>Individual social partner activities to analyze document and make proposals Official tripartite discussions based on existing document Developed documents and internal project reports Periodic meetings with social partners and their advisors</td>
<td>Initial consulting proposal finished and both labor and management have provided analysis and recommendations but no agreements have been reached. MPS has NOT BEEN INVOLVED in the process as a part of its national policy regarding participation in labor disputes. (However, as of July 2005 that government position is currently being reviewed and changed to incorporate conciliation and mediation activities.) Three regional worker conferences and one national conference were carried out to analyze the proposal. Three regional management conferences were carried out to analyze the proposal. Labor and management feedback regarding proposal was negative.</td>
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<tr>
<td><strong>Output 3.2: Development of dispute settlement programs by participating enterprises</strong></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>1. Number and percentage of participating enterprises implementing programs</td>
<td>Enterprise and sector draft proposals Requests for ILO consulting assistance Enterprise documents and registered collective agreements Project internal documents on follow-up Web site investigation ILO follow up interviews with participants</td>
<td>Regarding requests for ILO assistance, see requests listed in point 1 of Output 2.2 above. To date this list constitutes the number of participating enterprises / entities.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Performance Indicator</td>
<td>Indicator Definition and Unit of Measurement</td>
<td>Data Source</td>
<td>Method/Approach of Data Collection or Calculation</td>
<td>PROGRESS TO DATE</td>
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<tr>
<td><strong>Immediate Objective 4: Increased Business Capacity of Female Microentrepreneurs</strong></td>
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</tr>
<tr>
<td>1. Proportion of women trained and assisted increasing income flow from their small businesses</td>
<td>Women trained and assisted by the project who have increased their income as a proportion of the total women trained and assisted</td>
<td>Small businesses accounts</td>
<td>Based line survey apply to all women small businesses participating in the program</td>
<td>102 women’s production associations served (84 rural and 18 urban groups) in addition to 146 individual micro-enterprise groups. Direct beneficiaries total 430 and indirect beneficiaries total 2053. Increase in income as a proportion of the total women trained and assisted to be reported to the project after follow-up technical assistance carried out Oct- Nov 2004 with the final statistical and general analysis carried out during 2Q 2005. See Javier Pineda internal evaluation report of July 2005.</td>
</tr>
<tr>
<td>2. Number of quality jobs created by women’s small businesses</td>
<td>Number self-employment female workers who have sustained an increased income over the time of data collection</td>
<td>Small businesses accounts</td>
<td>Based line survey apply to all women small businesses and reports of technical assistance</td>
<td>Focus of project varied from original design which sought to “organize 2000 women” into production groups. With the limited resources and time factor the project was geared towards those groups that were already up and running or at least had an opportunity to become efficient production associations (or efficient individual entrepreneurs).</td>
</tr>
<tr>
<td><strong>Output 4.1: Women’s business associations strengthened</strong></td>
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<td></td>
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</tr>
<tr>
<td>1. Number of women’s business associations strengthened</td>
<td>Number of women’s associations served by the Project who have established and implemented rules (labor, surplus distribution, etc.) and do the accounts</td>
<td>Reports from technical assistance</td>
<td>Periodical technical assistance visits and associations Evaluation</td>
<td>102 women’s production associations served (84 rural and 18 urban groups) in addition to 146 individual micro-enterprise groups. 22% of urban associative groups and 37% of urban groups started program with business plan and adequate accounting records. 21% of individual micro-enterprise groups had accounting records and 54% had some sort of business plan. At the end of the training cycle ALL (100%) participants were required to present account records and a business plan. See Javier Pineda internal evaluation report of July 2005. Second round of technical assistance demonstrated 70% (70 organizations) of the production associations strengthened and with improved projects.</td>
</tr>
<tr>
<td>2. Number of associations with improved projects for members</td>
<td>Number of women’s associations served by the Project who have new projects or new investment</td>
<td>Reports from technical assistance</td>
<td>Periodical technical assistance visits</td>
<td>Reported to the project after follow-up technical assistance carried out Oct- Nov 2004 with the final statistical and general analysis completed 2Q 2005. See Javier Pineda internal evaluation report of July 2005. Second round of technical assistance demonstrated 70% (70 organizations) of the production associations strengthened and with improved projects.</td>
</tr>
<tr>
<td><strong>Output 4.2: Participating institutions trained and replicating training in small business development with a gender focus</strong></td>
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<tr>
<td>1. Number of participating institutions trained</td>
<td>Number of institutions who have participated in the project and their members have received methodological training</td>
<td>List of participants in methodological workshops</td>
<td>Develop lists by institutions and regions</td>
<td>Methodology transfer seminars held during the 4Q of 2004 and 1Q of 2005 in conjunction with the Presidential Council on Women’s Equity and MPS. Six regional events carried out with 133 participants. Other contacts with varied social partners (public sector, university and NGO) included methodology transfer sessions. DANSOCIAL, Governor’s office of Caldas, Governor’s office of Casanare, Secretary of Agriculture in Pasto, IMPAO University in Bogota, NGO Fundación Colombia Mejor, Bogotá Mayor’s office on women and gender</td>
</tr>
<tr>
<td>2. Number of participating institutions replicating the training</td>
<td>Number of participating institutions replicating the training</td>
<td>Reports from participating institutions</td>
<td>Information system of the project</td>
<td>10 universities are utilizing the training to some extent. The actual numbers of other organizations replicating training as a result of methodology transfer seminars specified in point 4.2.1 is unclear.</td>
</tr>
<tr>
<td>Performance Indicator</td>
<td>Indicator Definition and Unit of Measurement</td>
<td>Data Source</td>
<td>Method/Approach of Data Collection or Calculation</td>
<td>PROGRESS TO DATE</td>
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<tr>
<td><strong>Output 4.3:</strong> Female heads of poor households trained in micro-enterprise and in gender issues</td>
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<tr>
<td>1. Number of women trained in microenterprise and gender issues</td>
<td>Number of women who have participated in training workshops</td>
<td>List of participants in training workshops</td>
<td>Listing participants by localities and regions</td>
<td>430 women receiving direct training.</td>
</tr>
<tr>
<td>2. Number of association members assisted by trainees</td>
<td>Number of women association members that have been assisted by leaders who have received direct training from the Project</td>
<td>Reposts from technical assistance</td>
<td>Information system of the project</td>
<td>Total of 2053 beneficiaries (1097 in associations and 146 individual) were involved in production groups that were represented in the project training activities.</td>
</tr>
<tr>
<td><strong>Output 4.4:</strong> Technical assistance in business planning given to women completing the micro-enterprise and gender training</td>
<td></td>
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<td></td>
</tr>
<tr>
<td>1. Number of women assisted in business planning</td>
<td>Number of women that have participated in training and received visits of technical assistance</td>
<td>Reports from visits of technical assistance</td>
<td>Information system of the project</td>
<td>430 women receiving direct training represents total of 2053 beneficiaries. (1097 in associations and 146 individual) All women trained received the first cycle of technical assistance during 4Q 2003 and 1Q 2004.</td>
</tr>
<tr>
<td>2. Number and proportion of business plans implemented by women following TA</td>
<td>Number of business who have implemented development plans as a proportion of the total businesses who have participated in training and received visits of technical assistance</td>
<td>Reports from visits of technical assistance</td>
<td>Information system of the project</td>
<td>22% of urban associative groups and 37% of urban groups started program with business plan and adequate accounting records. 21% of individual micro-enterprise groups had accounting records and 54% had some sort of business plan. (Total of 102 production associations and 146 individual micro-enterprise entities.) At the end of the training cycle ALL (100%) participants were required to present account records and a business plan.</td>
</tr>
<tr>
<td>Immediate Objective 5: A Strengthened Coordination Mechanism in Place to Implement Employment Generation Policies</td>
<td></td>
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<td></td>
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</tr>
<tr>
<td>1. A coordination mechanism for policy implementation established and functioning</td>
<td>Number of meetings held by policy advisory group as a coordination mechanism</td>
<td>Minutes of the meetings</td>
<td>Number of meetings held by policy advisory group</td>
<td>There is not ONE advisory group but rather numerous ones with different focuses in each group. The lead role in three of the groups is taken by the Presidential Counsel on Women's Equity. Meetings are held on a monthly basis (or biweekly when deemed necessary) <strong>This activity has not changed since the last technical report. Participation will continue to be carried out by PUNTO FOCAL members after the project closes.</strong></td>
</tr>
<tr>
<td><strong>Output 5.1:</strong> Employment generation policies for female heads of poor households implemented at local, regional, and national levels</td>
<td></td>
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<td></td>
</tr>
<tr>
<td>1. Number of policies implemented at each administrative level</td>
<td>Number of programs developed at local (municipalities) and regional level (departments).</td>
<td>Report activities of the Project</td>
<td>Number of meetings held by policy advisory group</td>
<td>USDOL participated in numerous policy consultation groups. Lead group was Presidential Counsel on Women’s Equity. The project was part of these teams and not responsible for formulation of policies as a project specific activity.</td>
</tr>
<tr>
<td><strong>Output 5.2:</strong> A national-level policy advisory group functioning to coordinate employment generation policies</td>
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</tr>
<tr>
<td>1. Total number of meetings held by policy advisory group</td>
<td>Number of meetings held by policy advisory group.</td>
<td>Minutes of the meetings</td>
<td>Number of meetings held by policy advisory group.</td>
<td>Four different policy groups include ILO/USDOL participation and meet on a monthly or biweekly basis. Of the four groups, the two most relevant to the project deal with issues on the role of women in micro-enterprise work and on issues of employment and health.</td>
</tr>
</tbody>
</table>
### Annex F:
Women's Economic Equality Component: Summary of Assessments

<table>
<thead>
<tr>
<th>OBJECTIVES, INDICATORS, AND OUTPUTS</th>
<th>ASSESSMENT</th>
<th>RESULTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Development Objective: Improved labor relations among social partners and increased economic opportunities for women</td>
<td>X</td>
<td>102 women's production associations (84 rural, 18 urban groups), with 1,097 members, and 146 individual microenterprise groups</td>
</tr>
<tr>
<td>Immediate Objective 4: Increased business capacity of female microenterpreneurs</td>
<td>X</td>
<td>102 women's production associations (84 rural, 18 urban groups), with 1,097 members, and 146 individual microenterprise groups</td>
</tr>
<tr>
<td>Indicator 1: Proportion of women trained and assisted increasing income flow from their small businesses</td>
<td>X</td>
<td>Project focus changed to women and women's groups already organized and functioning.</td>
</tr>
<tr>
<td>Indicator 2: Number of quality jobs created by women's small businesses</td>
<td>n/a</td>
<td>Project focus changed to women and women's groups already organized and functioning.</td>
</tr>
<tr>
<td><strong>Output 4.1: Women's business associations strengthened</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Indicator 1: Number of women's business associations strengthened</td>
<td>X</td>
<td>70% (70 organizations) of production associations</td>
</tr>
<tr>
<td>Indicator 2: Number of associations with improved projects for members</td>
<td>X</td>
<td>70% (70 organizations) of production associations</td>
</tr>
<tr>
<td><strong>Output 4.2: Participating institutions trained and replicating training in small business development with a gender focus</strong></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Indicator 1: Number of participating institutions trained</td>
<td>X</td>
<td>6 regional events conducted with 133 participants, plus methodology transfer sessions with other social partners</td>
</tr>
<tr>
<td>Indicator 2: Number of participating institutions replicating the training</td>
<td>X</td>
<td>10 universities are using the training to some extent; actual number of other organizations replicating training not known.</td>
</tr>
<tr>
<td><strong>Output 4.3: Female heads of poor households trained in microenterprise and in gender issues</strong></td>
<td>X</td>
<td>430 women</td>
</tr>
<tr>
<td>Indicator 1: Number of women trained in microenterprise and gender issues</td>
<td>X</td>
<td>430 women</td>
</tr>
<tr>
<td>Indicator 2: Number of association members assisted by trainees</td>
<td>X</td>
<td>2053 (1097 in associations &amp; 146 individual)</td>
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</table>
### OBJECTIVES, INDICATORS, AND OUTPUTS

<table>
<thead>
<tr>
<th></th>
<th>ASSESSMENT</th>
<th>RESULTS</th>
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<tbody>
<tr>
<td></td>
<td>Substantial</td>
<td>Partial</td>
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<tr>
<td><strong>Output 4.4: Technical assistance in business planning given to women completing the microenterprise and gender training</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Indicator 1: Number of women assisted in business planning</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Indicator 2: Number and proportion of business plans implemented by women following technical assistance</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td><strong>Immediate Objective 5: A strengthened coordination mechanism in place to implement employment generation policies</strong></td>
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</tr>
<tr>
<td>Indicator 1: A coordination mechanism for policy implementation established and functioning</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td><strong>Output 5.1: Employment generation policies for female heads of poor households implemented at local, regional, and national levels</strong></td>
<td></td>
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</tr>
<tr>
<td>Indicator 1: Number of policies implemented at each administrative level</td>
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<tr>
<td><strong>Output 5.2: A national-level policy advisory group functioning to coordinate employment generation policies</strong></td>
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<td></td>
</tr>
<tr>
<td>Indicator 1: Total number of meetings held by policy advisory groups</td>
<td>X</td>
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</tbody>
</table>

**ASSESSMENT RESULTS**

- **OBJECTIVES, INDICATORS, AND OUTPUTS**

- **Output 4.4: Technical assistance in business planning given to women completing the microenterprise and gender training**
  - Substantial
  - Partial
  - Negligible
  - Other

- **Immediate Objective 5: A strengthened coordination mechanism in place to implement employment generation policies**
  - Substantial
  - Partial
  - Negligible
  - Other

- **Output 5.1: Employment generation policies for female heads of poor households implemented at local, regional, and national levels**
  - Substantial
  - Partial
  - Negligible
  - Other

- **Output 5.2: A national-level policy advisory group functioning to coordinate employment generation policies**
  - Substantial
  - Partial
  - Negligible
  - Other