

Introduction

1. Frame of reference

The purpose of the FORMUJER Programme (Programme to Strengthen Technical and Vocational Training of Low Income Women in Latin America) is to promote and strengthen the capacities of the institutions of the region to design and implement policies intended to improve the quality, relevance and equity of training for work and increase the employability of women and men, paying special attention to the training and labour insertion needs of low income women.

To achieve its objectives, FORMUJER has developed a model for intervention –to which this volume is devoted– that makes an objective in itself of the systematisation, spreading and transfer of the developments, results and lessons learned, that become specific products, among which the FORMUJER publications are included.

2. FORMUJER Publications: mode, composition and some guidance for readers

FORMUJER Publications respond to a *hypertext* logic, in its most basic conception as an organising central scenario that develops its subject matter by means of connections or links to other materials that carry to greater depth or supplement information and analysis. Because of this they involve products of a diverse nature: printing, graphics, electronics, audiovisual, etc., and also of different degrees of formalisation. Thus, printed materials are composed of books, publicising brochures, working documents, reports, presentations, etc.

- ◆ It is understood that this design is especially coherent and effective to translate Programme systematisation and dissemination processes because:
- ◆ It allows information to be organised in a non-linear and therefore flexible manner;
- ◆ People become protagonists who can organise the sequence of their reading according to their interests, which, for FORMUJER, provides the possibility of attending to the different typologies of their target groups;

- ◆ It promotes the integration of heterogeneous products and media (documents, images, videos, graphics, etc.);
- ◆ It makes visible the “toolkit” that the Programme intends to supply;
- ◆ It is incremental, thereby providing a response of the unfinished execution process of the Programme, allowing its expansion and supplementation by means of the later incorporation of information on results, experiences, revision of methodologies and strategies, etc.;
- ◆ It allows the simultaneous involvement of multiple players in preparation processes and the incorporation of diverse sources;
- ◆ It is applicable both to printed and digital publishing, with no need for additional work adapting contents and materials.

FORMUJER Publications include:

- ➞ *National editions* of materials and products developed by Coordinating Units and/or together with the co-executing entities of the Programme. They include programme documents, publicising documents, process and learning reports, discussion proposals and, of course, finished books referred to some of the key themes of the Programme.
- ➞ *Regional edition* for which Cinterfor/ILO is responsible.
- ➞ The *Mujer, Formación y Trabajo* (Gender, Training and Work) web page within the www.cinterfor.org.uy site.

Both *national* and *regional editions* are included in the web page, other than a few exceptions, to make their use in teaching easy and to increase their accessibility and dissemination.

The *regional editions* of the Publications are organised in two series –documents are listed on the back of the first page– according to priority in terms of purpose:

- ➞ *Conceptual and teaching materials*: includes theoretical or teaching reference documents on the most important axes of the Programme
- ➞ *Systematisation of methodologies, results and lessons learned*: is designed to share the methodologies and strategies of address, witness critically to implementation processes, report on results, lessons learned and submit

for consideration of the present or future executors, suggestions to improve or to sustain and strengthen what has been done.

The *Systematisation series responds to a modular structure with a general node* –information unit that expands and goes into further depth at various levels– where the FORMUJER model of intervention is addressed, and *specific modules* are devoted to each of its technical components.

As a module it is a unit in itself, although, at the same time, it is articulated or supplemented by the lines of action or the strategies dealt with in the others. In all cases it reports on what has been done, achieved and learned:

- ◆ at the overall Programme level: *regional area*;
- ◆ for each of the Pilot Programmes: *national area*.

Regarding the organisation of the subject matter information, an effort has been made to address, for each line of action or strategy to which the module is devoted, the following dimensions:

- rationale and conceptualisation of the proposal
- design of strategy of address
- implementation
- results attained and lessons learned
- achievements in dissemination and sustainability prospects.

Moreover, according to the quantity of materials to be shared, the level of development and the greater depth of the aspect dealt with and the type of product involved, the module may be made up of a single central body or also have a separate unit of annexes or a CD.

The modules that make up the series *Systematisation of results and lessons* of FORMUJER Publications are a product of the institutional synergies and team synergies which FORMUJER is aiming at.

Therefore, they are essentially collective products, by multiple authors, both institutional and individual, and of teams. In order to represent each and all of the persons and instances that were involved in building them up, an endeavour has been made to list the documents and base products, which have been reproduced textually or conceptually and as a whole or split up. When in order

and possible, the information on original edition and data on authorship have been specified; these assuredly are also of a representative nature. Moreover, the chapter or point in which they are included and/or which they have sourced in a substantive manner are indicated.

2.1. This Publication

Given its condition as node 0 of the hypertext, as the opening point of the *Systematisation Series*, the purposes of this document are as follows:

- ➔ supplement the conceptual, methodological and strategic rationale of the proposed model of intervention, articulating it with the *Conceptual and teaching materials Series*;
- ➔ present its design and structure;
- ➔ analyse the process of implementation of the model proposed and the Programme, going further into depth regarding the different strategies applied in each country;
- ➔ outline the main results of execution up to mid-2003, in overall terms and, basically, in qualitative terms;
- ➔ share, responding to the conviction that gave rise to and guided both its design and its action, the reflections and learning that have been gathered over the five years of execution.

The object of critical recovery is, therefore, the model of intervention and its systemic condition, whereby each line of action is only addressed in order to show its role and its relationships with the whole. The other modules of this series are devoted to analysing them in depth. In keeping with the criteria already mentioned explicitly for systematisation, this recovery is carried out from an overall and regional viewpoint and from each country, in the understanding that they are, simultaneously, systems in themselves and interacting subsystems of the total area.

This volume is an expression of the present state of reflection of the Programme and has been built:

- ◆ *In diverse areas:* within each team; in permanent exchange with regional co-ordination, the Women in Development Unit of the IDB, the sector specialists of the country offices of the IDB, the Cinterfor/ILO technical team; in regional encounters, etc.
- ◆ *With varied purposes* from production of books, articles, national and regional communicational pieces; presentations of the Programme in training and spreading occasions; reports of team members; national and consolidated six-monthly reports on monitoring and follow-up of specific production to fulfil the objectives of the Systematisation component.
- ◆ *Integrating and processing* the results and recommendations of the intermediate evaluation, carried out by Enred Consultants.

The consolidation and transposition of the reflection in this document of synthesis have been the responsibility of the regional and national coordinators: Sara Silveira (Cinterfor/ILO), María José Rodríguez (Argentina), Eliana Gallardo (Bolivia), and Patricia Cárdenas (Costa Rica). Sara Silveira was responsible for the re-production for technical and editorial co-ordination, aided by Anaclara Matosas and Adriana Betbeder, members of the Regional Co-ordinating Unit.

The FORMUJER Argentina Programme shall produce another supplementary publication at the end of 2004 to inform on revisions, feedbacks and new results that will be arising and adding up on the basis of the continuum of actions on the part of vocational training institutions (VTIs) and of the experiences in applying them which other programmes or countries may be undergoing.

2.2. Some suggestions for reading

For reading purposes, a “model to be assembled” is suggested with various possible alternatives or routes according to vantage point or the use to which it could be put as a priority: overall and regional, specific and national, swift or as a synthesis.

If the first route is chosen, it is offered by Chapter II. If in-depth knowledge of the features and stresses of the model implemented in Argentina, Bolivia or

Costa Rica is sought, there is a specific chapter available. Finally, a swift appraisal by country can be made by reading the parts highlighted in bold and italics, and the figures, boxes and graphics.

As with all work assembled on the basis of the production of various individuals or groups, repetitions are unavoidable. To leave them out, however, would be to contradict the intention of respecting readers' choices. Repeated references, either between chapters or within them, aim at increasing and accumulating and at generating self-sufficient units.

Lastly, although it also may be obvious, the use of the @ in the Spanish version responds to the express will of making visible the inclusion of women and men.

It remains, thus, to rely on all persons, either doers or receivers, to find reasons to continue to share and advance together.

I. Challenges and opportunities of a vocational and technical training policy in Latin America at the turn of the century

Introduction

1. The new reality of labour: living with uncertainty, heterogeneity, exclusion and redefinition of gender relations
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Introduction

The purpose of this chapter is to address the material and epistemological scenario which surrounds the intervention model developed by the FORMUJER Programme, to which this book is devoted. As is pointed out in the Introduction, the in-depth analysis of that scenario and of the methodological developments to which it led, is undertaken in the series *Conceptual and teaching materials*, as also in articles included in Cinterfor/ILO publications¹. Moreover, the contextual peculiarities of each of the countries that co-execute the Programme are addressed in Chapters III, IV and V. Therefore, on this occasion a quick review is undertaken of the determining features of this scenario from the perspective of its condition as a conceptual framework and as a rationale for the Programme and the intervention model proposed, and in order to visualise the challenges and opportunities to which a response was sought.

1. The new reality of labour: living with uncertainty, heterogeneity, exclusion and the redefinition of gender relations

The last twenty years have represented, for the world as a whole and Latin America in particular, the most concentrated and radical historical period as regards social and economic transformations: we refer to the questioning of known models of knowledge production, of the morphology of society, of social economic development, of the production system and, mainstreaming them, of gender relations and representations. Each of these paradigms has an impact on the others in a mutually modifying relationship that causes the concepts of development and welfare to be redefined, creating a problem regarding access to them for significant sectors of the population. These changes are expressed with an unequalled intensity in the world of work because it is in that world that socio-cultural, educational and economic aspects that condition and provide a framework for social interrelations converge and interact.

¹ Especially in "Género y empleabilidad: desafíos y oportunidades para una política de formación profesional y técnica en el siglo XXI en América Latina", in *Boletín Técnico de Cinterfor/ILO, Formación Profesional, Productividad y Trabajo Decente* N° 153, which is the reference document to which this chapter applies and that this chapter synthesises.

The nature, structure, organisation, culture and actual sexual division of labour have changed with globalisation and the new world scope of the economy, permanent technological innovation and massive female entry into economic activity.

As a result of globalisation, time and space are compacted, economic and cultural distances are reduced and the decisions and activities of any point of the planet affect and redefine national and regional development processes, generating opportunities and, simultaneously, reinforcing certain precarious aspects. “The convergence of world economic integration with technical progress can generate instability and difficulties regarding the maintenance of employability of a large part of the active population of a country”².

Knowledge becomes the basis of human labour, but it also becomes increasingly evident that knowledge must be in context and relevant. Education becomes the centre of a new society, and what definitely distinguishes the poor from the rich –be they individuals or countries– is now not only whether they have less capital but also whether they have less knowledge and what they have is of poorer quality. People who cannot produce or consume relevant knowledge run an extremely high risk of exclusion.

There occurs a profound social reordering of the professions, that questions the traditionally positive relationship between schooling-rent-status. *More and better knowledge is demanded, state of the art training, at the same time as there is an important social reordering of many traditional professions along with which salaries decrease and status declines, experience is devalued and there is unconcern and waste in already trained human resources.* This reordering is closely linked to the accelerated obsolescence of knowledge, the increase in the average level of information and formal education, the questioning of extreme specialisation, given the need for constant learning, as well as the dissemination by mass media of scientific knowledge in an accessible language, the retraction of social investment and its impact and relationship with the increase in female participation.

² ILO, World Employment Report, 1998-1999.

The known model of permanent employment³, which rises and is predictable, and mass labour, reaches a crisis:

- ➔ Life in this context involves a transitory condition and short-term projects. Mobility between enterprises, between formal and informal labour, alternate periods of employment and unemployment and the appearance of alternative ways to relate to labour (part time employment, home work, working by task) are the new features.
- ➔ Although weighted differently among developed and developing countries, urban informal labour becomes a substantive part of employment, partly due to the new practises of entrepreneurial organisation and, also partly, as an escape valve regarding the reduction of the pace of growth in formal employment.
- ➔ Employment is created in small amounts –almost job by job– and in its generation the small, medium (SMEs) and micro-enterprises and local development processes become the great protagonists. This widespread area of activity demands organisations and individuals capable of adapting and changing permanently, allowing them to face the world of labour and be capable of taking a position regarding the multiple modes of work.
- ➔ At the same time, new activities begin to take shape linked to sustainable development, to information and communication technologies, as well as to the new needs arising from social change. The entry of technology to homes (technification) and the migration of domestic tasks towards public spaces are leading to an increasing acquisition of services in the market that were traditionally performed at home. All of which opens up universes of alternative insertions that call for new competencies which will have to be strengthened and/or acquired.

It can then be concluded that *the new work aims at diversity, flexibility and instability, requires intelligence, polyvalence, self-responsibility, initiative and enterprising capacity, as well as having to manage uncertainty and change. It is closely linked to local determinants and to the new fields of employment and has specific characteristics and connotations by gender*, given that women and men

³ In FORMUJER Publications, unless stated otherwise, the term will be used in its broader sense of wage work in the market productive system.

face different demands and possibilities, arising from social hierarchies parcelled out by roles, spaces and responsibilities.

Women are no longer a secondary labour force, they have consolidated the “double presence” model facing the difficult relationship between work cycle and family life; they have increased remarkably their levels of education, especially in young generations and even attend vocational training activities more than men. This translates into an irruption of new identities, new styles of living, new reproductive patterns and a reconfiguration of the relations of men and women with things public and private.

Likewise, the changes in the world of labour offer women both advantages and discriminations and risks.

- ➔ They allow the development and diversification of their vocational and personal options that are no longer conditioned by physical strength but rather by knowledge and skills.
- ➔ Competencies that women have been exercising for a long time are required and valued (integration, teamwork, motivation, diversified attention, etc.), and the value of those competencies can better be made an objective.
- ➔ With the development of computer science and the services sector new and improved employment opportunities are opened up to them. At the same time, the introduction of state of the art technology and quality systems, even in those sectors in which they have been traditionally a majority, is relegating them to a second level and outsourcing circumscribes them to less qualified tasks and/or enterprises. Similarly, their access to positions of management is clearly limited.
- ➔ The combination of increased female schooling and the persistence of wage discrimination translates into the incorporation of women into work for which they are overqualified and for which they receive similar or lower wages than those of their male peers with less education.
- ➔ The high technification of homes and the migration of domestic chores to the public sector has simplified the administration of daily life and the tasks of attention and care. At the same time, the transformation of habits, towards an increasing acquisition of services which were traditionally rendered within the home and are now purchased in the market, has become

a very important source of female work, constituting one of the most fertile universes of alternative insertions that, already now are calling for new competencies that men and, especially, women have to strengthen or acquire.

- ➔ The new modes of work (telework, home work and part-time work) in which women play a major role, contribute benefits such as new employment niches, access to technology, greater compatibility with family obligations, flexible work schedules, etc., but they tend to be precarious, badly paid, with scant or nil social protection and high hourly intensity. Their transfer to the domestic environment makes it more difficult for women to discriminate and place limits between private and public life.
- ➔ The depreciation of traditional academic degrees and the scant relevance of secondary education regarding the requirements of the world of labour affects them especially because their educational efforts have in the main been directed towards both.
- ➔ Although female vocational diversification has increased and they are rapidly entering into technology and the “hard” sciences, this presence does not avoid the gender biases because their labour insertion horizon continues most probably to be teaching and when they have access to research activities they are involved in handling the least costly projects with the least impact.
- ➔ Adjustment policies have strongly affected attention and care services – via the reduction in the public supply that makes them its own and the wages that are paid– that are those which produce goods with a greater social externality, in which women are a majority and to which they devote two thirds of their unpaid working hours.

2. Contextualisation in Latin America: high unemployment, growth of informality and of the participation of women and their interdependence

As is pointed out by the ILO, the labour performance of Latin America since the mid-nineties, in a scenario of rapid economic opening, has been erratic: the economic recovery processes were and continue to be interrupted by successive crisis and the resistance of unemployment to decline persists, even in the stages when the economy is strengthening. Thus, the second year of the new century closed with a weighted average unemployment rate of 9.2% that is the highest recorded during the last twenty years, exceeding that recorded in the previous years where a generalised recession prevailed. Rates of between 15% and 21.5% were recorded by Argentina, Colombia, Ecuador, Panama, Uruguay and Venezuela and only in Brazil, Chile and Mexico were they lower. It is estimated that 17 million persons are unemployed, young people and women being the most affected. Among the factors with the greatest weight that explain this situation are the disappearance of the public sector as a net employer and the adjustment through reduction of employment of the enterprises of larger size, facilitated by technological innovations and organisational changes designed to increase productivity⁴.

The following situation determines the context and foundation of the FORMUJER Programme: at the time the Programme was designed, 1994, the average unemployment rate in the region was 6.6%; when it began, in 1998, it was already 8% and its growth was a constant that ran parallel to the entire process of execution, actually doubling during the stage when the training actions occurred. In Argentina the increase was exponential.

Simultaneously, changes in employment structure have been remarkable: employment was privatised –ninety-five of every one hundred new jobs were generated in the private sector–; labour demand –especially of non-qualified workers– in the structured sector decline strongly and modern employment contracted sustainedly. Outsourcing, informalisation and precariousness continue to increase: of every hundred new jobs, ninety-six were generated in the tertiary

⁴ ILO, Labour Overview 2002. Latin America and the Caribbean, ILO/Regional Office for Latin America and the Caribbean, 2002.

sector; only six out of every ten had access to social security services and only two of every ten individuals working in the informal sector are covered by social protection. A reading by sex shows that, in terms of access to social security, women have been the most damaged: in the five-year period 1995-2000, while the percentage of men involved, diminished by one point, that of women did so by three.

Informalisation is the decisively determining feature of employment in Latin America: of every ten jobs generated since 1990, seven have been informal. Between 1990 and 1998, growth in the informal sector was 3.9% a year compared with 2.1% in the formal sector. By the end of the 20th century, 46.4% of urban occupation was in informal activities; the proportion in the case of women rose to 50%⁵. As stated by V. Tokman, in the decade of the nineties formality in Latin America must be visualised as a minimum from a double perspective: from the logic of survival and from the decentralisation of production⁶. In the first case, informality is the result of pressure brought by excess labour in a scenario of insufficient productive employment generation and strong limitations or inexistence of unemployment insurance. It is expressed mainly in working for oneself, with little qualification and low quality. In the second case, it is associated to the need to face the demands of competitiveness in a global scenario that encourages the introduction of more decentralised, flexible and efficient production systems and promotes polarisation in terms of human resources qualifications, salaries and the quality of employment. Decentralisation leads to externalising and subcontracting services and production, entrusting them to ever smaller firms, family firms and homeworkers. The search for flexibility and efficiency, moreover, has encouraged the proliferation of de facto changes in organisation, in modes of work and in reforms of the regulatory frameworks of the labour market to introduce new forms of contracting, flexible working days, internal mobility, methods that adapt to wage setting, individual bargaining of labour contracts, changes in dismissal policies, etc.

Nevertheless, despite the increasing incidence of informality proceeding from productive decentralisation, “the logic of survival has been and continues to be a determining factor in the development of informal activities”⁷. If we add to

⁵ ILO, Employment and social protection in the informal sector. Governing Body, Geneva, 2000.

⁶ Tokman, Victor. From informality to modernity, ILO, Santiago, Chile, 2001.

⁷ Tokman, V., op.cit

this the accumulation of non-declared and precarious work, we can understand why *the dominant tendency in Latin America is the association between informal work, low productivity, low quality, absence of opportunities, low pay, precariousness and vulnerability.*

Regarding the reality of Latin American female unemployment, at the close of the century, women made up 45% of the urban EAP and its rates of labour and occupational participation have experienced a constant increase although with strong differences according to economic strata, educational level and age⁸.

Schooling levels have been growing more rapidly than those of men which—despite the fact that their willingness to insert in the labour market increases and participation is facilitated—does not guarantee more and better jobs. Women have become an economic co-provider and, in many cases, only provider in the household, which is confirmed by the reduction of the participation gap between poor women and the remainder of the population.

Nevertheless, *this growth has been concomitant with the systematic increase in unemployment rates. In 1990 the female unemployment rate was 20% above that of the males; in 1998 this gap grew to 40% and the gap between poor women and men and young people was even higher.*

Given the increasing importance of women as providers in the household and sustainers of themselves, the increase of unemployment and its implications for their lives are ever more visible. Among them, the low self-esteem caused by protracted periods of unemployment that, in turn, leads to the acceptance of precarious jobs with low wages.

The sexual division of labour is fundamentally responsible for associating women and poverty: their greater vulnerability to fall into situations of poverty has to do with their social disadvantages vis-à-vis men to access and control productive resources, with their lesser participation in institutions and with the lesser social value placed on their activities and skills and, therefore, with their

⁸ For an in-depth development, see: FORMUJER, *Incorporación de la perspectiva de género en la formación profesional – Materiales didácticos*, Cinterfor/ILO, Montevideo, 2001, and Silveira, S., "La dimensión de género y sus implicaciones en la relación entre juventud, trabajo y formación", in Pieck, E. (Coordinator) *Los jóvenes y el trabajo. La educación frente a la exclusión social*, UIA-Unicef-Cinterfor/ILO-RET-CONALEP, Universidad Iberoamericana, México 2001. http://www.cinterfor.org.uy/public/spanish/region/ampro/cinterfor/temas/gender/eventos/jov_mex.pdf

greater difficulties to accede and remain in the market. Of the 1,300 million poor people that were estimated to have lived in the world at the end of the 20th century, 70% were women, and in this sense the agricultural societies coincided with the industrialised societies. This feminisation of poverty is a response, among other things, to the increase in female heads of household, to adolescent maternity, to the deterioration of the social policies that made it necessary for them to take charge of social responsibilities as the role of the State in matters of social welfare diminished, etc.

A clearly distinctive feature of female labour is their persistent concentration in the tertiary sector: 97% of new jobs for women in the last decade were generated in that sector and, in 1998, when FORMUJER was just beginning, more than half (52.7%) of total female employment was concentrated in community, social and personal sectors and almost one third (27.2%) in trade. Another outstanding feature to be mentioned refers to the wage difference between men and women (in 1998, female average income was 64% of male average income).

The difference between the female collective according to the different segments of the labour market is also marked: women occupied in the informal sector earn less than half those working in the formal sector. This leads one to think of the quality and the conditions under which females work: to compensate low salaries they work more time, which leads to greater physical wear and tear on the part of female workers, who are in general badly fed and have few hours of sleep and rest.

If level of education is compared to access to the labour market, there is generally a positive relationship between number of years of study and formal occupation access possibilities, both for men and for women. However, *on average, women need a substantially higher number of years of study than men to be able to insert themselves in the formal sector. The gap is even greater among those who achieve post-secondary studies, which is a result of the conjunction of vocational segmentation by gender and the loss of quality and relevance of education in general.*

Likewise, women are over-represented in the informal sector: in 1998, while more than half (52%) of female employment was informal, for men that figure was 45%. Thus, in the region as a whole, the proportion of women working in micro-enterprises in 1998 was 12% and within that figure a distinction must be made

between owners and employees. This figure shows that owners received higher income than employees, and that women are concentrated in the latter category. *Even if both men and women micro-entrepreneurs are exposed to numerous difficulties conditioned by poverty, women turn out to be much more vulnerable. This is because the cultural and social pre-concepts regarding the activities typical of each sex not only limit their choice but also do not promote in them risk-taking capacities, decision-making, etc.; their family responsibilities also generate an overload of work, lack of time, irregular distribution of time, reduced mobility and insufficient access to information systems and important vocational networks, as well as lacks and limitations for vocational training in modern and dynamic sectors.* As a result, micro-enterprises led by women are typically small, they grow irregularly and there is in them no clear division between the enterprise and the household. They tend to be devoted to developing activities in those sectors in which there are fewer barriers to access, where rudimentary techniques are used and labour is very poorly qualified, providing low income and unstable employment.⁹

Among expressions of labour flexibility, homework is taking on renewed importance. Added to the traditional homework in the textile and clothing sector, there are now the new technological services (telephone sales, consulting, Internet, etc.), the outsourced manufacturing productive phases, low transport cost in-bond production and other manufactures linked to the transfer to the productive area of many domestic activities. This generates a highly heterogeneous spectrum, both in terms of condition and of pace, as in educational and training requirements. *Even when precise information is not available on the magnitude and characteristics of that type of work, it is acknowledged that it is a kind of employment that includes mainly women of a child-bearing age, with major territorial mobility restrictions and who face limitations to match family and job responsibilities. In this case work is not only done “at” home but also “in” the home, where the borders between paid work and domestic occupations become diffuse.*

Better conditions prevail in activities that require greater technological intensity and qualification. Thus there are written contracts in place, benefits

⁹ Gehriguer, Anita; Romer, Doris; Stetter, Hilmar: *El enfoque de género en la promoción de la pequeña empresa*, FD IBU/HIF BSM, 1999.

and social security payments similar to those for persons working in the firm and with pay competitive with the local market. The greater instability and lack of social protection are concentrated in sectors where qualifications are in less demand. In general, contracts are oral and do not refer to any kind of social protection or minimum income and pay is by the piece or for piecework and upon delivery.

The combination of working for oneself and homework, neither professional nor technical, is in diverse countries of the region the feminised space par excellence.

Lastly, domestic service (a category in which the pay levels and social protection are lowest in the informal sector) concentrates a significant percentage of employed women and accounted for 22% of new jobs for women generated between 1990 and 1998.

Even if brief and restricted, the information presented does not allow any doubt regarding the following:

- the role of the non-structured economy as an almost exclusive labour solution for a growing and major segment of the population of Latin America –and, especially, for women and those who are also heads of household– who must resort to informal activities in order to be able to ensure survival and mitigate the effects of poverty;
- the interdependence and even feedback between precariousness, lack of protection and low income levels –which are true of the wide majority of the jobs in the informal sector in Latin America– and the conditions of economic and social inequity and vulnerability that continue to define the female participation in the world of work.

All of which confirms that if direct discrimination is better “controlled” day by day in education and in the labour market, indirect discrimination remains and does so with indisputable force.

Because of this, *the reduction of the deficit of “decent work” –as understood by the ILO to mean productive work that allows men and women not only to take care of their sustenance and the sustenance of their families, but also to do so in conditions of freedom, equity, security and human dignity and with possibilities of personal development– is, at one and the same time, the greatest and most*

urgent regional challenge and one of the most potent mechanisms to combat exclusion and marginality. The last data handled by ILO point out that this deficit “that in 1990 affected 49.5% of total workers in the region, increased to approximately 50.2% in 2002. Under these conditions it is estimated that the increase in the deficit reached 15.7% of the urban labour force in the period. In other terms, the decent work deficit of 2002 affects 93 million Latin American and Caribbean workers, 30 million more than in 1990.”¹⁰

*Generating conditions for men and women to be able to satisfy their right to a “decent job” is, therefore, an essential element of sustainable strategies against poverty. For this reason, the world of labour requires active employment policies that include, as one of its unavoidable components, equality policies, and the latter, in turn, to be relevant and of quality, need to incorporate the gender perspective, because gender is a component element of social relations, a social construction that operates both at the social and individual level.*¹¹

¹⁰ ILO, *Labour Overview 2002, Latin America and the Caribbean*, op.cit.

¹¹ For greater depth, see Point 1, Chapter 1: The notion of gender, gender as social construction, in FORMUJER: Gender and training by competencies, Cinterfor/ILO, 2003, and FORMUJER, v The gender perspective: base variable and critical instrument of analysis in the Prologue of FORMUJER: *Incorporación ...*, op cit

3. The impact of changes in vocational and technical training in Latin America

The conjunction of active employment policies and equality policies converges in the policies of training for work because they are the space of articulation, the point of encounter between needs and possibilities of the productive system and of those who produce, both men and women. And, to fulfil this function they must attend simultaneously to their two pillars, employment and people.

The profound metamorphosis of the world of work not only raises the challenge of generating employment itself. Rather, it has a fundamental bearing on the shaping of new identities, new life and consumption styles that are reflected in family relationships calling for a re-configuration of the link between men and women and public and private affairs and, therefore, of the gender relations themselves.

Work in its present context requires individuals who actively construct the course of their work, being capable of identifying and valuing their resources and capacities, while searching for supports and the will to overcome their limitations in such a way that it positions them as managers of their own employment opportunities.

Uncertainty, diversity and heterogeneity can only be addressed from a position of autonomy, understood to be the capacity to think and act on one's own, to choose, and to do so self-knowledge, independence, responsibility and decision-making capacity are needed. These capacities are as indispensable to access and remain in the world of work as they are to be socially included and to exercise the right to citizenship.

The absence or weakening of these personal and social competencies mark a significant difference regarding the incorporation into the world of work or lack of it and, at the same time, determine inclusion or marginality in the prevailing economic and social development model. Recognising the favourable personal incidence of the possibilities of accessing employment and social integration does not imply, in any way, to lay blame or guilt on those who lack that capability and to exonerate the system and the socio-economic policies of their role and responsibility in the provision of opportunities.

This scenario questions forcibly the policies of training for work because it implies changes in what and how to teach and why; even though training was always related to context, today this relationship is determining and two-way. *The context conditions and determines training policies since they are not neutral but rather they respond to the economic and social development paradigm in force and reproduce values, standards and biases in effect in the society in which they are immersed, including the ideas and conceptions regarding female and male. Also, however, it questions and challenges them given that they must be relevant and in keeping with the requirements of economic and social development although, at the same time, they must become an instrument for struggle against the different manifestations of social exclusion and inequity that the same development model generates.*

To face this challenge, the vocational training system must:

- ➔ address a profound redefinition of its institutionality, its objectives, contents and modes;
- ➔ strengthen its role as an instrument of struggle against poverty and to overcome inequities.

3.1 Redefinition of institutionality, objectives and modes of training

This process has accelerated sharply in the region¹² since the middle of the last decade. Its main features are as follows:

- ◆ A search is in place for an articulation between demand and supply and, therefore, remarkable changes take place in the composition of the supply of training, with the tertiary sector prevailing in the weighting. *If traditionally vocational training was defined on the basis of supply, i.e., on the basis of the knowledge and resources available in institutions, today it*

¹² See Cinterfor/ILO, Modernization in vocational education and training in the Latin American and Caribbean Region, Document presented at the Seminar "Innovations in the management of vocational training in Latin America and the Caribbean" Rio de Janeiro, 2000, http://www.cinterfor.org.uy/public/english/region/ampro/cinterfor/publ/sala/moder_in/index.htm and Cinterfor/ILO: *Training for decent work*, Montevideo, 2001, http://www.cinterfor.org.uy/public/english/region/ampro/cinterfor/publ/t_dw/index.htm

*is indispensable to identify demand for training from a double reading of the needs and conditions of the productive area and the individuals and organisations the training is serving. The labour competency movement as a response to this concern has spread and it becoming universal.*¹³

- ◆ Vocational and technical training is conceived, at the same time, as an educational, occupational and technological fact.
 - *Its educational nature is stressed by accepting that it converges with formal and informal education to enable a training continuum to take place that lasts as long as the life of a person and in which all spaces in which life takes place become educational.* A “lifelong education” does not mean a sum of educational and training actions, but rather a balanced combination of basic knowledge, technical know-how and social skills, and that is what gives the person the general knowledge that is transferable to the job. This approach is sustained by the need to remain competitive in a world of changing products and technologies, rapid obsolescence of knowledge, devaluing of diplomas, and, at the same time, valuing of real competencies as well as the struggle against unemployment.

This training continuum needs mechanisms that recognise knowledge and thus its articulation with labour competency, understood as the real capacity of a person to achieve an expected objective in a given labour context. The previous productive paradigm was essentially prescriptive: the people were considered qualified insofar as they proved their capacity to respect a rule of behaviour previously defined regardless of them. Today, they have to take complex decisions and assume personal responsibilities when facing unexpected situations, which implies a social attitude of involvement that mobilises the intelligence and the subjectivity of the individual. Simultaneously, *information and communications technologies (ICT) impose changes in the competencies acquired, in work systems, they facilitate the decentralisation of management, the individualisation of work, the personalisation of markets and, also, they are becoming the objectives,*

¹³ See: FORMUJER, *Género y formación por competencia*, op. Cit.

the methodologies and the organisational models of education and training. They encourage the redefinition of the teaching role, the integration of different teaching media and the equilibrium between standardised and massive models and the personalised attention of the learning individual, so that he or she can continue on his or her own along a process of permanent education.

- It is linked to productivity, competitiveness, wages, social security, employment and social equity and *becomes a key component of labour relations, the social dialogue and active employment policies.*
- *It acquires strategic values in innovation, development and technology (hard and soft) transfer processes and in the identification of new niches and employment alternatives* generated by them. This is realised by means of articulations with the entrepreneurial sector to address research and advisory activities and also by conceiving the enterprises as population demanding training.
- ◆ Although since far back, in the region vocational training sought to support economic and productive development and contribute to social integration, *the present scenario made it imperative to pay attention to the most disadvantaged sectors.* This has been translated into the execution of great training programmes, investing millions, in all countries, focalising on specific groups or sectors (young people seeking work for the first time, unemployed workers, to address reconversion or technological innovation, for the promotion of micro enterprises and activities in behalf of oneself, women heads of household, etc.) which tended to affect the existence of comprehensive and long-term policies.
- ◆ The interrelationship of all these factors transformed the institutionality of training:
 - the role and signification of Labour Ministries changed as they took charge of co-ordinating and/or financing actions executed by the private or public sector although in a system of free competition,
 - financing is shared between the State and the private sector,
 - the positioning and roles of labour and productive players changes, and trade unions and entrepreneurial organisations begin to take an active part both in the definition and in the management of training.

All that has led to a heterogeneous panorama in which diverse organisational arrangements live together that Cinterfor/ILO has sketched out into four large categories:

- ◆ Concentration, both of responsibility for the definition of policies, and of direct execution, in a single instance which may be the Ministry of Education, of Labour, or a VTI with national coverage.
- ◆ Concentration of policy and strategy definition in a single instance that, in turn, is superior in the execution of actions although incorporating supplementing strategies through shared management and collaborating centres.
- ◆ Coexistence and interrelationship between two arrangements with different logical frameworks: one, associated with Labour Ministries that defines policies and does not execute them, and another, associated with domestic or sector VTIs.
- ◆ Assumption of the definition of policies and strategies by a specialised instance of the Ministries of Labour and execution by multiple suppliers and players.

This transformation has been unquestionable. In some countries it was practically total while in others the old and the new institutionality live side by side but, in those cases, the VTIs that survive have done so as of the beginning of reform processes guided by the search to deal jointly with economic, productive and technological and social imperatives.

The common denominator is the expansion and diversification of training supply that has improved coverage margins in comparison with previous policy models, centred in large hegemonic institutions. To a great extent, this expresses the various conceptions regarding the most efficient forms of making social policy and attending to the requirements of training, both of the productive sector and of that of the society as a whole. Moreover, it represents the discussion related to what the areas and forms of action of the State should be, what may be left to market dynamics and also, although more recently, may be left in the hands of the civil society with its earlier and new forms of organisation.

These transformations are in full construction. For this reason there are still no complete evaluations available regarding results in terms of quality and

relevance of teaching/learning, neither on their effect on the increase in labour insertion possibilities and the permanence of the activity in the different populations. However, there are enough elements to judge whether:

- the multiplication of present suppliers has not implied in itself greater levels of equity or uniformity of the quality and the relevance of training, showing disturbing levels of superimposition and de-coordination with little advantage being taken of human and financial resources;
- the problems targeted for specific populations, with inclusion of labour insertion as the single success indicator and condition for payment, have turned out to not to be very effective regarding whether individuals can face up to constant mobility in jobs and working conditions;
- it is not true that the market can be the only guide for training systems and policies, although there is no question that it must be addressed in a timely and efficient manner. In the first place, because it tends to reason in the short term and be conditioned by specific urgencies and, in second place, because the model of development and the market generate inequities and exclusions that must be corrected by training policies.

3.2 Training as an instrument against poverty and for overcoming inequities

In this economic, social and epistemological scenario, training policies are not responsible for generating employment but they must support individuals so that they become detectors of opportunities, going from the status of passive subjects, depending on an external involvement that approaches them to an insufficient labour supply, to being builders of employability structures. In this framework, employability refers to the ability to “find, create, preserve, enrich a job and go from one to another obtaining in exchange a personal, economic, social and professional satisfaction”¹⁴ and has to do with processes occurring at different levels: structural, economic, standardising and cultural although also relational and personal, the latter being directly involved in training for work.¹⁵

¹⁴ Ducci, María Angélica, “La formación al servicio de la empleabilidad”, *Boletín Técnico Interamericano de Formación Profesional, Cinterfor/ILO, N° 142*, Montevideo, 1998, pp. 7-24, <http://www.cinterfor.org.uy/public/spanish/region/ampro/cinterfor/publ/boletin/index.htm>

¹⁵ To find a broader approach, see Chapter III, *Formación basada en competencias y con enfoque de género en FORMUJER, Género y formación...* op. Cit.

Likewise, the economy and society in general, and also enterprises, have no *raison d'être* without the human resources capable of responding and sustaining their operation. Training for work is then a means to empower people, improve quality and the organisation of work, increase productivity and income of workers, strengthen the competitive capacity of firms and promote security in the job, equity and social insertion.

Because of this, the right to education and training have been recognised and institutionalised within the system of fundamental human resources by means of pacts, standards and international and national statements. And, in that sense, *it does not seem possible to think of a decent work that does not include the right to training and skills development. Thus, to address training of men and women requires to do so both from a vantage point of access and quantity and of the quality and relevance of the contents received. And within this dual approach, training for employability should be articulated and supplemented by training for citizenship. Democracy, development and respect for all rights are interdependent concepts that reinforce each other. To exercise conscious citizenship and respect for diversity, in the same way as for present work, a capacity to understand the medium in which one is acting is required, as well as valuation of complexity and diversity, systemic address of reality, communication, team work, solidarity, participation, self-care and care for others, etc.*

In turn, these requirements have contents, excessive demands and possibilities which are not the same for women and men. When the elements that come into play when requiring female personnel are analysed, a predominant role is assigned to the type of occupation that requires female labour, a reluctance to hire women because of the social costs involved, the predefinitions and stereotypes, etc. *All of this was forcibly manifested in vocational segmentation by gender that does not begin or end in the labour market.* Gender representations are the result of the interrelationship among, at the least, the following four dimensions:

- cultural symbols incarnated in multiple representations;
- standardising concepts that set polarisations and repress alternatives;
- institutions and policies that reproduce biases and the hierarchical valuation between men and women;

- the subjective identity that positions and determines life projects.

Vocational and technical training is also responsible for this segmentation, reproducing it and reinforcing it with its own internal barriers to a qualified, relevant and diversified female participation. These barriers could be the lack or insufficiency of an information system, vocational and occupational guidance with a gender approach that stimulates new options and breaks the stereotypes, the persistence of a sexist language and of stereotypes in the publicising and definition of the supply, in teaching materials, as well as in teaching practises and methodologies, the rigidity and lack of flexibility in the structure of courses, the lack of inclusion of supports – teaching, economic, logistical, cultural – for female needs and conditions, etc.

The Survey on the Participation of Women in Vocational and Technical Training,¹⁶ undertaken by Cinterfor/ILO and FORMUJER among sixteen Latin American training institutions, with the purpose of visualising the evolution of female behaviour during the past ten years shows, among other things, that:

- although female enrolment has grown sustainedly, there is still a quantitative inequity: women were 28% of enrolment in 1995 and are 39% in 1999;
- progress in diversification, although plentiful, has not been enough to overcome the concentration of enrolment nor the more intense expressions of vocational segmentation. At the end of the 20th century, the ten sub-sectors with the greatest number of female pupils report 77% of female enrolment, while the same parameter in the case of men is 51%.

For training to contribute to overcoming these discriminations and inequities, but also to improve quality and relevance, it must incorporate a gender point of view to the definition of its contents, to its methodology, to the construction of its supply and to all institutional practise. *To mainstream the gender perspective in employment and training policies means to understand that gender is a basic socio-economic variable which is influenced by or that interacts with the other variables that generate differences (income, educational levels, original cultural*

¹⁶ A synthesis of the basic document is to be found in Silveira, S. and Matosas, A, "Hacia una formación decente para las mujeres. Avances y asignaturas pendientes para la participación femenina en la formación profesional y técnica en América Latina", in Boletín Trabajo Decente y formación profesional, Cinterfor/ILO, N° 151, Montevideo, 2002.

capital, ethnics, social class, rural or urban conditions, etc.) whereby the achievements obtained in gender equity find they are hampered by the survival of other inequities and vice versa. For this reason, the gender point of view is a critical instrument of analysis, a conceptual framework that orients decision-making, which allows gender marks to be identified and modified.

If training policies commit themselves to these premises—employability, citizenship and gender as interdependent dimensions—they will be paying attention, in a comprehensive and articulated manner, to the conditions and competency requirements of the present labour market and those of the individuals, characteristics and demands of the new occupational profiles and to valuation, development and strengthening needs of individual capabilities. In this way, they will be contributing to the struggle against poverty and social exclusion, to the improvement of the conditions and quality of life of women and men, and progressing towards the construction of a more inclusive and equitable world.

II. A model of training policies for various areas of intervention and multiple players

The Regional FORMUJER Programme

Background

1. The regional and institutional scenario in which the Programme is inscribed
2. Design and objectives of the Regional Programme
3. Rationale for the intervention model adopted
 - 3.1 The theoretical/conceptual axes of the intervention model
 - 3.2 The methodological axes of the intervention model
4. Design of the general intervention strategy
 - 4.1 How were operations carried out from the regional area?
 - 4.2 How were operations carried out from the national areas?
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5. Implementation of the FORMUJER model: principal approaches and methodological developments
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6. Implementation of the FORMUJER model: components, lines of action and its main contributions and products
7. Principal results attained in the implementation of the intervention model and in focalising and improving the employability of the target population

- 7.1 The intervention model
- 7.2 Focalising and improving the employability of the target population
- 8. Some lessons learned
- 9. Transfer and sustainability of the model and of the experience

Background

The Regional Programme to Strengthen Technical and Vocational Training of Low Income Women in Latin America –FORMUJER– is a transnational initiative into which the efforts and resources of three national entities and two international agencies converge. The three entities are dedicated to formulate and/or execute vocational and technical training policies: the Ministry of Labour, Employment and Social Protection (MTEySS), through the Employment Secretariat in Argentina; the National Institute for Labour Training (INFOCAL) of Bolivia; and the National Training Institute (INA) of Costa Rica. The two international agencies are: Cinterfor/ILO (Inter-American Research and Documentation Centre on Vocational Training) and the IDB (Inter-American Development Bank). Cinterfor/ILO is in charge of technical and methodological supervision and regional co-ordination and the IDB has co-financed it, under its non-reimbursable technical cooperation mode.

Since its creation, as a technical service of the International Labour Organisation dedicated to promoting and strengthening the methodological and strategic aspects of vocational and technical training in Latin America and the Caribbean, Cinterfor/ILO has undertaken many activities to enhance female participation and fight discrimination. For that purpose, it embarked upon a dynamic of accumulation of knowledge and experiences that would give continuity to efforts to increase equality, both of the VTIs of the region and of the ILO in the world. In 1975 it developed Project 102 in which diagnoses were made regarding the employment and vocational training of women in nine countries of Latin America and, between 1992 and 1995 it executed the Programme for Promoting Women's Participation in Technical and Vocational Training in Latin America¹, jointly with the International Training Centre in Turin and the Regional Counselling Office for Working Women of the ILO. Within the framework of this Programme, those diagnoses were updated, going into greater depth regarding the incursion of women in non- traditional areas, on the basis of which a systematisation was done on the conditions and characteristics that defined the participation of women in technical training and in the employment market in

¹ For greater depth see: *Participación de la mujer en la formación técnica y profesional en América Latina - Síntesis Regional*, Cinterfor/ILO, Montevideo, 1992 and Antecedentes del Programa FORMUJER in: www.cinterfor.org.uy/public/spanish/region/ampro/cinterfor/temas/gender/formujer/ant/index.htm

Latin America and on possible strategies to improve it. On the basis of this consolidated knowledge, the Turin Centre designed and developed a Course on “Women and the technical professions.” This course was designed to train VTI representatives from the nine countries involved in the diagnosis² in the design of methodologies and strategies to improve technical-vocational training of women. As a result of this activity, the participating VTIs produced national plans that were implemented through units for promoting women or through focal points. Subsequently, those plans were gradually gone into in further depth by follow-up and interchange workshops, and new entities interested in the subject matter were incorporated.

In order to provide continuity to the synergies achieved by this intervention, both in terms of diffusion and interchange of methodologies, materials and strategies, and of creation of support and cooperation networks, Cinterfor/ILO and the Regional Counselling Office for Working Women of the ILO proposed a joint undertaking to the IDB Women in Development Programme Unit and to the VTIs mentioned.

1. The regional and institutional scenario in which the Programme is inscribed

The primary expression of the transnational nature of FORMUJER and of its network structure is its co-execution in various countries, by entities also of different characteristics and by two regional agencies. The common denominator of this plurality of scenarios is the coincidence and complementarity of objectives, areas of action and intervention mechanisms which is reinforced, institutionally and operationally, by the figures of Cinterfor/ILO and the IDB.

The national bodies share the condition of being members of Cinterfor/ILO and their profiles are set forth in the following chapters, so that, at this point, we shall only refer to the regional agencies.

² CONET (Argentina), SENAI (Brazil), SENA (Colombia), INA (Costa Rica), INACAP (Chile), SECAP (Ecuador), INATEC (Nicaragua), INCE (Venezuela), UTU (Uruguay).

Cinterfor/ILO was created within the framework of the Seventh Conference of Labour Ministers of the American States Members of the International Labour Organisation and began activities in 1964, in Montevideo, Uruguay, with the purpose to “be an instrument for promoting permanent and active co-operation between the national agencies in charge of vocational training.”³ It is dependent upon the Director General and the resources for its operations come from the regular budget of ILO, from the technical co-operation projects it carries out and from the voluntary contribution of financial, human, locative, etc. resources of its more than forty member institutions. These bodies, belonging to 29 Spanish and English speaking countries, make up a regional training system organised, articulated and co-ordinated by the Centre and participate actively in the design, execution and evaluation of its programme of activities which is defined, also collectively, at the Two-year Meeting of its Technical Committee. That Commission –made up of representatives of the VTIs, the governmental leaders responsible for training and of employer and worker organisations– supports and supervises the modus operandi of the Centre and is the forum through which the national agencies specialised in training and development of human resources and the different players involved in America and Spain examine and discuss the present topics of employment and training for work, exchange experiences and propose new co-operation activities.

In order to fulfil its central objective of encouraging and co-ordinating the efforts of the bodies dedicated to vocational and technical training of the continent, Cinterfor/ILO carries out three priority functions: applied research, information exchange and technical assistance for which purpose it relies on its own technical team and a network of experts. These activities supply the build up of knowledge that then becomes its published production, that is another of the important lines of action of the Centre. Through its multiple series of publications, reflection and written dissemination are encouraged regarding the main experiences developed in the region, as well as on theoretical and methodological progress occurring in the field of training and employment; space is devoted to priority subjects on the training system agenda, teaching resources and methodological developments are contributed and, through analysis of trends and innovations, an effort is made to anticipate the needs and problems to which the training bodies must provide a response in the medium- and long- term.

³ Documents and resolutions on the constitution of Cinterfor, p. 312, Cinterfor/ILO, Montevideo, 1985.

This editorial production is fed by sources such as the practices, concepts and knowledge being developed in the training institutions, as well as the academic world of education, labour relations, the economy, the social and political sciences.

Another of the priority lines of action of the Centre is the maintenance of a permanent information and documentation service that is sourced and supplied by its own production, that developed by ILO, member bodies, academia, network experts, etc. Since the middle of the nineties, when the institution was equipped with a website, this service has increased exponentially in magnitude and coverage. Thus, the Cinterfor/ILO portal has been consolidated as one of the most up to date sources of information and documentation on vocational training in the region. It has a specialised search system –continuously being enlarged– and allows access to an electronic library composed of all the materials of its editorial line as well as all those related to the subjects addressed, available in other Internet sites. Moreover, its users can connect to the main centres of related information in the world through a policy of links, and interact through a set of discussion and exchange lists. Since 2002, this portal offers a version in English that has expanded its geographical and population scope, as well as the horizons of its themes and the pool of updated knowledge.

In latter years, there has been an intensified incorporation of hardware and software resources and teaching methodologies based on the new information and communications technologies (ICT) in order to make incursions into a new line of work: the development of publicising actions and actions of interactive and distance training, thus contributing with the ongoing methodological innovation and increasing substantially its capacity to provide technical assistance.

In order to fulfil all its functions, Cinterfor/ILO avails itself of a practice and work style that it has been perfecting over the forty years of its existence. *The axes of this action are horizontal co-operation and articulation and co-ordination with other similar initiatives and agencies.* The Centre considers itself a horizontal co-operation mechanism between national training institutions; it is on the basis of theses institutions and together with them that, as has already been said, the different problems are addressed. Concomitantly, it develops a policy of alliances and networks with other organs of the ILO, other agencies of different types (UNESCO, ECLAC, PAHO, World Bank, Inter-American Development Bank, OAS, Swiss Development Co-operation, GTZ of Germany, Ministry of Labour and Social Affairs of Spain, etc.), appealing to economies of

scale and to the conjunction of efforts to avoid duplication and find common solutions to similar problems.

Likewise, *the IDB Group is the main source of multilateral financing for economic, social and institutional development projects in Latin America and the Caribbean* and includes three institutions: the Inter-American Development Bank, the Inter-American Investment Corporation and the Multilateral Investment Fund. Its main objectives are to reduce poverty, promote social equity and achieve sustainable economic growth. For that purpose, it centres its efforts on increasing competitiveness, by supporting policies and programmes that foster the potential development of a country in an open global economy; modernise the State, by strengthening the efficiency and transparency of the public institutions; invest in social programmes to gain broader opportunities for poor people and promote regional integration, by forging links between the countries in order that they may develop larger markets for their goods and services.

In order to support its member countries in the formulation and implementation of socio-economic development policies it uses mechanisms such as technical assistance and financing through loan operations, leadership of regional undertakings and research and dissemination activities involving knowledge, institutes and programmes. The Bank assigns funds to these initiatives and sets periods for the duration of same in order that, when they are finalised, the interventions are gradually eliminated and their objectives are incorporated into the habitual modus operandi of the counterparts. *Activities of research and dissemination of knowledge on the subjects related to development are conceived as inputs for discussion and orchestration of the policies and strategies to be implemented, as well as to analyse and evaluate the results of the interventions supported by the Bank. These activities are a response to the ultimate objective of identifying lessons and good practices* and include a broad spectrum of instruments such as the production and publication of studies, reports, bulletins, training programmes, conferences, seminars, support and promotion of research centre networks, etc.

The Bank understands that development is a process that involves both men and women although, to do so, a policy is required that promotes and ensures equitable participation by both in its benefits and, therefore, in the programmes that are financed for those purposes. That is the mission of the Women in

Development Programme Unit (SDS/WID) that plays a decisive role in sensitising Bank staff and the agencies of the borrower countries on the signification of women in development, and to support the increase of their active participation in public and civic life. With this purpose, SDS/WID provides, on the one hand, technical assistance to project teams to ensure that the Bank initiatives fully support the contributions of women and, on the other hand, it co-operates with member countries and with other dependencies in the production and implementation of specific projects to deal with the problems of women. Thus, the Women in Development Unit intervenes in and promotes activities in priority areas such as education, employment, training for work, fight against poverty, reproductive health, leadership and representation of women, governance, domestic violence, legal reforms, etc. Its very nature makes this policy involve multiple sectors and includes both directly productive activities and training and institutional strengthening activities.

These are, therefore, the background and institutional scenario of the FORMUJER Programme and, far beyond what that formally implies, are its conceptual and operational substrate involving: **the will to recover, empower and articulate learning, networks and national and international efforts aimed at equality of opportunities in training and employment, and the conception of itself as a part of a collective path opened up by many individuals and organs that, to progress, requites exchange between and the contribution of all of them.**

As can be seen below, these guiding principles were present from the time FORMUJER was designed and, in its implementation and instrumentation, they were developed and consolidated as a style and methodology of work.

2. Design and objectives of the Regional Programme

From the time the Programme was designed, this commitment to continuity of effort and methodological transfer as well as transfer of experiences was expressed in multiple dimensions, both formal and standardised, and conceptual and methodological.

Amongst the former, the following deserve to be underscored:

- ◆ the adoption of the diagnosis and the methodological and strategic outlines developed by its predecessor, the Programme for Promoting Women's Participation in Technical and Vocational Training in Latin America;
- ◆ the identifying criteria of the VTI co-executors. *VTIs with the greatest strengths and/or interest in terms of gender were selected.*⁴ Furthermore, the fact that they belonged and represented sub-regions was taken into account. Three of the four VTIs initially selected participated directly in the predecessor programme. Moreover, INFOCAL had incorporated their approaches and recommendations through Cinterfor/ILO technical assistance, transfer of materials and the participation in follow-up workshops of the person who would later on take over as co-ordinator of FORMUJER/Bolivia. At the same time, so that the FORMUJER proposals might be validated in the greatest number of contexts and, therefore, could be transferred to the diverse Latin American realities, VTIs belonging to the three largest sub-regions were identified: Southern Cone (Argentina), Andean (Bolivia and Ecuador) and Central America (Costa Rica);
- ◆ the enclave in Cinterfor/ILO with the explicit purpose of permitting feedback of information and experiences among countries and training institutions and dissemination;
- ◆ the complementation between ILO and the IDB to recover and articulate the efforts and lessons learned by both agencies in other cases and areas, with the common purpose of improving gender equity and supporting the female contribution to development and in the labour market.

⁴ See in the following chapters the profiles of each VTI and their previous experience in these subjects.

Likewise, the regulatory framework gave an account of the guiding principles through the following provisions:

- ◆ The initial proposal of FORMJUJER, that dates back from between 1993 and 1994, introduced a single programme that Cinterfor/ILO would execute directly. Cinterfor/ILO would be in charge, not only of co-ordinating and supervising actions, but also of transferring the funds to the four training institutions that had been selected as co-executors. Faced with the administrative and financial difficulties that this methodology involved, and after a prolonged and complex process of exploration and negotiation carried out, in the main, by the IDB Women in Development Unit and representatives of Cinterfor/ILO and ILO/Geneva, it was decided that the Non reimbursable Technical Co-operation Agreement that regulates it should be subdivided into four agreements, one for each counterpart. They were all of the same structure and contents with specific goals and budgets, that included shared and co-financed activities, as well as other differentiated activities. Cinterfor/ILO assumed the role of regional component in charge of co-ordination and technical supervision and the national bodies were responsible for the direct execution of the pilot programmes.
- ◆ At the same time, it was decided that the regional component would begin operations when two of the individual agreements had been signed and it was explicitly assumed there was a possibility of phase displacements and differentiated execution processes between the executors. FORMUJER began its implementation in June, 1998, in Cinterfor/ILO and the INFOCAL Foundation, and INA was incorporated in August of the same year while negotiations with Argentina and Ecuador continued. Although the terms of the Agreement with Argentina had been mostly agreed on by the time the regional component started activities, its signature was postponed considerably due to administrative reasons and political-institutional changes, so that it was finally signed only in April of the year 2000. Despite this situation, the Ministry of Labour financed the national co-ordinator with its own resources during this entire phase. This allowed the preparation and fulfilment of the prior conditions to progress and the Argentine Programme was able to interact and share in the processes of exploration and methodological construction that were unfolding at the regional level. In the case of Ecuador, the result of the national political

situation and the lack of definition regarding the fate of SECAP was that, regardless of efforts, a decision was taken towards the end of 1999 that there would be no go ahead regarding incorporation. The resources that had been assigned to it were not included in the general Programme budget.

- ◆ Regarding the IDB, technical responsibility for the Programme was concentrated in the Women in Development Programme Unit, and basic responsibility was concentrated in the Regional Technical Co-operation Division. In both cases those bodies designed and managed the setting-up of the Programme which meant that not only fidelity of focuses and objectives was being reaffirmed but also unique and integrated criteria to supervise and facilitate execution.
- ◆ Regional Annual Monitoring and Evaluation Workshops (hereafter Regional Workshops) were created, to which other institutions and players of the region would be invited, as well as international specialists, in order to exchange information and disseminate lessons learned. Moreover, it was established that, when the Workshops were held, the Programming and Evaluation Committee (CPE), made up of co-ordinators, VTI authorities, the IDB and Cinterfor/ILO would meet to establish together, analyse and evaluate progress and difficulties in the execution of the Programme, study and approve annual plans, as well as any possible change that might be needed in keeping with progress achieved.
- ◆ From a functional viewpoint, a National Executing Unit (NEU) was established for each programme and installed in the respective headquarters of the counterparts, with a minimum basic composition, also common, for national areas (the co-ordinator, the specialist in liaison with the productive sector, the administrative assistant) and variations according to institutional realities. Moreover, national seminars and/or workshops on follow-up and dissemination were planned. Similarly, the Regional Co-ordinating Unit (RCU) was set up in Cinterfor/ILO and made up of one regional co-ordinator (female) and three persons in charge of administrative and logistical activities. These co-ordinating units (CU)⁵ were responsible for the execution and for acting as technical advisory services in gender and training.

⁵ Hereafter the acronym CU shall be used to refer indifferently to National Units and the Regional Unit and the acronym NEU and RCU shall be used when necessary to differentiate them according to their roles.

- ◆ Actions were structured in two sub-programmes, the names of which alone tell of their objectives and the mode of intervention:
 - *Development of new methodologies and their trial in countries through pilot technical-vocational training programmes.*
 - *Promotion, regional dissemination and evaluation.*
- ◆ Guidelines were provided for two external evaluations, one intermediate and the other ex post, establishing explicitly that they had to incorporate the gender perspective methodologically and generate new indicators that were more sensitive and efficient for these kinds of interventions.
- ◆ And, above all, the focus on institutional strengthening was what provided a framework and confirmed, from a methodological point of view, the *modus operandi* of the Programme and the results expected.

According to its basic document, **the final objective of the FORMUJER Programme has been to support the female contribution to development and join in the efforts to reduce poverty by improving and increasing productivity and employment opportunities for Latin American women, especially low income women.**

In order to fulfil this purpose, its specific objectives aimed at:

- ➡ **Strengthening quality, relevance and gender equity in technical-vocational education in the region.**
- ➡ **Adjusting the modes and contents of training supplied to present labour market demands.**
- ➡ **Generating favourable conditions for equal participation of men and women in training for work.**
- ➡ **Raising the technical level of women, as well as the range of training options they are offered.**
- ➡ **Disseminating the models and methodologies developed in the entire Latin American region.**

These definitions of the original design were confirmed in the set-up phase of the Programme. The first activity addressed by the regional co-ordinating unit was an in-depth revision of the context budgets and of the objectives and

intervention strategies on which the Programme was sustained. With this purpose the Induction and Launching Workshop was organised (August 1998), although it had not been initially planned, in which the teams of the Co-ordinating Units and the IDB, together with specialists of the Cinterfor/ILO network, reviewed the basic rationale and the initial diagnosis and compared it to current employment conditions and possibilities in the region, as well as the more innovative trends and learning in place in the world of training.

This case of collective reflection led to the following:

- ◆ establishing that *the priority challenge for an intervention of this nature should be to achieve a structural and cross-cutting integration of the gender dimension, that would outlive organisational and circumstantial approaches and situations;*
- ◆ agreeing on common conceptual and methodological outlines and what the Programme should stress, and produce, on that basis, its frame of reference and epistemological framework, presented in Chapter I;
- ◆ confirming the need for and relevance of a common structure in terms of objectives, components and lines of action, redefine them and acknowledge them collectively and, on that basis, produce the regional Logical Framework that, in turn, was the foundation of the national versions;
- ◆ agreeing on procedures and patterns of technical-organisational implementation, specify responsibilities and the role to be played in the different phases of the execution by the regional component and by the pilot programmes;
- ◆ laying the foundations of what would later be consolidated as the “intervention model.”

This initial activity established, **as one of the methodological principles governing the Programme, the permanent revision and reorientation of the assumptions and strategies in the light of learning and experimentation alternatives.** Not only because the execution scenario has been characterised by uncertainty and the vertigo of change but also, fundamentally, because if the purpose has been to construct knowledge, validate it and transfer it, it would be an unforgivable contradiction not to incorporate into it, in a systematic manner, the progress and opportunities that the exploration process itself was revealing.

With the integration of these revisions –that will continue to be made explicit together with the strategies and components– into the formulations of the basic document, the profile of the Programme was consolidated and defined in the following manner:

FORMUJER intends to promote and strengthen the capacities of the institutions of the region in order to:

- **improve the quality, relevance and gender equity of training for work;**
- **increase the employability and the capacity for women and men to exercise their citizenship, paying special attention to the training needs and occupational insertion of low income women.**

There are three types of target populations:

- *Population to whom institutional strengthening is addressed:* direct executing bodies and their managing and technical teams, the whole of the vocational training system and its players, through the increase in their capacity to design and implement relevant policies, quality oriented and with a gender and equity focus.
- *Target or direct beneficiary population:* working age women, preferably unemployed, inactive, independent female workers, temporary female workers with a low income family, little vocational qualifications and/or heads of households.
- *Indirect beneficiary population:* all participants in training actions strengthened by the application of methodologies developed that will improve their possibilities of insertion in the labour market, the community and the productive sector, that will have better qualified human resources available who are capable of taking a more active part in national and local development.

The mechanisms and procedures involved are:

- **Design, validation, dissemination and transfer** of methodologies and strategies to incorporate, systematically and

cross-sectionally, the gender perspective in vocational training systems.

- **Promoting and strengthening methodological and organisational innovation** in training bodies and review of their approaches and practices in response to new requirements of the world of labour and to the needs and singularities of the different population groups, especially of women in disadvantaged conditions.
- **Monitoring and strengthening the capacities of the participants to define and implement a feasible employment and training project**, the target of which is increased employability through the incorporation of key competencies that permit a reduction in the risk of obsolescence and allow them to be active and productive throughout their life.

3. Rationale for the intervention model adopted

As has already been stated, *the original approach began with a common structure for the three countries and for the regional component, but it was necessary to orchestrate it into differentiated scenarios and with decentralised financial and administrative management. This diversity not only referred to the peculiarities of national and local contexts, but also to institutional profiles and the mode of execution.* While Fundación INFOCAL and INA define and execute training actions directly, in Argentina the Ministry of Labour plays a guiding role and establishes policy frameworks whereby FORMUJER Argentina co-executes its actions with third parties, i.e., with vocational or technical training institutions, of different origin or nature and NGOs that support and/or complement the said bodies, especially in the orientation and gender areas.⁶

⁶ See Chapter III.

Training for work was the tool to which FORMUJER resorted to address the present employment problem and contribute to the reduction of poverty and inequity. The mode it adopted was institutional strengthening, i.e., revision and updating of approaches, methodologies and practices in force in vocational training matters, to improve its relevance regarding changes in the nature and organisation of labour and to incorporate them into the gender and social equity perspective.

Strengthening is synonymous with valuation and monitoring of entities and, because of that, is only feasible if done by joint construction of change in a medium-term horizon.

Because of this, the challenge facing FORMUJER was, simultaneously:

- ➡ **To strengthen and innovate institutional capacities in order to improve the employability of women and men starting with a body of knowledge and lessons accumulated** by the directly participating entities and the training system as a whole.
- ➡ **To contribute, through that strengthening, to the removal of discriminations and barriers based on gender that condition female labour development and to the increase of equality of opportunities for women and men, paying special attention to the most vulnerable and disadvantaged groups.**
- ➡ **To construct and validate criteria, methodologies and recommendations** that, transcending the logic of isolated or specific experiences, could acquire cumulative capability and could institutionalise themselves –i.e., generalise themselves and make themselves sustainable– and be transferred to other realities and interventions.

To address this challenge and convinced that, although each society and/or each institution has to develop a path in keeping with its conditions and traditions, each can and should learn from the other, it was decided to progress towards the development of an *intervention model that would systematise common patterns, methodologies and strategies applicable, as lessons learned, by other programmes, institutions, governments and agencies interested in addressing the problems of training and employment.*

From the vantage point of FORMUJER, an intervention model is understood to mean the formulation of a theoretical-practical arrangement to address training matters that, in an articulated combination, identifies and organises the components, methodologies and strategies that should be brought into play to fulfil the objectives established and, fundamentally, the interrelations there should be among them.

The inputs for this formulation were the most updated theoretical outlines and developments in the scenario of training for work articulated with the experiences, good practices and lessons learned in the world scenario to incorporate and promote the gender dimension.

The model developed is set forth as an example to serve as a basis for and which calls for constant improvement and enrichment by each application and by contributions provided by all who are working in the area. Therefore, in no way does it mean to impose a recipe or establish a corset to be reproduced precisely, identically or unmovingly, and, even less, in a perfect and finished manner.

When FORMUJER decided to develop an intervention model, it intended to provide the training system with the identification and organisation of key policy elements that, because they had proven to be efficient and adaptable for heterogeneous scenarios, could be validated as common success factors and processes, the dissemination and transfer of which was advisable. In this way, collective progress is expected to be made easier, efforts and resources maximised and an iterative process started up that leads to continuous improvement as greater precision is acquired and testing is done under diverse conditions.

Together with the above, the characterisation presented in this document is the result of successive and permanent reformulations that were processed over the five-year period of its execution, and it expresses, as is stated in the Introduction, the present state of reflection of the Programme.

The intervention model proposed by FORMUJER is characterised by:

- The establishment of **common governing criteria or theoretical-conceptual and methodological axes at the regional level and differentiated management and implementation stress and strategies** in keeping with national and institutional realities.
- **The application, as pilot and demonstrational activities, of approaches and methodologies** to strengthen the capacities of the institutional teams to design and implement policies and for attending to the direct and indirect beneficiary population.
- The incorporation of process and result **systematisation, dissemination and transfer** of experiences and lessons learned **as a methodological outline but also as an objective in itself** that is expressed in a component with its specific lines of action and products.

A sketch is provided below of the synthetic rationale of the governing principles and the main procedures and methodologies that FORMUJER implemented for its didactic transfer are set forth, which shall be addressed gradually and in greater detail in the following sections.

3.1 The theoretical conceptual axes of the intervention model⁷

- **Strengthening employability**
 - ◆ Translates and applies the focus of lifelong education in training policies and, therefore, of persons as active subjects of a permanent process of teaching/learning.
 - ◆ Enables the double relevance of training with both the job and the individual.

⁷ For its rationale, see Chapter I.

- ◆ Responds to changes in the nature, contents and modes of work in the present context.

In order to succeed in the training *modus operandi*, FORMUJER:

- ➔ *developed theoretically the concept of employability and its contents in terms of key competencies and worked out methodologies and strategies for it to become an objective that guides the entire process of teaching/learning;*
- ➔ *adopted methodologically the cross-reference of the focuses of gender and training by competence;*
- ➔ *worked out and implemented the Occupational Project (OP) device.*

➔ **Expansion of opportunities and improvement of equity**

- ◆ Focuses on the individuals in a certain location, conditioned by their gender and social and economic reality, conceived as integral beings, who avail themselves of capacities and personal experience, knowledge, feelings and values that nourish both their physical dimension and their intellectual and social dimension. Based on these capacities and personal experiences, people may change and improve their conditions of insertion through individual and collective strategies.
- ◆ Conceives training as an essential instrument for inclusion and economic and social integration, to remove discriminations, fight against poverty and exclusion and promote real equality of conditions and opportunities among human beings.

To address this axis, FORMUJER considered an articulated intervention in the double logic of:

- ➔ *mainstreaming the gender perspective*, in order that the needs and specificities of women and men become an integral and permanent dimension of policies and institutional practices. *The result of FORMUJER work in this dimension was the institutionalisation of the gender perspective*, which was diversely formulated in each entity but under the common denominator of adopting gender equity as an objective or strategic axis of the institutional mission;

- ➔ *focalising methodologies and actions to bring them to the attention of the target population* that leads to implementation of supports and strategies of positive discrimination to address the initial disadvantages of the female collective, especially of women in disadvantaged conditions (poor, with low educational levels, heads of households, adolescent mothers, etc.) or the specific problems of the female collective (access to senior positions; to technologically innovative areas; to the field of science and technology; training for entrepreneurial and trade union leaders, micro and small enterprises, etc.).

In the *modus operandi* of FORMUJER, *focalising on actions included a broad spectrum of interventions of a diverse nature: pedagogical* (courses designed according to the profile of the target women), *methodological* (integration of Occupational Guidance and the Occupational Project device, teaching methodologies to attend to populations with low educational levels, etc.), and *strategic* (compensatory strategies of an economic or supporting nature and resolution of difficulties and limitations, of promotion of occupational diversification, etc.).

➡ **Systemic and integral focus of training policy**

- ◆ Conceives training policies as a complex reality, like a whole of which the dimensions and components are directly and indirectly connected and in permanent interaction. It is that interaction that produces the properties and behaviour of the system and not the compartmentalised or sector *modus operandi*. The dimensions are, in turn, interconnected subsystems. Therefore, if the objectives are to be fulfilled as well as any transformation of that reality generated, it is necessary to keep in mind how their components interact, what functions they fulfil and how they contribute or affect the achievements and effects of the whole.
- ◆ Globally and jointly addresses the diverse areas of the training *modus operandi* and, in a decisive manner, identifies and works on all the spaces and dimensions where the inequity or the exclusion operates and feeds back.

- ◆ Understands that the training policy cannot, by itself and even less on its own, generate employment⁸ but is capable of managing knowledge, resources and complementation among the different players and situations that converge in its generation of employment.

In the FORMUJER proposal, this conception of training was expressed in:

- ➔ *formulation of the intervention model centred on the interrelations between policy components and dimensions;*
- ➔ *promotion of an Information, Guidance and Intermediation System of Labour Supply and Demand and in the implementation of an active interaction strategy between them both;*
- ➔ *simultaneous and articulated attention of the economic and social environment, the objective and subjective profile of the population and the dimensions of the training system themselves;*
- ➔ *management mode and the implementation strategies adopted.*

➤ **Conception of the gender perspective as a manifestation of the promotion of organisational and methodological innovation in the design and management of training**

- ◆ The adoption of a gender dimension is not only an act of social justice, but also a condition to improve the relevance and quality of the interventions. Thus it addresses the person in a comprehensive manner and in a mutually modifying relationship with others and with the cultural, economic and community environment.
- ◆ The incorporation of the gender perspective calls for integrality of interventions and spaces for reflection, attention and constant evaluation to change the paradigms in force. To adopt it implies to sustain that there is no way to advance towards equality of opportunities and to overcome the economic inequities without modifying and removing the socio-economic obstacles that prevent or limit access to equity of persons and/or groups. In its application in the training area, it encourages a conception of curriculum planning as a dynamic process,

⁸ It must be remembered that, unless the opposite is stated, the term refers to all forms of paid work in the productive market system.

that begins with the simultaneous recognition of the demand of the economic sectors and the needs of persons, and extends up to occupational insertion based on capacities and not on gender concerns. That is to say, **to incorporate the gender perspective is to produce a change in the ways of doing training, in conception and in pedagogical practice and, in this way, it becomes a factor to encourage innovation and for the development of an educational technology.**

- ◆ Technical solutions and the permanent incorporation of innovation into training are also political and social options. It is therefore essential to think of their transformation by incorporation of the differentiated needs and capabilities of the collectives that are the target of the training: women and men; rural and urban, employees being reconverted or who are unemployed, youths and adults. There is no question that the base condition shared by the different collectives is gender and its incorporation into the design and analysis of any process of change is the door of entry for the consideration of other types of differences (class, ethnicity, age, etc.). **The gender perspective focuses on the individual but it also permits different and broader readings regarding productivity, introducing in its analysis the external and internal factors that affect it.**

FORMUJER, convinced of this, *decided to provide these institutions with a broad methodological and strategic package, structured around employability strengthening and the adoption of an occupational competency focus, intended to innovate and increase their technical capacities to address the most relevant issues and problems of the training process.*

In this sense, the methodologies, strategies and demonstrational experiences listed below were developed and/or strengthened with a gender perspective:

- ➔ reformulation and strengthening of the institutional mission and vision;
- ➔ articulation with the productive and social setting;
- ➔ integration of Guidance into the teaching/learning process;
- ➔ competency-based training and its transposition in the curriculum and in teaching materials;

- ➔ training for employability and for exercising citizenship through the individual or collective Occupational Project device, that, in turn, becomes a methodology for the personalisation and flexibilisation of training processes;
- ➔ incorporation of compensatory strategies as a means of positive discrimination but also as a mechanism for teaching and interinstitutional articulation, etc.

3.2 The methodological axes of the intervention model

➔ **Adoption of the gender perspective as a conceptual and methodological framework and critical instrument of analysis of social relations and, therefore, of the world of work and training**

- ◆ Gender roles are behaviours learned in a specific society, community or social group, that make their members perceive as masculine or feminine certain activities, tasks and responsibilities, and to assign to them a differentiated hierarchy and value. When women and men are constantly assigned functions and activities socially it naturalises their roles and this naturalisation of gender attributes is what leads to the claim that there is a determining relationship between the sex of an individual and their capacity to perform a task.
- ◆ The gender perspective, by demonstrating that these presumably set and unchangeable roles and capacities are culturally assigned, questions the relations of power that are established between men and women, and social relations in general. That is why, *it becomes an instrument to view the reality that guides decision-making, allows concepts to be reconstructed, analyses attitudes and addresses, later, through dialogue, their revision and modification.*

From and on the basis of this perspective, the Programme:

- ➔ *identifies and interprets social behaviour and practices of women and men* and analyses the labour market, inquiring as to the effects or impacts that the gender responsibilities and interpretations have regarding employment opportunities and regarding access, permanence and development of their occupational records. To change them,

methodologies for analyses and strategies for relationships with the labour market were developed that integrate in a cross-sectional manner the focuses of gender and occupational competency;

- ➔ *analyses the training system and implements in each dimension, in each of its components and practices, methodologies and strategies to combat discriminations and promote gender equity.*

➞ **Skills recovery and collective construction of knowledge**

- ◆ The FORMUJER proposal starts with the recovery of skills, modes and institutional and personal resources to incorporate the gender perspective into them.
- ◆ It intends to recover and value culture, successful experiences, practices and strengths of every participating body, to provide feedback and supplement collective knowledge.

This axis was implemented through:

- ➔ *action in a double scenario:*
 - *regional area:* the recovery of proven experiences, methodologies and tools was articulated from the Regional Coordinating Unit (RCU); the most innovative outlines and developments on the subject matters were also identified and promoted, in order to prevent duplication, to share efforts and to technically orient the actions and proposals of the Programme;
 - *national area:* in each of the countries demonstrational experiences were implemented of the methodologies and strategies that were being developed totally or partially by the national and regional Co-ordinating Units, the international consultancies and the executing institutions. The proposals thus developed were transferred, adapted and enriched by the other countries making the collective construction of knowledge a reality;
- ➔ systematic training of staff and opening up of shared spaces for reflection;

- ➔ the conceptualisation of the *Communication Strategy as a tool to manage transformations and to consolidate the appropriation and institutional commitment to equity.*

➞ **Logic of process and spiral progress**

- ◆ When the objective is the construction and validation of methodologies and instruments to achieve a cultural change in the ways reality and individuals are seen and operated with, progress cannot be linear. Each of the dimensions addressed requires a process of exploration, working out and adjustment and maintains with the others relations of interdependence and/or concatenation. Thus the progress or setbacks of each affects the others.
- ◆ The advances and progress are measured in terms of constant revision, maturing and enrichment of the proposals.

In the FORMUJER experience this logic was the basis for:

- ➔ *permanent feedback and dynamic linkage between theory and practice, among countries and institutions, to produce learning, analyse success or failure factors and deepen the model and its methodologies;*
- ➔ *identification of lessons and experiences* that are transferable and can be multiplied within the institutions and towards other areas and institutions, to gradually permeate the entire training system with the approaches proposed and contribute to the configuration of policies of greater scope.

➞ **A flexible, participative and interinstitutional management model with multiple players**

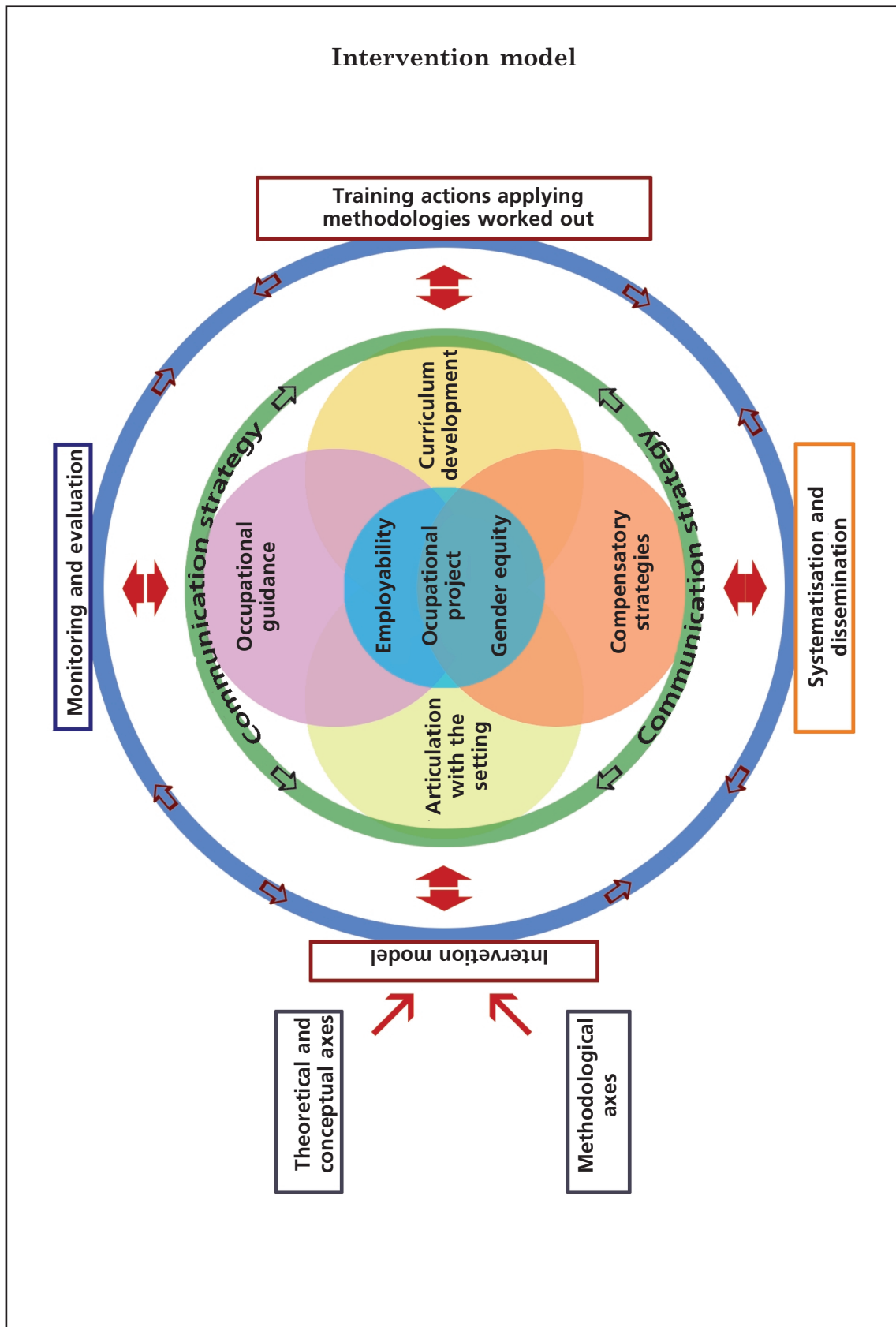
- ◆ The mode of management must be consistent with the conceptual approaches and with the diagnosis of the reality. It must therefore allow common criteria to be adapted to national and institutional contexts, recover skills, make complementation possible in terms of responsibilities and contributions.
- ◆ Furthermore, it must include and add all the players involved in the dynamics of development: employer and worker sectors, local

governments, civil society agents and organisations, other training bodies, financing agencies and opportunities and, very specially, the different estates and populations within the institutions. This inclusion must propitiate that each shall fulfil complementary roles, in keeping with their abilities and the contributions they may make for each component of the training policy.

Due to this, FORMUJER adopted:

- ➔ *social dialogue about training as a methodology of work;*
- ➔ *articulations and co-ordinations as management mechanisms.*

As the conceptual map of the model that appears below intends to illustrate, these axes are the bases for the intervention strategies, overall design, components and lines of action of the Programme, as well as for the methodologies and instruments developed.



4. Design of the general intervention strategy

It is important to remember that, as all aspects of execution, the strategy unfolded as it was processed. Therefore, what is shared is the result of looking backwards, of reflection in the present that allows us to put what was done in order and specify the meanings of what, often, was treated as a tentative exploration that was corrected as it progressed.

To carry out its purposes, FORMUJER understood that it should:

- ➡ **make every effort in the way of technical soundness** when relating to each interlocutor, **to demonstrate that incorporating the gender perspective is a condition for quality and relevance in the training process;**
- ➡ **make clear its position as an instrument that institutions may make their own to resolve their concerns or needs and to process changes, in the way of mutual monitored learning;** what was sought was that FORMUJER should not be perceived as an external, standardised imposition that was not aware of institutional philosophy, practices and interests, or as a mere protest or claim for justice for women;
- ➡ **ensure that what is said, expressed in the objectives, approaches and methodologies, and what is done, expressed in management and implementation strategies, are consistent,** with the understanding that they are an interdependent package and that any possible collision between them might seriously compromise results.

The following guiding principles were applied regionally and nationally and in each of the phases of implementation:

- ➔ *institutional immersion*
- ➔ *drafting proposals*
- ➔ *conversion of the players through training actions and spaces for reflection*
- ➔ *application and validation through pilot programmes*
- ➔ *systematisation*
- ➔ *dissemination and transfer*

These phases are articulated by concatenation and feedback relations. Their limits are therefore labile and their products or results become the inputs for the development and strengthening of the others.

As a strengthening initiative, the basic operative intervention strategy was the implementation of pilot and/or demonstrational experiences that would develop and test new forms of doing training to improve employability and gender equity, on the basis of which to formulate recommendations, create instruments and, simultaneously, gradually generate in the entities the conditions for their replication and institutionalisation.

If the sustainability and institutionalisation of the proposals are a determining concern of any intervention, this becomes more serious when it is a matter of applying focuses which, such as employability, gender, equity, etc., imply profound cultural changes that are not immediate or sudden, and are addressed to individuals –undistinguished by sex, race, economic or geographic situation– as the centre and goal of the policy. Therefore, as has already been said, the challenge was, at one and the same time, to promote and transform diverse national and institutional realities and identify their common and complementary aspects as well as good practices, in order to leave in place the conditions for every entity to be able to continue, by itself, to deepen and improve the proposals.

On the basis of these considerations, *a regional strategy was conceived to build up the strengthening proposal and a wide and very flexible range of steps for its orchestration in each country and each institution. The same procedure was applied to the construction of methodologies and within each component: the common frames of reference were the conceptual and methodological axes while the implementation modes and strategies were multiple and varied. In the same way each Co-ordinating Unit acted, within its institution and for relating to the various departments, areas and components, with the setting and with the other players, as can be appreciated in the specific chapters.*

4.1 How were operations carried out from the regional area?

- ➔ An inductive and vigilant co-ordinating style was suggested regarding the consensual and participative maintenance of the unity of governing criteria, in relation with the stresses, processes and modes of execution of the national co-ordinations. *The purpose was first, to construct a common code among the four Programmes and, later, to progress towards the consolidation of a team that had been expanded and made cohesive, where the differences in style and technical conditions would become complementary features and strengths for the synergic construction of knowledge.* For this purpose, the design of the Programme was a clearly facilitating factor.
- ➔ Since the regional co-ordination had no explicit decision-making power from the hierarchical or financial point of view it was understood that the *technical soundness and innovative nature of the proposals were the basic and most effective condition to position the role and, at the same time, progress towards cohesion.* Registration in Cinterfor/ILO and interaction with its technical team were determining factors for that purpose.

Many mechanisms were adopted:

- ◆ constant transfer of reference materials;
- ◆ drafting documents for reflection and guidance on the strategic axes and on the various dimensions and problems that the Programme would have to face;
- ◆ shared exchange and analysis with the national teams of the literature and the innovative and successful experiences of the world training scenario that were gradually identified and processed in Cinterfor/ILO and other like centres of production of knowledge;
- ◆ carrying out monitoring and supervising missions and accompanying day by day execution via e-mail or the telephone;
- ◆ revision and remarks on the documents, reports, working materials, terms of reference for consultancies and calls for bids, etc. produced by the NEU;

- ◆ conducting seminars and workshops for NEU teams and together with them for the VTIs and related bodies (Ministries, Women's Units, thematic and/or interdisciplinary commissions, entrepreneurial and trade union organisations, other training centres, etc.);
- ◆ participation in national monitoring and follow-up seminars;
- ◆ production of six monthly reports on Progress and Monitoring, with guidelines previously established with the NEU, in which processes, results, strengths and weakness of execution had been gradually systematised;
- ◆ implementation of the Gender, Training and Work page in the Cinterfor web portal, conceived as a space for exchange, reflection and feedback and as a teaching tool to generate synergies and encourage regional and international exchange on topics⁹; including a special space designed to publicising the FORMUJER *modus operandi*.

To summarise, what was sought was *to act and work to become, in the first place, a technical reference point for the NEU and, later, together with them, for the counterpart institutions to address the joint construction and implementation of approaches and methodologies that would lead to the established objectives.*

- ➔ *The regional co-ordinator integrated her own supervision and co-ordination activities with those of the Cinterfor/ILO technical team. This was not only essential for generating conceptual accumulation and technical validation but also for Programme management.* All opportunities were taken advantage of to participate in seminars and work meetings organised by the Centre, its member bodies, the ILO and multiple bilateral and international agencies, as well as the requests for technical assistance that Cinterfor/ILO receives in matters of gender and training to become aware of like experiences, disseminate progress and development on the part of FORMUJER and also to articulate and add resources for activities in executing countries.

⁹ See FORMUJER: Estrategia de Comunicación: una herramienta para la gestión de políticas de formación y equidad de género, Cinterfor/ILO, 2003.

➔ *Circulation and feedback of developments and experiences among teams were implemented to generate gradually an accumulation of knowledge, and a system of institutional and personal synergies was consolidated to execute the Programme in the most effective manner possible. In other words, to make sharing, at one and the same time, a methodology, a strategy and a work ethic.* For this purpose the following were added to the mechanisms listed above:

- ◆ international consultancy bodies financed jointly by the three countries for the working out of “Modules for Training for Employability and Citizenship” and to reformulate the Occupational Guidance area;
- ◆ technical assistance provided by the team of Cinterfor/ILO professionals and by its network of specialists and institutions;
- ◆ horizontal co-operation among the NEU specialists and the technicians of the co-executor bodies for training and transfer activities;
- ◆ systematisation, dissemination and transfer in its dual conceptualisation as strategy and component;
- ◆ regional encounters.

Regional encounters were a determining vector for this intervention strategy. Although only three Annual Regional Workshops had been planned at the design stage,¹⁰ when their effectiveness and richness were established, their objectives were broadened and their number doubled, by complementation and adding of contributions, including additional ones, of all the executors.

- Programme execution, as has been explained, began with the *Induction and Launching Seminar*.
- The *Annual Regional Workshops* were organised at two levels:
 - A workshop training and dissemination seminar on the subject that, according to the status of the execution, turned out to be more relevant or strategic for Programme development or of greater interest for the host institution. It was conceived as an open event, with broad participation from the host country and

¹⁰ See integration and objectives in point 2.

persons invited from other training bodies and players of the region as well as international experts. The seminar held in 1999, in Santa Cruz, Bolivia, dwelt on curriculum design for competency-based training with a gender perspective, which was a point of inflection in the evolution of FORMUJER and INFOCAL. The seminar held in the year 2000, in San José, Costa Rica, proposed to analyse the role of the gender perspective in the conceptualisation and implementation of the System of Information, Monitoring and Follow-up of the Demand and Supply of Labour, and, specifically, support its incorporation into the System of Information, Guidance and Intermediation of Employment which was being addressed by INA. The purpose of the Workshop held in Buenos Aires, Argentina, in 2001, was to present, debate and agree on the contributions of the gender perspective for a national and institutional vocational and technical training policy to enhance employability, as well as to propitiate the exchange and spreading of FORMUJER materials to the various players, agencies and national and provincial dependencies of the Argentine State linked to employment and education, as well as to entrepreneurial, trade union and technical representatives involved in the management of many training institutions of the continent.

- A closed workshop devoted to collective reflection on results, strengths and difficulties in execution and, especially, to going further into depth and coming to an agreement on the stresses and strategies each country was experiencing. Thus, The Programming and Evaluation Committee approved the revisions and adjustments necessary as they arose, both those of a substantive nature and those involving administrative financial aspects, and re-planned national actions, contributions and responsibilities and those of the regional component for the construction of the proposals and their instruments and to achieve the objectives of institutionalisation and dissemination of the Programme.

- In September 2002, when execution was very significantly advanced,¹¹ the *Thematic workshops for exchange and systematisation of results and lessons learned in the execution of the intervention model*¹² were held in Costa Rica, at which the technical teams of the three countries and the regional co-ordination were present as well as specialists of areas related to INA. A first exercise of reflection and integration of the model implementation experience and its main components was carried out there. The contributions, missing aspects or those to be reinforced in each line of action were analysed from the point of view of the other components and, in order to improve and strengthen the systemic intervention model, indicators of employability and common base variables were chosen for Programme follow-up and final evaluation.
- Finally, in March 2003, the *Regional Workshops on exchange and consolidation of methodologies for evaluating training programmes with a focus on gender and on exchange, and training on strategies of articulation between training and management of occupational projects that are viable for low income women*,¹³ were held in Purmamarca, Argentina. The first was devoted to sharing the results of the monitoring and internal evaluation of the Programme at the regional and national level, to exchanging lessons learned in the process of application of the instruments proposed by the regional evaluation model (hereafter IDB/ENRED model), to producing recommendations on them and to coming to an agreement on the orientation, contents and opportunity of the ex-post external evaluation. The second was devoted to investigating and reaching a consensus regarding the contents and new institutional strategies for training and support for the realisation of viable occupational projects that involve low income women, in particular in initiatives linked to micro-entrepreneurial management and self-employment.

¹¹ Execution in Bolivia had ended in April of the same year.

¹² See: <http://cinterfor.org.uy/public/spanish/region/ampro/cinterfor/temas/gender/formujer/talreg/>

¹³ See: http://www.cinterfor.org.uy/public/spanish/region/ampro/cinterfor/temas/gender/formujer/talreg/rel_arg.htm

4.2 How were operations carried out from the national areas?

- Each NEU, having as a frame of reference the priority areas and the governing criteria, in an exchange with the regional co-ordination entity, began a process of exploration and identification of strengths and weaknesses of the institutional policy, as well as of the areas, methodologies and practices in place, in order to detect the interests and problems to which FORMUJER could make a contribution. *This institutional immersion led to identifying, in dialogues with the authorities, areas which were changing and with which it was possible to work together to incorporate the relevant approaches with the productive setting, employability and gender. Moreover, it allowed key informants to be contacted who demonstrated a willingness and permeability to those approaches, with whom team work was done to open up intervention spaces. In the execution process, those informants gradually consolidated as proposal multiplying agents and made easier the development of strategic alliances with the institutional organs already in place that had a similar or innovating orientation and/or showed a willingness or need for change. Furthermore, with this procedure the will to recover accumulated knowledge to incorporate to it a gender approach gradually became a reality.*

In the case of Argentina, this process took place in two directions: towards the Employment Secretariat of the Ministry of Labour and, in particular, towards the National Bureau of Vocational Guidance and Training (central level), the VTIs and the NGOs that co-executed the pilot projects (local level). At the central level there was dialogue with the authorities and technical-political officers in charge of the various areas and programmes—especially those designed for a target population with a similar profile—to agree on and articulate the orientation, planning and execution of the Programme. At the local level, the bodies that benefited from the strengthening were selected in advance, jointly with the technical-ministerial opportunities, according to technical quality criteria and with a history in the subject matter addressed, as of their voluntary enrolment to participate in FORMUJER. The objective of the institutional immersion undertaken by the NEU was to be the basis for the design of the plan to strengthen and execute training actions. The design of the work plan on which a consensus was reached with the support alongside of the NEU, described the

specific characteristics and shades of each of the target areas. As is stated in Chapter III, it is by means of that plan that *“the framework that the intervention model offers is embodied in contextualised and sustainable projects based on institutional history to strengthen it and on future needs.”*

- ➔ In this way, there was progress although there were occasions when it was necessary to change the direction of the prioritised lines of action, especially in the many situations when there was a change in national or institutional authorities. This progress was first towards the promotion of its general outlines and focuses; then, and as of that, it was towards the positioning of the Programme as a technical instance with proposal capacity; and finally, towards the joint construction of methodologies, instruments and validation experiences. In other words, *each Programme gradually generated its own demand on the basis of institutional needs and singularities and, therefore, stressed in its modus operandi those aspects or dimensions of the intervention model that seemed most timely in view of that reality and adopted the most functional strategies for implementation purposes.*
- ➔ *Conceptual developments, realised in methodologies and instruments put in practice through demonstrational actions, turned into joint achievements that made possible the recognition of the Programmes as technical benchmarks in gender and training policies.*
- ➔ The implementation of the approaches and general outlines involved, especially the adoption of a gender perspective, is only possible if done on the basis of a profound revision of institutional practices; for that purpose, identification of the staff with the proposal is indispensable. Because of this, *sensitising and conversion of players by means of spaces for reflection and exchange and of systematic training of staff at all levels was a central instrument of this strategy of intervention.* Generation of shared spaces and permanent dialogue made possible the appropriation and enrichment of the conceptual axes and the methodological proposals and, particularly, feedback and joint construction of *the knowledge within the institution and by the different populations. Training included, both the conception of gender, and the approaches and methodologies for addressing all policy dimensions and components. It was addressed through a wide range of modalities in keeping with the different population types and their inter-*

ests: executive staff, technical officers in strategic areas (planning, communication and promotion, curriculum development), guiding staff and, what is absolutely important, trainers of trainers and teaching staff.

- ➔ In this sense, *the Communication Strategy became a basic tool to manage transformations and to consolidate institutional appropriation and commitment.* In general, communication is thought and conceived outwards; however, in a policy such as that envisaged, without internal communication that defines as its targets the institutions and the proposals, no identity shall be achieved nor conditions for transformation be generated.

4.3 How were the national and regional areas articulated to formulate the intervention model?

- ➔ *Starting with regional co-ordination, and especially in the Regional Workshops, these stresses were monitored and approved and their developments integrated, concurrently, to specify gradually the formulation of the intervention model, providing it with contents (methodologies and strategies).* Although in early times it was feared that this flexibility and heterogeneity of courses would prevent the formulation of a single model, in the process it was discovered that, in multiple forms, it was they that made it possible.
 - ◆ As all the Co-ordinating Units always kept in mind the governing conceptual and methodological axes, *regardless of the path trod, each demonstrational experience addressed by one of the counterparts contributed validation and enriched the initial proposal, and thus added to the spiralling advance.*
 - ◆ In the same way, *whichever might be the line of action from which one departed, if attention was paid to the effects and relations that it had to maintain with the other dimensions, it exerted a tractor effect towards the systemic approach to the teaching / learning process.* In this sense, an endeavour was made for at least two components or lines of action to participate actively in each demonstrational experience. For example, the linking component identified a sector or enterprise with training needs and immediately thereafter the curriculum development area was involved to explore the possibilities of responding to

that need, either by creating a new occupational profile or by encouraging the updating of the most similar institutional offer.

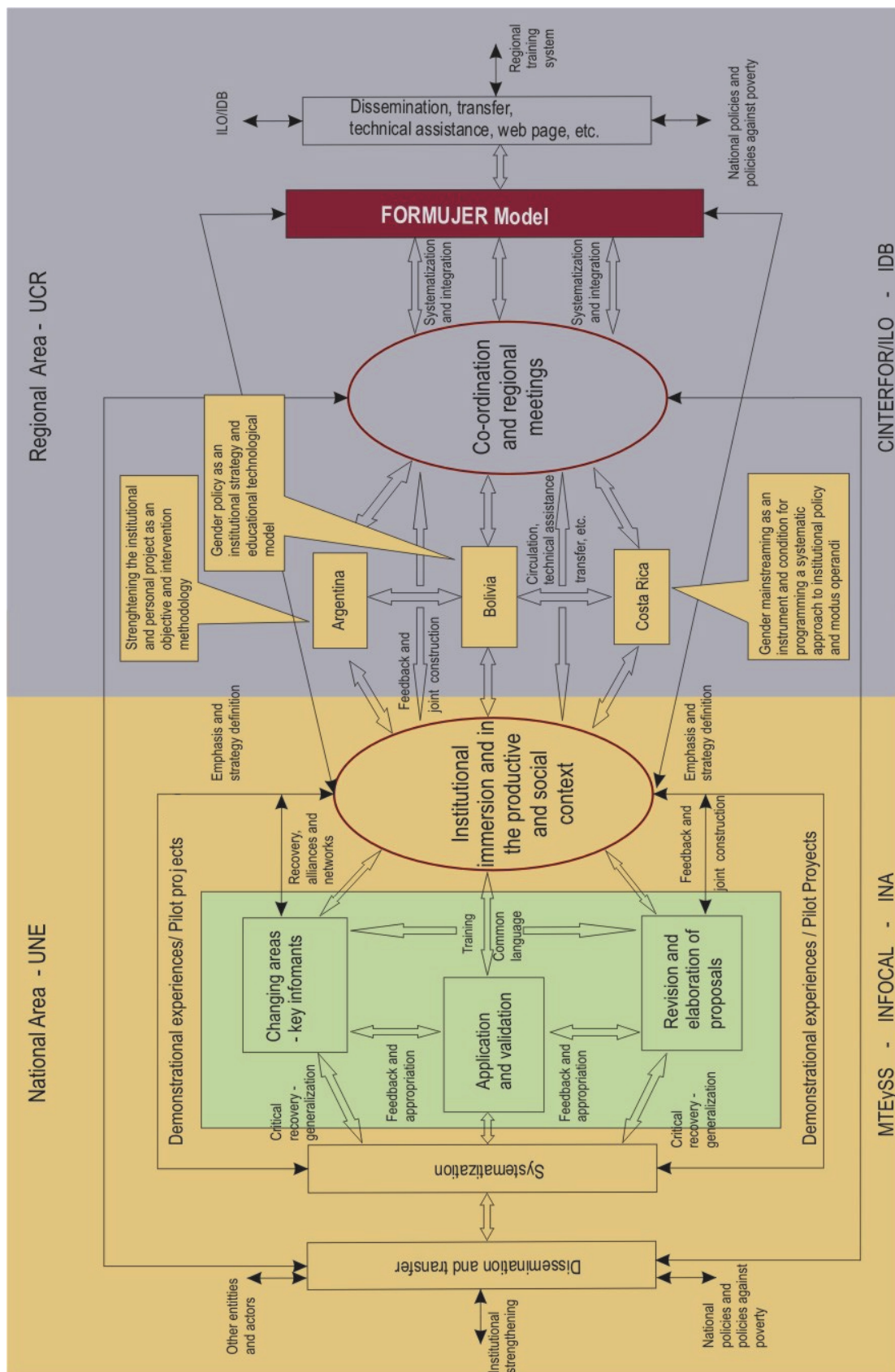
- ◆ *The maturing achieved in terms of approaches, methodologies or strategies, by a line of action, a component, an institution or a country served as a foundation for the others to advance as of that point and in the most effective and swift manner.* Thus, the initial phase displacements were gradually overcome, advances and results were accumulated at the global level that, in turn, became indicators of good practices. Enough to recall the situation of Argentina that, having begun its execution almost two years later, was very rapidly able to keep it in step. In the same sense, the appropriation of all the FORMUJER developments allowed the FORMUJER Programme of Uruguay to initiate its execution with a degree of methodological development that it would have been unable to achieve on its own in such a short time.
- ◆ Both the periodical monitoring of results, strengths and weaknesses carried out by regional co-ordination, and the various cases of systematisation of the processes and modalities implemented in each institutional scenario, either local or sectorial, showed that *the coincidences were much more numerous than the divergences and that the latter were, in reality, complementary alternatives or alternatives easily adaptable to other realities.* Thus, in the *Thematic Workshops*, when the matrices per component were worked out, the teams acquired a certainty that, beyond their singularities, they had managed to consolidate a common intervention model and therefore a model transferable to other spaces and interventions.
- ◆ In short, *addressing the dimension prioritised by each NEU generated an accumulation of experiences and an increase in the technical capacities of the team* which, naturally, led to the assumption of leadership in the conceptualisation and production of reference materials. In this way, *strengths were distributed among the teams for the development and transfer* of one or several components, which were expressed not only in theoretical production terms but in the instrumentation of horizontal technical co-operation. The regional co-ordinator monitors these processes, both from a technical and a strategic point of view, circulating the progress achieved among the other teams, analysing alternatives and strategies with them to incorporate them

into their *modus operandi*, proposing and managing exchange and co-operation activities so that the specialists of the team that led the development of the component would support the other country when it was implemented. *By means of this monitoring common aspects of national findings were gradually identified, they were systematised and their synergic role for the formulation of a FORMUJER intervention model was made possible*. Many examples of this distribution and complementation of strengths and contributions are to be found in the following sections and, more precisely, *an attempt has been made with the titles of the specific chapters of this publication to characterise the stress that acted as a vector of the national intervention strategy* which, in turn, also expressed the more important valuation or contribution that the institutions recognise in the Programme.

- ◆ Furthermore, *the management of the Women in Development Unit played a key role in the regional area*. The fact that they were responsible for the technical aspects and the ultimate decisions in this sense, as well as their participation in regional encounters, administration and monitoring missions, etc., strengthened both maintenance of uniform criteria and extreme flexibility in execution. The personal involvement and the constant support of the Director made very fluid interaction with the co-ordinators possible, acting as a re-orientation and monitoring instrument without which the style of management adopted would not have been possible.

- ➔ Because of all the above, the management dimension was of fundamental importance. *The signification awarded to the generation of a participative management and co-ordination model, that had flexibility, adaptability and diversity of strategies and capacity and creativity in negotiation as co-ordinates, was the condition and key, both of the formulation of the intervention model and of its implementation and, decidedly, of the impacts achieved*. In a very clear manner, the experience of these interventions shows that *what makes the difference between a standardised and universalist policy and one that includes the dimension of the individual and his or her contextualisation involves a new way to manage knowledge and resources*. FORMUJER wagered on summation and multiple disciplines, it appealed to articulations and co-ordinations to generate alliances and strategic networks to fulfil its objectives.

Design of the general intervention strategy



5. Implementation of the FORMUJER model: principal approaches and methodological developments

Through the FORMUJER Publications¹⁴ series an in-depth analysis is made of the main approaches and methodologies that the Programme has developed and applied to fulfil its objectives. Because of this, at this time, and in order to provide a general reading of its proposals, a summary of them is provided below and some of the most representative products are quoted. Attention is paid to the characterisation of the regional model; therefore, as has been stated on repeated occasions and especially in the previous section, it gathers and puts together the developments and learning of all the executor teams.

5.1 Training for employability and citizenship

When the FORMUJER Programme revised its basic assumptions and chose to focus on training for employability (1998) the concept was just beginning to take shape and the first efforts to encourage the identification of occupational competencies were recorded. There was no precise definition available and, even less, were conceptual and methodological developments. It was just a case of beginning to visualise the obsolescence of very specific training conditioned by a job that was becoming ever less stable, and very high prospects of change in the contents and ways things were done. Recognition that it was not enough to transmit technical knowledge and manual skills was incipient and what was involved was a need to deliver a range of competencies, such as initiative, creativity, teamwork, entrepreneurial ability, etc., so that people could access a job.

The first challenge, then, was to specify the definition, to develop thereafter the contents and mechanisms to implement it. After a widespread investigation, the Programme adopted the definition set forth in Chapter I, that clears away any kind of confusion on considering employability to be a synonym of insertion and centres it on the series of personal, social and technical competencies that enable

¹⁴ See point 2 of the Introduction.

people to manage on their own their occupational and vocational development processes in a scenario where employment “needs to be created through entrepreneurial capacity and co-operation strategies.”¹⁵

When employability was analysed from a gender perspective, not only did it become evident that women have been subjected to particular cultural barriers in terms of contracting and have been traditionally distant from channels of creation and use of wealth, but that their contents are not universal. The competencies required have to do with the life contexts of each individual and, therefore, should complement and articulate with those needed for social insertion and participation. *Democracy, development and respect for all rights are concepts that complement and reinforce each other and in which personal and relational dimensions of learning come into play.* However, and furthermore, machines are used in everyday life and in households that require efficient reading and varied knowledge. The technification of urban life and domestic labour that changes family life and community relations and even changes life styles, also demands qualifications and ready knowledge. *To exercise citizenship conscientiously and respecting diversity, as well as for present performance on the job, workers must be capable of understanding the milieu in which they act, of valuing complexity and diversity, of dealing systemically with reality, communication, teamwork, solidarity, participation, self care and care of others, etc.*

Because of this, FORMUJER sustained from the start that **gender, employability and citizenship are interdependent concepts** and that addressing them requires analysis and articulation:

- ◆ the *productive and occupational context* (characteristics of players at stake in the working world, occupational profiles in demand, new forms of organisation of work, particularities of dependent and independent work, labour law and rights);
- ◆ the *gender marks* that exist in the field of labour and their differentiated impact on women and men;

¹⁵ Salle, M.A., Ponencia Género y formación profesional, 1er Seminario Latinoamericano sobre género y Formación Profesional organizado por INAFORP y Programa de Promoción de la Igualdad (PROIGUALDAD), Panama, 17-19 October, 2000.

- ◆ the *characteristics of individuals* who wish to improve their employability (needs, occupational history, abilities, skills and knowledge acquired in labour camps and others, family situation, belonging to groups, etc.);
- ◆ *gender conditioning* that may be at stake in their options and opportunities for training and employment;
- ◆ *supply of vocational training and characteristics of training areas* (relevance regarding demand and supply);
- ◆ *gender marks present in the contents and modality of training offers* (segmentation of supply on the basis of gender, hidden curriculum, teaching practices, etc.)

From this point of view, training for employability means:

- ➔ *to strengthen the capacity of individuals* so that they enhance their occupational insertion possibilities *through the development of key competencies* that diminish the risk of obsolescence and allow men and women to remain active and productive throughout their lives, not necessarily in the same job or activity;
- ➔ train for *permanent and complex learning that implies learning how to learn, learning how to be, learning how to do and learning how to undertake*;
- ➔ *support people so that they identify internal and external obstacles* that interfere with the achievement of their objectives, as well as the demands and competencies required in the world of work, *and to value their skills and knowledge*. It includes information and guidance on the educational and labour market that displays the diversity of alternatives, their demands and their possibilities, eliminating stereotypes that pigeonhole jobs as being feminine and masculine and orchestrating the search for and/or generation of work;
- ➔ stimulate and strengthen *the capacity of each individual to define and manage their own professional itinerary*, which is especially necessary in the uncertain setting in which their professional life evolves, and will evolve.

Key competencies considered a priority were the basic competencies, cross-cutting competencies, attitudinal competencies and technical-sectorial competencies,¹⁶ needed to build up a polyvalent labour profile that provides instruments to women and men – when faced with the loss and contraction of traditional employment – to acquire mobility between jobs and even capacity to search for their own labour solutions (independent employment, micro-entrepreneurial employment or employment in those activities that can turn out to be competitive despite their limited level of technological appropriation).

In short, FORMUJER adopted the training approach for employability and citizenship to incorporate into training the requirements that the working world and social participation posit for individuals and, simultaneously, to include personal, relational and cultural dimensions that curb and/or favour labour and community performance of women and men.

FORMUJER, to support its development, began by working out, through an international consulting concern, “Training Modules for Employability and Citizenship,”¹⁷ that aimed at developing fundamental capacities and skills to acquire self-confidence, strengthen the feeling of belonging to a group and improve the capacity to identify and solve problems, strengthen personal autonomy, recognise and exercise rights and responsibilities and the aspects related to participation and leadership. They have been conceived to be developed in mixed courses; each exercise stimulates appropriation, according to the specific needs and experiences of women and men, in such a way that the acquisition of capacities is processed together with the gender analysis that is visualised in practice and in addressing problems.

¹⁶ For further information, see FORMUJER, *Género y formación por competencia: aportes conceptuales, herramientas y aplicaciones*, Cinterfor/ILO, Montevideo, 2003, p. 159.

¹⁷ Irigoin, M.E.; Guzmán, V., Cinterfor-FORMUJER, Montevideo, 2000, (4 volumes).

The “Training Modules for Employability and Citizenship” were applied comprehensively and autonomously in Bolivia, where they already include thirty specialities and the process of generalisation continues. In Costa Rica they have been the basis for the production of the “Manual with Activities to Stimulate Employability from the Classroom,”¹⁸ with an adaptation and specific application in curriculum development regarding Metallic Constructions. In Argentina they were used as an input for the definition of competencies for the Occupational Project (OP), and in its co-executing entities they were the basis for the production of teaching materials. Joint reflection and experimentation on these diverse strategies validated the conviction that the key competencies for employability and citizenship are precisely those required for designing and managing the Occupational Project.

5.2 Crossing of gender and competency-based training approaches

By means of a complex and incremental process of exploration, development and experimentation with approaches and methodologies, FORMUJER *adopted the crossing of focuses on gender and training by competencies*¹⁹ *as the conceptual and methodological framework of its proposal to fulfil the last objective of improving employability of individuals, especially, of low income women in the region.*

Training based on vocational or occupational competencies is understood to be the development process of curriculum design, teaching materials, activities and practice in the classroom intended to develop in the participants the set of knowledge, skills, abilities and attitudes that the person combines and uses to solve problems regarding occupational performance, according to criteria or standards proceeding from the vocational field. As was stated in Chapter I, it requires not only to find mechanisms for recognition of knowledge acquired in vari-

¹⁸ Coto, J.; Quitos, R. And others; Manual con Actividades para Estimular la Empleabilidad desde el Aula, FORMUJER INA/BID, Costa Rica, 2003.

¹⁹ See FORMUJER, Género y formación..., op.cit.

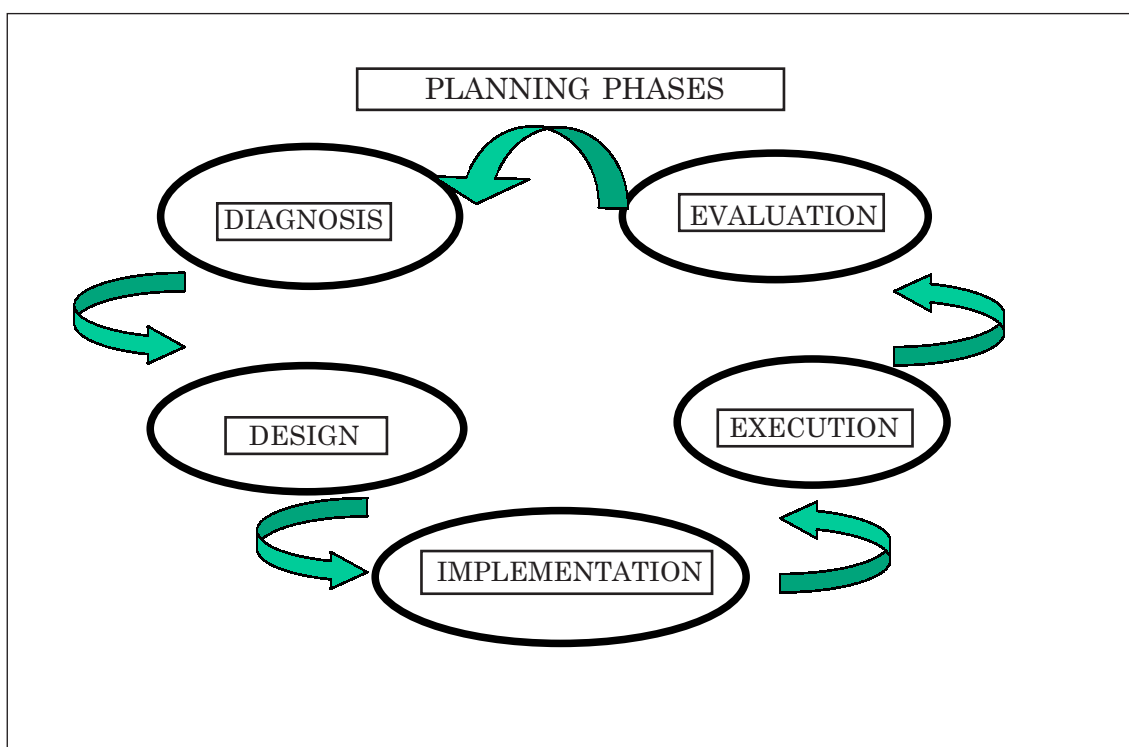
ous areas but also to adapt and update the contents of curricula and the certifications offered so that they provide a record of these competencies and the new job profiles which are constantly changing.

One of the most forthright manifestations valued by the VTIs of the methodological innovation encouraged by FORMUJER was the promotion and strengthening of the approach of competency based training to reformulate the training supply and its crossing with gender, it being decidedly a precursor in its conceptualisation.

The crossing of gender and competency-based training:

- ➔ the *dual relevance with the context and the beneficiary population*, taking training as a tool to promote more inclusive and equitable social and economic development;
- ➔ the *comprehensive recognition of individuals*, as well as the consideration and valuation of their diversity and that of reality, is what enables and favours exchange and learning;
- ➔ the *valuation of the different learning and knowledge producing spaces*, facilitating the construction of personal distances travelled suited to diverse interests and to reference settings that are also varied;
- ➔ *operating the value of employability* of training as a quality criterion because it allows the requirements and conditions to be established for vocational performance of women and men in diverse contexts;
- ➔ *visualising and, later, removing barriers and inequities* that come from stereotyped visions of the role that different individuals play according to their sex, origin, social situation, knowledge, etc., and that provide an obstacle to free access to training and job options.

The crossing of both approaches applies systematically to all phases of curriculum planning:



One of the central postulates of FORMUJER is that, if one wants to achieve an updated training supply that strengthens the capacity of individuals, a competency approach must be adopted and special attention must be paid to the inclusion of the gender perspective during the whole process: from the methodologies developed to identify the occupational profile up to the execution and evaluation of courses and of participants.

A development or revision of the curriculum that incorporates the gender and competency approaches allows a response to be provided to, at least, the questions posed in the following table. All of them involve gender risks that interact with those derived from socio-economic, educational, age, etc. profiles of the target population regarding which it is necessary to be on the alert in order to design the teaching responses that are adequate to address them and attend to them.

KEY QUESTIONS	Some recommendations to guide the construction or change of curriculum planning
WHO IS BEING TRAINED?	<ul style="list-style-type: none"> Begin with the definition of the target group, taking into account the differences in points of departure between women and men. Revise the knowledge and skills that the receivers of training bring with them, considering other training and job experiences (paid and unpaid)
WHAT TRAINING WILL THEY RECEIVE?	<ul style="list-style-type: none"> Define the contents of training according to competency profiles identified, by designing a plan that can foresee the incorporation of market changes, consider the complexity of processes and their stages, incorporate the information from following up the individuals, work on citizen's rights in the curriculum.
WHAT FOR?	<ul style="list-style-type: none"> Centre the focus on individuals as individualities and, at the same time, members of conditioned and differentiated social groups. Promote change of inequality situations that exist in the labour market by means of an analysis of their relations of power and inequity and incorporate this aspect as a strategic objective of planning.
WITH WHOM?	<ul style="list-style-type: none"> Promote the intervention of players from different places in the different stages of the process (for example, enterprises of the sector, workers, labour market operators). Step up the diversification of learning areas and spaces, generating labour networks and articulating interventions.
HOW?	<ul style="list-style-type: none"> Revise critically the history of tasks and professions when a vocational profile is to be constructed, incorporating into it a gender approach and valuing personal and attitudinal competencies. Make gender differences visible throughout history and at present, in the field of labour and in institutional practices, in order to avoid or neutralise them. Adjust the supply considering the different learning modalities and requirements of women and men. Articulate theoretical and practical work phases, in order to develop competencies through performance.

KEY QUESTIONS	Some recommendations to guide the construction or change of curriculum planning
	<ul style="list-style-type: none"> Organise the supply by modules and in a project logic, integrating in each module the overall view of the training process and certifying partial sections.
WHEN?	<ul style="list-style-type: none"> Adjust schedules and the length of the training actions to the needs of women and men, in keeping with their social situation, their age, and their life cycle.

As will be seen further on, an intensive training plan for applying these approaches is needed to target planners, curriculum specialists and teaching staff so that they can appropriate them, apply them and be attentive –in all phases of curriculum planning and, especially, in classroom practice– to the diverse expressions of hidden curricula in which gender marks are deployed beyond what was intended. *Awareness and training call for reflection on self, which enables changes in behaviour, incorporating through teaching the treatment of discrimination and making the objective of inclusion a reality.*

The experience gathered in curriculum development and revision processes and in the systematic implementation of staff training, has made it possible for FORMUJER to be able to count on a package of instruments that systematises and guides the application of both approaches, among which the following may be highlighted: “Gender and competency based training: conceptual contributions, tools and applications,” (already quoted above) “Guide for the Revision of Module Programmes with a Gender Perspective,”²⁰ “Curriculum design of courses of training for work – Contributions to the quality of training incorporating criteria of equity and relevance with the context.”²¹

²⁰ Leaflet published by FORMUJER/INA-IDB, Costa Rica, 2003.

²¹ *Diseño curricular de trayectos de formación para el trabajo – Aportes a la calidad de la formación incorporando criterios de equidad y pertinencia con el contexto*, Ministry of Labour, Employment and Social Security/ FORMUJER Argentina, Buenos Aires, 2004.

5.3 Reformulation of Vocational and Occupational Guidance and the Occupational Project device

The methodological proposal of FORMUJER conceives Information and Vocational and Occupational Guidance (VOG) as a component of the process of teaching /learning and not as an additional and random service. VOG is responsible for monitoring and instrumenting beneficiary individuals:

- ➔ from the time they approach the training agency, to provide them with support regarding their vocational option, information on the labour market and, mainly, on the possibilities and conditions of the different training profiles;
- ➔ while training is ongoing, to provide them with knowledge on the world of work and the conduct and cultural patterns that govern it, including support to make occupational practices feasible;
- ➔ at the end, to provide them instruments for seeking employment, company in the process of incorporation to the world of work and follow-up, making possible the permanent evaluation and updating of the quality and relevance of the training offered.

For this entire process the crux lies with the incorporation of the gender perspective because it is what makes it possible to promote vocational diversification, combating segmentation and even, through dialogue with the productive sector –in co-ordination with the component of articulation with its setting and with the Communication Strategy and/or forming part of the Labour Intermediation Services– increasing the possibilities of insertion for women, often blocked simply by stereotypes or lack of knowledge.

This valuation of the VOG as an element of the vocational training process, as an instance of learning with a determining role in the improvement of employability and gender equity, is what led, in FORMUJER, to:

- ➔ conceptualise and promote the development of a System of Information, Guidance and Monitoring of Labour Supply and Demand;
- ➔ develop the work methodology by project and, specifically, the *Occupational Project (OP) device*.²² *It is understood that, it is by supporting and*

²² See its development in *FORMUJER, Documento Preliminar. El Proyecto Ocupacional – Aportes conceptuales y*

strengthening the capacities of each individual to define, work out and manage a viable project for training and employment that the ability of women and men to obtain, develop, change or generate a job is increasing.

The Occupational Project

- For individuals participating in training and guidance actions, **it is the set of courses of action that they define, plan, revise and re-plan with a view to achieving productive insertion or improving their employment situation.**
- From a methodological point of view, **it is a teaching procedure to strengthen employability and promote gender equity**, since in that procedure the reading of the productive and social setting converges with that of the gender marks, i.e., the crossing of training by competencies and gender.
- For training policies and for curriculum planning, it is **an articulating axis of the teaching/learning process and a strategy that facilitates the personalisation of training.**

The experiences undergone within the FORMUJER framework have demonstrated that people strengthen their employability and the exercise of their citizenship when:

- ➔ they are capable of conjugating their capacities, needs and knowledge with the competencies required by the occupational context;
- ➔ they are recognised as creators of their future, identifying skills, desires, possibilities and difficulties to make their own way.²³

This signification of OP is formulated in the FORMUJER intervention model through its location in the centre of convergence of all its components, as well as its objectives, approaches and strategies.

metodológicos para el desarrollo del Proyecto Ocupacional como estrategia de articulación de la orientación laboral y la formación profesional. Ministerio de Trabajo, Empleo y Formación de Recursos Humanos / Secretaría de Empleo/ Dirección Nacional de Capacitación Laboral y Formación de Recursos Humanos. Programa FORMUJER, 2001.

²³ Abstract of *Cartilla sobre Proyecto Ocupacional* produced by the Cooperativa Punha, FORMUJER Argentina.

As a teaching strategy, the OP is supported by the capacity of human beings to formulate projects. At the same time, it guides training and/or job choices and courses, visualising occupational segmentation and teaching to read the context. Concomitantly, it reinforces the exercise of citizenship by favouring the development of autonomy, linkages with others and access to the world of what is public.

To redefine and manage OP, individuals have to develop suitable competencies to carry out or deal with its four phases.

- ◆ *Self-diagnosis:* Where do I start? It implies taking stock and this begins with the recognition of one's own competencies, acquired in academic or work environments or in the context of life. It further implies reflecting on conditionings based on gender relations or other differences, identifying subjective and objective aspects that affect occupational or productive development possibilities. It includes an analysis of the economic context and of the resources that may become opportunities for productive activities, as well as the effective possibilities of the labour market and its requirements.
- ◆ *Definition of goals and strategies for their viability: what do I want to achieve?* Starting with an analysis of the starting point, the goals to be achieved are defined in terms of training and work, which implies an evaluation of their feasibility, an analysis of possible problems in the way of success and the design of strategies to make them viable.
- ◆ *Definition and planning of activities:* How am I going to do it? People construct a *plan of activities* to achieve the goals they have defined, to develop their OP.
- ◆ *Execution, monitoring and evaluation of the project:* How am I doing and what did I achieve? When people are aware of the distance between knowledge and the competencies they already have and what they need to reach to perform in the field chosen, they can monitor their own process and, given that OP is a dynamic and open process, they can plan it again and adjust it so that it becomes, from a teaching point of view, an instrument of self-evaluation but also of evaluation of the role of the teacher.

With our sights set on the achievement of the objectives of each of these phases, units and elements of competencies are defined, as well as the contents to be worked on by the guiding or teaching staff.

As has been said, from the point of view of training policies and for the teaching and guidance staff, the OP fulfils various functions.

- ➔ It articulates the various components and instances of the teaching / learning process.
- ➔ It introduces individualisation in the training response in two dimensions: it focuses on the differences and strengthens and permits each person to go to the different windows or courses offered by the institutions, and to select those technical, management, information, etc. aspects that they need to manage their project. In this way, the person can assemble a “personalised menu” and training can acquire flexibility that has so far been very difficult to achieve, while at the same time preserving the standardised and group nature of the offer.
- ➔ It returns to the participant the protagonist nature of learning, recovers the past, consolidates the notion of the future and creates a visible product.
- ➔ It promotes the reformulation of the teaching role, because before teaching it is necessary to promote and support self-learning among the pupils. Moreover, it helps the teacher to detect and to influence the learning elements valued as important by or causing concern to the student.
- ➔ It promotes lifelong education.
- ➔ It is a methodology and an instrument of evaluation.

The Occupational Project thus described is personal, but it can also be collective, and this has been one of the most stirring lessons and experiences of FORMUJER execution. The formulation of collective projects to develop micro-entrepreneurial activities was unexpectedly intense in all the countries that executed it, and its maximum expression was recorded in Argentina as a result of the extremely serious crisis in 2001 and the records attained in unemployment and poverty.

Among the key competencies for employability the development of some competencies for entrepreneurial purposes had been included. However, the present scenario –in which formal employment is the most meagre and difficult means of achieving labour insertion for the target population–, made it necessary to increase intervention to incorporate, not only specific technical training, but to an important extent, a wide and flexible menu of strategies and resources to resolve the practical phase of training and to take care of the requirements of

the occupational projects of the beneficiaries. In this kind of work, competencies such as initiative, self-regulation, responsibility, organisational capacity, planning and continuous learning acquire greater intensity. But market and competition research capacities must also be incorporated, a culture of the quality of the product or service offered must be developed, as well as a permanent willingness to undertake what, among other things, implies believing in one's own strengths and having a good dose of optimism.

To the extent that the functions, requirements and potentials of this device were visualised and established, the need to redefine the role of training was processed and, in particular within it, so was the profile component of linking with the productive and social setting, as shall be seen further on. Moreover, Argentina developed the formulation of an institutional project as the axis of its strategy of strengthening the co-executing entities.

The strategies implemented for the construction of the OP and to integrate training for employability into the framework of FORMUJER, have been many and heterogeneous. They have involved, from the inclusion of modules or specific workshops held by guidance staff and/or teachers (Bolivia and Costa Rica) or by NGOs in co-ordination with training institutions (Argentina), up to its cross-cutting inclusion in specific curriculum development. Much material to be applied has been produced, among which the following can be highlighted: "The Occupational Project – Conceptual and methodological contributions for the development of the Occupational Project as a strategy for articulation of occupational guidance and vocational training;"²⁴ "Occupational Project: a training methodology to enhance employability;"²⁵ "Guide for Vocational Occupational Guidance. Integrated workshops of occupational-vocational orientation;"²⁶ "Occupational Guidance Participant-Programme Manual;"²⁷ "Methodological orientation guide for the formulation of the Occupational Project for independent work."²⁸

²⁴ FORMUJER Argentina, Ministerio de Trabajo, Empleo y Formación de Recursos Humanos/ Secretaría de Empleo/ Dirección Nacional de Capacitación Laboral y Formación de Recursos Humanos, August 2001.

²⁵ FORMUJER Argentina, Ministerio de Trabajo Empleo y Seguridad Social de la Nación, March 2004.

²⁶ FORMUJER /INA IDB – San José de Costa Rica, December 2002.

²⁷ INFOCAL, Bolivia, 1999.

²⁸ In: http://www.cinterfor.org.uy/public/spanish/region/ampro/cinterfor/temas/gender/formujer/tra_ind.pdf

5.4 Compensatory strategies

As was the case with VOG, *compensatory strategies have more than one role to play in the Programme: they are a methodology of work with the target population, a positive discrimination strategy and also a component with a strong management bias. In all these functions, and also when they are articulated with VOG, they are responsible for the instrumentation of the focalising logic in the target population.* In the design and at the start of execution a System of Scholarships was planned to facilitate and support the participation of low income women in the training processes, ensure their permanence and deal with gender marks. To the extent that competency based training was gradually developed, employability competencies were identified and, especially, the Project device was formulated, the need was visualised for a mechanism to grant scholarships that was coherent with the gender approach, i.e., that the women should have more power of decision on the destination of the subsidy. To achieve this, work was done in the Guidance workshops regarding how to apply the scholarship to resolve their problems and impediments to carry the OP forward. Concomitantly, the categories of scholarships to be granted by FORMUJER were revised *creating the scholarships according to gender: by head of household, by high performance and by participation in the non-traditional areas with a high technological content* (Costa Rica). In this way a double objective was achieved: women at a greater disadvantage and more vulnerable were supported and occupational diversification was encouraged and supported.

Finally, its present formulation was reached: *a policy of support of an economic, cultural and organisational type to attend to the disadvantages and obstacles that women suffer from due to their gender condition –difficulty to access, permanency of training, etc.– and to promote female occupational diversification.* The participants themselves define these supports within the framework of formulation and management of their OP, and according to their real and differentiated needs. In many cases, the solution to these needs is to be found collectively and severally (for example, the organisation of day care centres on the work site, attended by the participants themselves according to a schedule other than that of training or by those who have no work, the collective purchase of materials or equipment to exercise their occupation or a micro-entrepreneurial activity). The institutions also articulated with the setting to resolve different issues (child

care, transportation, etc.). In this manner they gradually acquired experience and strengths that places them in a position where networks became dynamic thanks to them and they articulated with players and capabilities of their setting, which provides a good base for the challenge of identifying and promoting labour insertion strategies by adding up efforts and resources of diverse sources and types.

Compensatory Strategies are thus defined as a participative process where the individuals express themselves and get involved in the analysis of their own reality and problems, as well as in the identification and management of solutions. In this way, *they become a teaching mechanism to strengthen cross-sectional employability competencies and self-management capacities of beneficiaries, and also to stimulate them to broaden their vocational options and face challenges and increase their performance and commitment to training.* Some of the competencies that are promoted are: identifying problems in the family and public space, recognising knowledge and resources, capacity to resolve problems, strengthening decision-making regarding income, promoting bargaining competencies, empowerment as their message as individuals with a right to power and to choice.

The compensatory strategy conception calls on individuals to identify the problem and find the solution, on their own or co-operating and articulating with their peers, and to promote the potentiality of networks, both for people and for institutions. Working with a local setting, in turn, and the possibilities it offers to resolve the needs and expectations of participants, is a clear message that there are dimensions of employability that do not depend only on the individual but on which that person and the institutions can have an effect.

In short, FORMUJER has led to an accumulation of rich experience that validates the relevance and potentiality of a Compensatory Strategy conception as a teaching tool incorporated into work by an Occupational Project, substituting a subsidy. It applies both to occupational emergency programmes and to fighting against poverty, and to programmes promoting equity. In the case of gender, besides lessening economic and social needs arising from poverty, they can reverse segmentation and discrimination, becoming an institutional message to define proactive policies that modify stereotypes in the public labour space. The Strategies can be defined, both on the basis of population needs, and of the search to overcome specified difficulties of some population group or productive sector.

6. Implementation of the FORMUJER model: components, lines of action and its main contributions and products

As can be seen in table 3, the methodologies and approaches presented were developed and put in practice in the activities of the priority areas. From an organisational viewpoint, *the Programme was structured as two Sub-programmes, the areas became components and, within them, different lines of action were developed. The objectives of each component were defined within a systemic logic approach and on the basis of their contributions and interrelations for the formulation of the intervention model and for achieving the final purpose of increasing the employability of women and men – especially of poor and vulnerable women.*

For each of the components a specific document is planned from the *Systematisation* series of FORMUJER Publications that includes national implementation strategies and regional systematisation. Therefore, in this section they are only characterised in terms of role and of the objectives to be fulfilled in the formulation of the intervention model. Their main products and contributions are then mentioned, on the understanding that they are indicators of achievement of the execution and, at the same time, are an effective means to verify the consistency and validity of the model. As is the case throughout the entire chapter, these indicators serve as illustrations and are aggregates at a high level since we are referring to a synthesis from a regional point of view. The titles with which the indicators are presented seek to specify the function and/or the contributions of the line of action to the model and/or strategy of execution.

Sub-programme 1: *Development of new methodologies and their trial in countries by means of technical and vocational training pilot programmes*, contains the four components that are presented below, as well as that of the *National Pilot Training Projects*, that are presented at the end of point 7.

➡ Strategy of linkage and co-operation with the productive and social setting

This area is responsible for relevance with the occupational context. It is generally not defined as an area or function in training institutions. Therefore, FORMUJER, as of its design, sought to highlight the indispensable nature of its role, establishing the figure of “Linkage” as a specific function of the NEUs.

The lines of action developed were as follows:

- ➔ *Conceptualisation, promotion and organisation of the System of Information and Guidance and Intermediation of labour supply and demand.*

Objectives

- ◆ To systematise national information on supply and demand to characterise present unsatisfied demand, that feasible in the medium term and potential demand to be generated by means of articulations with players and agents of local development.
- ◆ To identify the occupational areas, specialities and profiles capable of insertion, paying priority attention to low income women.

Promotion of an information culture

- ◆ Design and promotion of the System which, despite different levels of orchestration in the countries, showed, in all cases, a need for feedback between supply and demand, as well as for definition and integration of information and occupational guidance from a gender perspective in order that Labour Intermediation could promote, through dialogue with the demand, the removal of bias and stereotypes in vacancy coverage.
- ◆ Production of an Occupational Classifier for Bolivia with labour competency profiles and a gender perspective, which was delivered to the country for its validation and as an input for the modernisation of the labour market. For the first time in the region it shows how all the instruments can and must promote equity.
- ◆ Establishment in INFOCAL of a Supply Subsystem, articulated with the Occupational Guidance System, by means of a Basic Occupational Profile File, also transferred as a basic input for the National System of Educational Information.
- ◆ Development of methodologies for market analysis with a gender perspective and criteria and indicators for the selection of new niches and training specialities with female insertion potential. There are 17 market studies of a general nature, local and/or sectorial, that are demonstrational examples of profile identification in articulation with the productive sector and for the promotion of labour alternatives for women.
- ◆ Strengthening the VTIs in the application of these methodologies and in handling results.

➔ *Sensitising and training the productive sector*

Objectives

- ◆ To encourage awareness of the relations between a policy of equality on the job, an adequate management of human capital and the strengthening of entrepreneurial competitiveness. The area of labour relations is especially potent for preaching equity because it allows the inclusion in agreements of many aspects of a positive action programme.
- ◆ To assign a new economic and social value to female qualities and singularities, taking advantage of the way they match with occupational profiles emerging from the new productive and organisational paradigm, with the search for improvement in the quality of life and with the preservation of the environment.
- ◆ To inform on the Programme, the role of training and the contributions that it may make to the needs of the sector.
- ◆ To identify and promote new employment niches –which have so far not been available for women due to gender discrimination– or those that may be created on the basis of articulation with local and community development agents.

Bases for change and the opening up of opportunities

- ◆ Availability of a varied repertoire of communication strategies, articulation and joint work to fulfil the objectives of the different lines of action of the component.
- ◆ Production of publicising materials paying attention to entrepreneurial interests and styles that, also, were part of the multimedia communications activities.
- ◆ More than 1,800 representatives of the productive and social setting were informed and more than 600 participants were involved in actions especially designed to analyse the Programme and also to address themes such as quality management, maternity leave, etc.

- *Generation of mechanisms of articulation between the training centre and the productive and social setting*

Objectives

- ◆ To agree to undertake joint training actions or actions at the request of the productive and social setting.
- ◆ Articulating with the Curriculum Development component, to promote and organise the participation of workers and entrepreneurs in identifying competencies and training needs required for each profile and contributing to the development of the respective methodologies.
- ◆ To authorise and monitor the practical phase of learning, which implies identifying the places, removing obstacles to participation of women, negotiating conditions, signing agreements for them to be carried out, relating to the instructor staff, accompanying the beneficiaries, with special attention paid to the situation of women to prevent restraints and gender discriminations, etc.

Roles, contributions and instruments for articulation

- ◆ Implementation of Advisory Committees at the national and/or sector level with the participation of chambers of entrepreneurs and productive organisations, representatives of the working sector and local development agents in the three countries, as well as Technical Committees or working groups for the determination and validation of market studies, the profiles and the follow-up of interventions decided.
- ◆ Bolivia: implementation and systematisation of the Internship Daily to motivate the involvement of female participants in the analysis of the experience, and of the performance report per beneficiary in the practical phase, for evaluating the acquisition of social and attitudinal competencies in the world of work and specific performance in the occupation.
- ◆ More than 2,500 individuals conducted occupational practices in companies or in their own enterprises which were formed as a result of associating with other participants in the courses. In both situations monitoring was done by the

Programme and there are evaluations of the entrepreneurial representatives that appear to agree regarding the increase in competencies and the good performance of the participants; the latter, on their part, have stressed the value of the benefits of this training phase. Examples of labour insertion as a result of the internship have also been recorded.

- ◆ A wide range of articulating experiences with other programmes, courses of the training institution itself or other similar ones and local players to complement training and the development of competencies of the graduates of the various FORMUJER courses –for example, in entrepreneurial management matters– as a way to accompany and strengthen the constitution of micro-enterprises, resulting from the collective OPs (Argentina). In fact, that was translated into an incorporation into the training process of the initial phase of the self-managing occupational projects.

As an example of the diverse modes that this line of action adopted, the following may be mentioned:

- ◆ articulation between the Programme of the Entrepreneurial Training Bonds System of the Economic Development Agency of the City of Cordoba (ADEC), INCIDE and the Vocational Training Area of the Ministry of Production and Labour of Cordoba, one of the FORMUJER Argentina co-executing entities. Jointly with INCIDE, a programme in management training, financed by ADEC, was developed that was complementary to the courses already finished;
- ◆ the methodology developed by FORMUJER Costa Rica for improving entrepreneurial practices of women who were already performing as micro-entrepreneurs so that they would design their training project in keeping with their needs and would carry it out by resorting to the different “windows” that INA offers (accounting, managing, marketing, updating of different specialities, etc.).

➡ **Methodologies and instruments for the revision and updating of curriculum development and for staff training**

This area is responsible for the technical teaching aspects of the teaching / learning process and, particularly in the FORMUJER Programme, for updating supply and formulating the specialities and profiles selected according to their potential to incorporate poor women and raise the technical and technological level of female insertions. The great challenge of this component is the perma-

nent updating of curriculum developments to respond to the requirements in terms of vocational competencies and the technological and organisational evolution of the labour market.

Its lines of action were:

- ➔ *Production and validation of methodologies and materials for curriculum development by competency and with a gender perspective*

Objectives

- ◆ To explore and formulate methodologies of design, of curriculum updating by competency and for the attention of needs and peculiarities of the disadvantaged population with low educational levels.
- ◆ To support the curriculum development of the profiles selected as a whole with the Liaison component to deliver the training actions of the Programme.

Technical-pedagogical innovation for dual relevance

- ◆ Conceptualisation of training for employability, crossing of competency-based training and gender and production of materials for its instrumentation.
- ◆ Development of strategies and teaching materials for the didactical transposition of competencies regarding employability and the Occupational Project.
- ◆ 26 specialities revised with the productive sector.
- ◆ 15 occupational profiles developed with a labour competency approach and also of relevance regarding the target population, on the basis of market studies, with determination of contents and requirements in interaction with the productive sector, incorporation of employability competencies and/or of OP and gender perspective.
- ◆ In the certificates awarded competencies acquired are specified to revalue the degrees and improve labour insertion possibilities.

- ➔ *Development and implementation of methodologies and materials for staff training in gender and in the proposed methodologies*

Objectives

- ◆ Ensure incorporation, appropriation and sustainability of the gender perspective and the proposed methodologies, by means of systematic training and the opening up of shared spaces for reflection on the part of all the staff, and the teaching staff as a priority.
- ◆ Develop and validate teaching methodologies and strategies to attend to educationally deficient populations.
- ◆ Encourage a new teaching role.

Generation of conditions for incorporation and sustainability of proposals

- ◆ Develop support materials and methodologies for training trainers for their replication and incorporation into institutional training policies. Some of the most representative materials are included in the publication "Incorporation of the gender perspective in vocational training".
- ◆ Implementation of a general training plan with methodologies in keeping with the different populations: management staff, planners, methodologists, curriculum specialists, teaching staff, guidance staff and/or social workers, communicators, etc.
- ◆ Conception of the training plan as a strategy of institutional strengthening:
 - Argentina: was not only circumscribed to the VTI teams directly involved in FORMUJER actions, but was transferred to the wide majority of staff and to other provincial and national instances.
 - Bolivia: participated in the INFOCAL Staff Preparation Plan.
 - Costa Rica: took it as a guideline to be implemented in INA human resources training. Moreover, INA offered to assume the training in gender of the staff of other public agencies.
- ◆ Formulation of competencies of a new teaching profile and training for its development.
- ◆ 675 persons trained and all technical teams directly involved.

➔ *Curriculum revision from the gender perspective*

Objectives

- ◆ Establish in the institutions the capacity to produce and revise the teaching developments and materials to eliminate gender marks, support the valuation of competencies of women and men equally and combat vocational segmentation.

Tools and capacities for mainstreaming the gender perspective
<ul style="list-style-type: none"> ◆ Guides and checklists to support curriculum revision. ◆ Revision of 100 specialities and/or occupational solutions with a demonstrational effect. ◆ Training of teaching staff and planning staff for the revision to be incorporated permanently into institutional practices.

➔ **Vocational and occupational guidance**

This area is responsible for attending to people and, especially, for promoting equality of opportunities in training for work. Therefore, it plays a crucial part in incorporating the gender perspective and, according to FORMUJER's experience, in the development of employability and citizenship competencies. In articulation with the Communication Strategy, it assumes the publicising of supply and calls for the participation and incorporation of the student population.

The lines of action developed were:

- ➔ *Reformulation of the role and promotion of a Vocational and Occupational Guidance Subsystem*
- ➔ *Development and implementation of the Occupational Project as a teaching methodology for strengthening employability, citizenship and gender equity*

The objectives of both of them are set out in point 5.3, as well as the main results of OP implementation.

Attention to and incorporation of the individual to the training process

- ◆ Conceptualisation and promotion of the Subsystem by a shared international consulting agency, and with adaptations for Bolivia and Costa Rica.
- ◆ Production of the main instruments: file for beneficiary registration and follow-up; follow-up indicators; files presenting training supply, produced with gender in mind and designed to promote occupational diversification; guides and manuals for guidance staff, etc.
- ◆ Implementation of Guidance Workshops and/or OP in the three countries with different features:
 - Argentina centred its strategy on the design and management of the Occupational Project.
 - Bolivia developed and implemented its Information and Vocational and Occupational Guidance Programme for the target population, which is composed of training in gender and a Guidance Workshop based on the Manual of Participants. This Programme included in the “Modules of Training for Employability and Citizenship” became a product sold by INFOCAL to the private sector, and, furthermore, for the improvement of workers on the job.
 - Costa Rica: the component had a determining role for focalising on the student population, it promoted the System of Information, Guidance and Intermediation of Employment, it encouraged –although with little appropriation– the reformulation of Guidance, directly applied the Integrated Workshops of Vocational-Occupational Guidance and transferred the approaches to ILO Project MATAC²⁹.
- ◆ Training of all the staff involved in the actions of the three countries with participation of the international consulting agency.
- ◆ Summons and selection of the target population of the Programme with diverse modes, but always linked to the localisation area and to the knowledge of the educational centres of the area.
- ◆ 2,250 women took part in the guidance actions with full coverage of the participants of the Argentina and Bolivia courses; partial and demonstrational in Costa Rica.
- ◆ 900 women –over and above the participants in training actions–, participated in Occupational Guidance workshops.

²⁹ Project MATAC: Modernización de las Administraciones del Trabajo de América Central, Belice, Panama and Dominican Republic. For further information, see <http://www.oit.or.cr/matac/>

➡ **Compensatory strategies**

(Their function and objectives are described in point 5.4)

Instrumentation of focalisation on the target population	
◆	Conceptualisation of Compensating Strategies as a teaching method to develop and strengthen cross-sectional employability competencies and self-managing skills.
◆	Implementation of delivery in the three countries with their own, albeit complementary modalities that configure a menu of transferable instruments and lessons. <ul style="list-style-type: none"> • Argentina: conceptualisation, instrumentation of procedures in agreements with VTIs, training for their application and support for the organisation and articulation with players and local bodies. • Bolivia: implementation and regulation of the Scholarship Programme, production of instruments to determine beneficiaries, Social Survey, Support Needs Index, instrumentation in the agreements with the Foundations for their application. • Costa Rica: revision of the institutional scholarship standards, incorporation of gender perspective, conceptualisation of the “scholarship due to gender” that operates in a complementary manner with the INA Scholarship System, articulation of scholarships with the IGW, training of social workers for sustainability of focus.
◆	2,200 women were supported by direct Compensatory Strategies, which was definitely instrumental in making possible their participation in training.

Likewise, in the *Regional promotion, systemisation and dissemination and evaluation Sub-programme* the following components were executed.

➡ **Design and implementation of a sensitising, promotion and communication strategy**

This component is responsible for publicising and positioning the Programme and its proposals regarding the diverse target persons and, especially, to influence the social valuation of female work and the modification of the stereotypes of same. What joins gender and communication is that the state-

ments that the different players exchange among themselves proceed from two sources: the dominant and circulating discourses on the individuals and their roles, and the concrete characteristics of the individuals. The messages –in this case, the stereotypes and gender marks are introjected by women and men, condition their viewing of themselves and, furthermore, they are actively interpreted by them, can accept, reject, reformulate and recreate them according to their own interpretative regimes. Therefore, through the issuance of new messages –intended to revise and question earlier ones–, the stereotypes and gender biases can be identified first, and then modified. For this reason, the Communication Strategy becomes an indispensable tool for management of the Programme.

For FORMUJER the Communication Strategy was conceived with two lines of action:

➔ *Internal component*

Objectives

- ◆ To generate the appropriation of approaches and the proposals made by the institution and its staff.
- ◆ Articulate with the remaining components in the production of the communicational materials and in the strategy to best reach the different populations.
- ◆ Build up the identity of the Programme and the institution as interventions in favour of equity and equality of opportunities.
- ◆ Incorporate the point of view of gender in the communicational policy of the institution, both inwards and outwards, and strengthen its communicational capacity.

Institutional appropriation, positioning and identity of the Programme

- ◆ Definition of a logo and a unique graphic identification for the Programme at the regional and national level, that will provide an identity and a cumulative effect on the shared use of materials. By means of both, the association of FORMUJER with quality, training value, opportunity and possibilities for the target population, etc. is achieved.
- ◆ Organisation of training and sensitising activities through teamwork with other components and in harmony with the profile of the target workers.
- ◆ Production of teaching and publicising materials especially cared for from a gender perspective and to contribute to the appropriation of the approaches and objectives of the Programme.
- ◆ Increase of the participation and institutional involvement with the Programme.
- ◆ Strengthening the design and implementation capacities of a communicational strategy in the VTIs.
- ◆ Improving the contents and the circulation of information; opening up spaces for exchange and reflection.

➔ *External component*

Objectives

- ◆ Sensitise the productive sector, society, families and the women themselves regarding the contribution of women to development and the removal of gender marks in employment and training.
- ◆ Ensure the perception of articulation between what is offered by the VTIs and the realities and demands of potential users (women, families, productive sector, VTI staff, community, etc.).
- ◆ Inform, promote and publicise the training supply.
- ◆ Call upon women to participate in training, showing them skills development and the Programme as a response to their needs and opportunities.

Image promotion, summons and identification with the proposal

- ◆ Multimedia campaign for diverse audiences developed in Bolivia and Costa Rica; training and support of co-executing VTIs in Argentina for each of them to design and produce their own communicational items –for example, for summoning the beneficiary population– which includes, inter alia, institutional videos and teaching materials.
- ◆ Ample repertoire of examples and more than 90 communicational pieces, printed, for television and for radio, transferable and applicable to other interventions designed to improve gender equity in training and employment. These will be made available through the web site and the CD that is part of the publication devoted to the subject,³⁰ and multiplies their dissemination and increases their reach, witnessing to the will to maximise resources by propitiating their use free of charge and with no restrictions. It also led to exceeding targets in terms of quantity and coverage.
- ◆ Opening up and approaching the training centre to the community through Public Symposiums in Bolivia.
- ◆ Equipping for use and permanent updating of Women, Training and Work in the Cinterfor/ILO portal, conceived as a space for exchange, reflection and feedback and designed, among other things, to disseminate actions and products of the FORMUJER Programme. The site has been built into a regional point of reference on the subject as well as becoming a potent instrument for training and publicising.
- ◆ Improving the positioning and image of the VTIs in the face of public opinion, associating them with gender, quality of training, innovation, etc.
- ◆ Sensitising the target population, society and the productive sector.
- ◆ Tuning Programme supply with the interests and concerns of the entrepreneurial sector, women, families and the community.
- ◆ Translating the proposals and intentions of the Programme and of the VTIs into a language which is accessible and interesting for all target populations.
- ◆ Increasing female participation and vocational diversification upon response and support of the summons.

³⁰ See *Programa Formujer: Estrategia de comunicación: una herramienta para la gestión de políticas de formación y equidad*, Cinterfor/ILO, 2003.

➡ **Implementation of a monitoring and follow-up system and working out an evaluation methodology**

Objectives

- ◆ Ensure the permanent revision and recovery of lessons, the systemic conception and the capacity to correct, deepen and intensify intervention guidance.
- ◆ Integrate monitoring with systematisation and evaluation in a process of continued improvement.
- ◆ Instrumentation of national databases consolidated at the regional level.
- ◆ Working out a methodology and more sensitive and effective indicators to evaluate the impact, quality and sustainability of training programmes with the purpose of developing employability and social and gender equity; this will make it possible to report on the degree of institutionalisation of achievements and, more broadly, of gender policies and practices in technical and vocational training bodies.

Feedback and spiralling advances instrumentation

- ◆ Guidance criteria for national and regional monitoring.
- ◆ Design of national bases on the basis of entry and exit records with the socio-economic and cultural profile of beneficiaries, with measurement criteria of the transformations resulting from the training process, the regional consolidated base on a minimum of variables made compatible.
- ◆ Articulating with and with the financing of the IDB/European Union Project on "Evaluation of the incidence of gender and vocational training policies in improvement of Jobs and employability of low income women in Latin America" an evaluation methodology was worked out (hereafter IDB/ENRED) with instruments and indicators measuring employability. This was applied in Programme intermediate evaluation and will source, as inputs, the ex post evaluation. The objective was to obtain significant and systematised information that could be used for knowledge, learning and management of the Programme

and its institutions, and, also, as a tool for comparison and contrast at the external level with other programmes and interventions, in such a way that comparative frameworks can be achieved for collective knowledge in this subject matter. The regional model proposed a comprehensive evaluation and offered itself as a set of flexible tools that each programme used according to its convenience, privileging some instruments, adjusting and adding others.

- Bolivia produced and implemented a set of self-evaluation instruments that allowed it to systematise results and lessons, when there were still no agreements at the regional level.
- Argentina adapted and supplemented proposals and instruments of the IDB/ENRED model that it applied to the development of its own systematisation and internal evaluation process regarding impacts and lessons learned.
- Costa Rica applied a survey of evaluation of actions to a sample of the different populations that were worked with.
- ◆ With the integration of the various contributions an evaluation methodology was configured that considers the construction processes so significant, as well as the results reached and, for this purpose, it defines several units of analysis:
 - the beneficiaries: Objective and subjective income profile;
 - the results in the beneficiaries: employability levels, changes in their setting, occupational diversification, etc.;
 - the Programme, its processes and results: relevance with the context and with the population, innovation, institutionalisation of the gender perspective, possibility for multiple players, management, sustainability, etc.;
 - the players, their processes and results: changes and appropriation of the proposals.

➡ **Systematisation of results, processes and lessons learned**

Objectives

- ◆ Report on the Programme development and implementation process and on its theoretical and methodological foundations.
- ◆ Gather, order and recover critically the results, as well as procedures and tools applied regarding the objective and goals of the Programme,

both for purposes of reorientation or implementation of corrective measures, and for their dissemination.

- ◆ Organise and construct the tool kit that the Programme is planning to deliver to the VTIs to strengthen their capacities and so that they may continue to implement and continuously improve the proposals made.

Formulation and management of the model development process and its proposals

- ◆ Production, adaptation and reworking of conceptual and publicising materials on the basis of the experiences and inputs produced by the multiple players involved in national and regional execution.
- ◆ Production of Six-monthly Progress and Monitoring Reports by country and consolidated at the regional level.
- ◆ Holding five regional encounters for exchange and reflection on progress, strengths and difficulties of execution.
- ◆ Permanent accompaniment of the processes from national and regional co-ordinations
- ◆ Implementation of Programme national and regional line of Publications.

➞ **National and regional dissemination and transfer**

Objective

- ◆ To promote the approaches and proposals of the Programmes inside executing bodies and the national and regional training system.
- ◆ Broaden the validation and enrich the methodologies and strategies through their use in other contexts.
- ◆ Maximise and accumulate efforts and human and financial resources through delivery, to governments and agencies interested in supporting the development of training and gender policies, of proven models and experiences of intervention that allow them to advance more rapidly and at less cost.

- ◆ Provide technical assistance to other entities of the region and supplement the efforts of ILO, the IDB and other international agencies to promote equality of opportunities.

Strengthening of institutions and of the training system
<ul style="list-style-type: none"> ◆ Diffusion and exchange of experiences and proposals in all spaces and opportunities for interaction with players in the training and national and regional employment sectors. ◆ Horizontal exchange and technical assistance between teams and specialists. ◆ Transfer and technical co-operation towards other areas of the executing entities, other programmes and related entities, international agencies, etc. ◆ Integration of CU teams into the regular activities of the entities. ◆ Participation in training and exchange activities carried out or co-organised by other entities and external instances. ◆ Subscriptions, virtual seminars and exchange forums on the web.

7. Principal results attained in the implementation of the intervention model and in focalising and improving the employability of the target population

In keeping with the purpose of this Publication, with the central strategic objective of strengthening policies and with the units of analysis established in the evaluation model, it befits this item to dwell on the systemisation of the most relevant processes, results and impacts of the institutionalisation, validation and transfer of the intervention model that was to be formulated, as well as of the demonstrational training actions. The contributions and products referred to methodological approaches and developments and to components –both those described in the previous sections and those formulated in the national chapters–, are quantitative-qualitative achievement indicators. For an in-depth view, these achievements should be added to the things mentioned here regarding some of them, in the way of goals and/or capacities installed and changes occurring in entities, in the training system and in its players.

7.1 The intervention model

The criterion adopted has been that of the objectives and challenges of the Programme and the model.

- ➔ The specific Programme development objectives were fulfilled in a very satisfactory manner, i.e., in terms of policy formulation and institutionality of the incorporation of the gender perspective on the part of the executing institutions.
- ➔ Institutional receptivity and results achieved validate the systematic incorporation of the gender perspective as a condition to improve the quality, relevance and equity of training.

Institutionalisation of the gender perspective	
◆	Argentina: Resolution 656/2002 of the MTEySS incorporates the equality of opportunities as the governing criterion for training and employment programmes.
◆	Bolivia: the Mission, Strategic Plan, Staff Preparation Programme and teaching circles of INFOCAL include gender equity as a strategic and cross-cutting objective.
◆	Costa Rica: the last reformulation of the institutional Mission establishes that INA must ensure to individuals personal and vocational development with equity and social justice.
◆	Cinterfor/ILO: incorporates in its strategic objectives and in its lines of action the promotion and strengthening of social and gender equity in the design and management of training policies in the region.

- ➔ The methodologies and strategies implemented have contributed substantively to methodological innovation and organisational processes of training policies and practices; they have contributed to the democratisation of knowledge and social inclusion, by incorporating into training competencies and contents that increase the possibilities of labour insertion of individuals, strengthening their participation and citizenship performance.
- ➔ Policy components proposed were validated and understood as being those which a training policy for work must address and, beyond the stresses

placed on them by each country, it was through the technical soundness of the proposals that the institutions visualised what a gender intervention implies.

- ➔ Executing institutions have strengthened their capacity to design and implement policies and have improved the quality of their supply. They have trained staff with methodologies and instruments of good quality and relevance to continue carrying out training actions and to attend to the needs of the different target populations.
- ➔ The Co-ordinating Units have set themselves up as technical points of reference, not only regarding gender but also regarding training policies for the four executors and also for other training system agencies and players.

**Institutional appropriation and transfer of approaches
and methodologies for innovation**

- ◆ **Argentina**
 - Training for employability, the guidance strategy and the Occupational Project are all included among the methodologies recommended for other programmes and policies of the MTEySS (Res. 656/2002, DIA Programme, Protocols of the National Vocational Training System, etc.).
 - The Programme is designed to accompany the principal actions in the field of vocational training defined by the Ministry: strengthen institutional quality in other jurisdictions; adopt OP as a training methodology for employability and be a part of the supply; reformulate Labour Intermediation and the Labour Observatory; select institutions; revise and design supply, etc.
 - The Bureau of Employment and Vocational Training of the Ministry of Production and Labour of Cordoba adopted the approaches, especially the Occupational Project device, as outlines of policies. The remaining local co-executing VTIs apply and transfer the approaches to other areas of their *modus operandi*.
- ◆ **Bolivia**
 - The National Executive Bureau of INFOCAL defines the Programme as a “model of educational technology.” This is evident, for example, in the decision to gradually incorporate the competency based training approach with a gender perspective, as well as to apply the “Training Modules for Employability and Citizenship” to all their training supply.

- The entire proposal is transferred to two departments besides the three initially involved, and disseminated in another four, which implies that it has reached –at different levels of depth– the entire INFOCAL System.
 - The five participating Foundations include in their programming and strategic planning the Programme’s equity policy proposal, they appropriate their methodological developments and they disseminate them towards their total supply.
- ◆ Costa Rica
- The Executive Presidency of INA provides that the Women’s Advisory Service (Asesoría de la Mujer) must assume fully the methodological and strategic proposal for which it shall be responsible for applying and giving it continuity.
 - The System of Information, Guidance and Intermediation of Employment includes the gender perspective, the reformulation of Occupational and Vocational Guidance and a systemic approach to policy expressed in the joint and articulated work of the different areas involved (Statistics, Guidance, Social Work, Unit of User Service, etc.).
 - Homogeneous and shared reference frameworks are established in all INA population areas through the Training Plan, and training contents are incorporated for employability and gender into curriculum development through the Demonstrational experiences of the Sub-sector of Metallic Constructions. These approaches are being disseminated to all the institution by means of their incorporation into staff training policies implemented by the Human Resource area and the Women’ Advisory Service.
 - INA adopted the scholarship assignment criteria due to gender conditions, as a strategy to promote occupational diversification and to focus on women in a situation of poverty. There is evidence of an important increase in female participation in areas where scholarships were granted due to high technological content or non-traditional areas.
- ◆ Cinterfor/ILO
- Takes on the co-execution of the Programme for the Promotion of Equal Opportunities for Women in Employment and Vocational Training – PROIMUJER– of the National Employment Board of the Ministry of Labour and Social Security of Uruguay. The Centre supervises it technically and transfers to it all its approaches and methodologies. In practice PROIMUJER is constituted in the fourth country in which the FORMUJER model is applied.
 - Materialises mainstreaming of the gender perspective, inter alia, through implementation on the Internet of the sub-sites *Youth and Gender*, *Trade*

Unionism and Gender, Gender and Information Technologies and Communication (in English and Spanish).

- Increases and strengthens technical assistance to its member institutions, as well as participation and organisation of diffusion and training activities on the themes of the Programme with other regional and international agencies, with universities and academic centres in America and Spain.
- ◆ The Co-ordinating Unit teams are consolidated and acquire internal and external legitimacy. This is expressed in the requests for interinstitutional and bilateral technical assistance in all priority areas, in the assumption of training of trainers and multipliers, etc.

- ➔ The intervention model proposed has turned out to be relevant and efficient to be applied by heterogeneous institutional areas and multiple players.
- ➔ The management model implemented has strengthened social dialogue on training. The entrepreneurial sector, NGOs, research centres, public, private, social and community organisations, micro-entrepreneurial instances of production or promotion, other related programmes, etc. have participated in it, fulfilling various roles.
- ➔ As a condition for the quality and relevance of training actions, the need and potentiality of the articulation between supply and demand, as well as the articulation with the context of localisation of actions and with the projects and players of local development, have been established in the institutions.
- ➔ The intervention model and its methodologies have demonstrated a high degree of flexibility and adaptability, which has provided them with validation in widely diverse productive and social settings.

Validation and applicability of the FORMUJER model

- ◆ The model is validated and applied by:
 - public instances of definition and orientation of training and employment policies (Ministries of Labour in Argentina and Uruguay);
 - training institutions with national coverage, either financed and administrated by the productive sector (INFOCAL) or of a public nature with private financing (INA);
 - local and sector training entities that execute actions oriented and financed by the Ministries (VTIs and NGOs in Argentina and Uruguay);
 - international organisations committed to the formulation, promotion, management and financing of training and employment policies (Cinterfor/ ILO and IDB).
- ◆ Participation and multiple player articulation are expressed, among other dimensions, by:
 - training profiles and actions that are identified in articulation with entrepreneurial chambers and associations, and/or with the local players of productive projects. In all cases practical training in the workplace is included either with internships in the productive sector or through work in the micro-enterprise itself.
 - reinforcing of decentralisation and localisation of interventions by means of pilot and demonstrational experiences, both in the capital and in other locations of each of the countries. Argentina executed actions in Buenos Aires, Cordoba, Mendoza and Jujuy; Bolivia in La Paz, Santa Cruz, Cochabamba, Sucre and Tarija, and Costa Rica in San José Central, Alajuela, Alaluelita and the Atlantic Region. Likewise, Cinterfor /ILO, through its technical assistance and dissemination actions, interacted with different ILO dependencies and technical services, with multiple entities of the region, entrepreneurial and trade union representatives, other international organisations, universities, academic and research centres, etc.
 - FORMUJER Argentina is executed by five VTIs and formally incorporates several NGOs in training actions, as well as players and community instances, for the implementation of complementary strategies and to encourage productive projects. In Bolivia and Costa Rica different entities and community organisations are articulated either for calling up beneficiaries or for providing complementary strategies. In all cases, for identifying niches, defining profiles and the practical phase of training, the respective productive sector regarding the speciality or territory takes part.
 - in the different strategies and actions of the Programme, the active participation of the greatest number of institutional estates or populations is propitiated.

- ➔ The model and its conceptual and strategic developments have been well received and assumed as inputs in the national training and employment policy areas.

**Valuation of contributions and adoption of approaches and methodologies
in the national training and employment policies area**

- ◆ The model, its approaches, methodologies and/or products are transferred and adopted totally or partially by:
 - ◆ Argentina
 - the MTEySS, to develop articulated vocational training activities that co-operate in the gradual construction of the National Vocational Training System;
 - the Comprehensive Programme for Beneficiaries of the Transitory Employment Programme “Between Us” of the Ministry of Justice and Government of the Province of La Pampa;
 - ◆ Bolivia
 - national public policy through its incorporation into the design of the Programme for Strengthening Technical and Technological Training (PFFTT), executed by the Ministry of Education and financed by the IDB. To this transfer is added technical co-operation during implementation as well as trained staff, and it is not circumscribed to that which has already been done, but rather the progress being made in INFOCAL and in the other co-executing entities shall also be made available. The PFFTT may also rely on the technical advice of Cinterfor/ILO and is a member of the co-operation and exchange network of the Programme;
 - ◆ Costa Rica
 - the National Policy of Information, Guidance and Intermediation of Employment approved by the Ministry of Labour;
 - the University for Work Programme, a governmental initiative to use human, logistical and material resources rationally and more efficiently, with a view to consolidating a National Continuous Training System;
 - the Research and Improvement Centre for Technical Education (CIPET), which seeks to incorporate the approaches developed into the training of future Costa Rican technical teachers;
 - the Guides to Orient and Search for Employment of the MATAC Project of the ILO;
 - the Guidance actions of the Ministry of Public Education.

- ➔ The proposals have provided guidance and relevance to policies against poverty and to addressing other populations affected by vulnerabilities and discriminations, especially for training those people who perform in the different modalities of the informal economy and in self-managed work.
- ➔ A systemic and comprehensive model was developed that acts in long-term transformations and in the sustainability of the gender approach and, simultaneously, in the specificity of actions to take care of the needs and peculiarities of the different population collectives. That was what made it possible to transcend the objective of promoting gender equity and make the model proposed a tool to achieve equity.
- ➔ A contribution was made to the revaluation of training policies as articulators of the diverse repertoires and recourses of active and passive employment policies, demonstrating that the option for one of them is false and that a systemic approach is needed to articulate and co-ordinate both interventions.

**Valuation and applicability of approaches and methodologies
for other policies and populations**

- ◆ **Argentina**
 - Recognition of FORMUJER co-executing VTIs as providers of the Vocational Training Component of the National Male and Female Heads of Households Programme, implemented by the Ministry of Labour within the framework of its poverty reduction and occupational emergency policy (Resolution 656/2002). Dissemination of its approaches towards other training entities.
 - Promotion of training for employability and OP, in articulation with the Ministry of Education in the framework of the “Educational Terminal Programme,” and in the “First Step Programme”, in Cordoba, to improve social inclusion in the Unemployment Insurance attention area.
 - Incorporation of OP and the Compensatory Strategies in projects submitted to the World Bank.
- ◆ **Costa Rica**
 - Request of the INA Presidency for support and a resource reserve to implement the undertaking of a demonstrational project to apply FORMUJER proposals in the framework of the national program to fight against poverty “New Life”.

♦ Cinterfor/ILO

- Module 5, “Investment in persons”, of the ILO Regional Gender, Poverty and Employment Programme for Latin America was carried out by Cinterfor/ILO and delivered by the regional co-ordinator in a seminar on Training of Trainers for tripartite representatives of eight countries of the region. The same course was repeated in Bolivia, delivered by the national co-ordinator. Consequently, more than 100 people received information and were articulated with FORMUJER.
- In the second phase of the PROIMUJER Programme the transfer and methodological strengthening were included in terms of gender, employability, project, etc., to the PROJOVEN and MEVIR Programmes addressed to young people and workers in the rural area as a way to validate the methodology for the treatment of other populations in disadvantaged conditions.
- The ILO technical Departments and Services, especially the InFocus Programme on Skills, Knowledge and Employability of the ILO (IFPSkills) and the team of specialists in gender of the region have considered and interacted with the Programme with the conviction that their developments and experiences feed institutional policies and objectives.
 - ✓ Within the framework of its “Investigation-action on the informal sector and application of methodologies and approaches for its treatment”, IFPSkills put Cinterfor/ILO in charge of the production of a document that applied to the informal sector the proposals and lessons learned through FORMUJER. In turn, the English version of this document was included by UNESCO in a publication with successful experiences regarding training for the informal economy.
 - ✓ Various approaches of the Programme were brought together in the foundations for the process of revision of ILO Recommendation 150 and in the text proposed for the new Recommendation on the Development of Human Resources and Training, 2004, that was discussed in the 92nd International Labour Conference (June 2004). The FORMUJER Programme was a pioneer in the region to apply the focus on employability as an expression of the conception of lifelong education in the area of training for work, to instrument the mainstreaming of gender in training and to provide a foundation for the crossing of employability, gender and training by competencies. These concepts provide a guide to and are included in the text mentioned.

- ➔ The vocational training system of the region, the ILO and the IDB have strengthened their capacities for design and implementation of policies to enhance employability and gender equity on the basis of dissemination of Programme experiences, tools and lessons.
- ➔ The formulation of a model that systematises training theory and practice, the development of conceptional and instructional materials on competencies for employability and citizenship, the crossing of gender and competencies and the OP, etc. have made it possible for Cinterfor/ILO, the VTIs and the employment policies of the region to respond to the needs and present challenges of the world of labour, as well as to present successful lessons and experiences regarding how to train at present and how to contribute to the central objective of the ILO of reducing the decent work deficit.
- ➔ The achievements in dissemination are not only extremely important, but are expanding constantly due to the appropriation of its proposals by entities and players linked directly or indirectly to the Programme modus operandi, and because all its products are made available in an electronic format in the website. During the past year, efforts to translate the Internet portal into English, as well as some Programme reference documents, multiplied availability exponentially and, in particular, promoted the interrelationship with ILO headquarters and other international organisations.
- ➔ Another way to make transfers and dissemination effective has been the contribution of trained staff, to other national programmes of the IDB and ILO, the advice shared between programmes, the coverage of Cinterfor/ILO technical co-operation activities in countries of the region, in joint activities with ILO on the part of the regional co-ordinator and the Coordinating Units, as well as international consultancies in Programme Guidance, Competencies and Employability. The following are some of the most important examples: advice provided by and participation of the Cinterfor/ILO team in the IDB/Ministry of Education in Bolivia Programme, the incorporation of curriculum developers with a gender perspective and the design of curriculum materials in the IDB/MIF Programme in Argentina, the inclusion of the gender and competencies approach and training for employability in multiple activities of the Turin International Training Centre and the ILO Regional Office.

Regional and global dissemination of the Programme, its proposals and results

- ◆ **Cinterfor/ILO:**
 - through the presentation of the Programme and its results in the panel “Employability, Gender Equity and Training Policies,” in the 36th Meeting of the Technical Committee (July 2003), to the vocational training community of Latin America, the Caribbean and Spain;
 - by means of two modules of the Interactive Seminar of “Induction on Training Policies for Improving Employability and Gender Equity” (November 2003), with the participation of more than 170 representatives of entities coming from 16 countries; there are requests to imitate this activity in governmental instances of Mexico, Cuba, Peru and Uruguay;
 - in *Time for Equality*, an ILO worldwide publication;
 - in seminars and exchange experiences with UNESCO, CEAAL, ECLAC, CREFAL, INEA Mexico, UNESCO Chair for the Culture of Peace, COSUDE, CAPLAB of Peru, etc.;
 - by exchanges and joint activities with ILO through the Gender Office, Regional and Sub-regional specialists in Gender, GENPROM, IFPSkills, Buenos Aires and Costa Rica offices;
 - through the website in Spanish and English.

- ➔ The entities involved, as well as the staff at all levels who have participated directly in the experience or through sensitising and training actions, agree that the model proposed has changed the way they “see and do training”.
- ➔ A systemic approach to the processes has been established, as well as the co-operation and complementation of areas and players; there has been innovation in planning and organisation of supply and there has been progress in the appropriation of a new teaching role.
- ➔ Female enrolment has been increased and/or diversified in all entities.
- ➔ The entrepreneurs, both male and female, and the players in the productive world who participated in FORMUJER actions are more aware of the need and benefits of promoting equality of opportunities in training and employment, as well as placing greater value on technical training as a strategy to increase productivity and competitiveness.

Long-term transformations of players and for the promotion
of a more integrating model

- ◆ The people in charge of the executing bodies recognise innovation and repositioning factors regarding the role of training, and an increase in their capacities and availability to co-operate with all the system in the development of policies of a greater and wider scope.
- ◆ The teaching and technical staff of all the VTIs agree in the recognition of the profound changes there have been in attitudinal matters and in their practices, as well as the acquisition of greater professional soundness.
- ◆ Argentina
 - The VTIs and NGOs place a high positive and innovating value on the management modality; joint construction with other teams; work with the setting; articulation with local development and with networks; horizontal co-operation, that has strengthened them and opened up new job possibilities and perspectives, etc.
 - All agree that their capacity to exert an influence has increased and even of leading processes in the collective of training entities and social players of their setting and other locations.
- ◆ Bolivia
 - The persons in charge of the executing Centres highlight the competency approach and that of the “Modules to Train for Employability and Citizenship” as substantive innovations in their offers.
 - All the entrepreneurs consulted consider it necessary to establish spaces for entrepreneurial participation to co-ordinate training actions with INFOCAL, and almost all the individuals who participated in activities arranged by FORMUJER are prepared to do so once again. The majority value the implementation of the “Modules” and claim that this type of training was the most adequate for their needs.
- ◆ Costa Rica
 - All the INA population groups agree that FORMUJER showed that a systemic approach is a great improvement on their own modus operandi and that teamwork is possible and very enriching.
 - Teachers and planners highlighted learning to put together the curriculum from another perspective.
 - The social workers and communicators see the incorporation of the gender perspective as a way to revalue and enrich the practice of their profession.

7.2 Focalising and enhancing the employability of the target population

Although, as has already been stated, the implementation of demonstrational experiences was the priority strategic mechanism for construction and management of the Programme, with regard to focusing on and paying attention to low income women –as well and explicitly–, an objective was: to develop training pilot projects to try out “new ways of doing training,” i.e., to incorporate them and pay attention to them. For this purpose, the experiences of those agencies that had a record of work with this type of population were recovered and revised, from the points of view proposed by FORMUJER, and their adoption was promoted by those who were prepared and interested in attending to them. *The wager and conviction that sustained the FORMUJER modus operandi was that, under present employment conditions, enhancing the employability of women and men in disadvantaged sectors through the capacity to formulate and manage projects, was the most efficient, effective and sustainable strategy to contribute, from the direction of training, to the reduction of poverty, social exclusion and inequity and, especially, to progress towards a more integrating and less deficit-making economic and social development in terms of access of all the population to decent work.* The institutional strengthening to fulfil this purpose, not at a given economic moment but in a permanent manner, was the tool, and the approaches and methodologies worked out were the inputs.

From there stemmed the decision to carry out training actions of a demonstrational nature (*National Training Pilot Projects*), that would allow proposals to be explored and validated. Therefore, *the Programme did not seek quantitative impacts in terms of courses or of population attended, but rather the generation of experiences and good practices to be transferred.*

To place a value on the effects and impacts of training thus addressed upon their target populations was one of the greatest challenges of FORMUJER: to establish measurement criteria for employability and citizenship from a gender perspective. Work began from the conviction that it was not possible to work towards changing behaviour without knowing as precisely as possible the characteristics from which the users of training began. In turn, this is a basic condition to achieve a correct focus. To do this a file was established and a social survey of candidates and participants made, on the basis of which it would be possible to *formulate employability profiles on the basis of socio-demographic data,*

expectations, obstacles and training facilities, including research on the practical and strategic needs of women from the most disadvantaged sectors.

The central hypothesis of the Programme was that “*during the construction of the Occupational Project –and regardless of its result, i.e., of the possibilities of putting it in practice– individuals should develop a series of competencies that allow them to take a position in the world of work that is more autonomous and to define occupational and training histories within the framework of a viable occupational project.* Furthermore, the project approach allows contextualisation of competencies for employability when it links them to the characteristics of the setting and the groups and individuals. This contextualisation has an impact on methodologies used by institutions in training and leads necessarily to focusing on individuals who, from their social-historical situation, contribute to defining the contents of employability and the most relevant ways of addressing them in the training process. In terms of training strategies, this involves the use of methodologies that have their axis on individual and group reflection, the use of spoken language, participation, the development of differentiated processes.”³¹

Therefore, *the evaluation that can be made during the project construction and management process involves the evaluation of employability competencies.* Because of this, it was decided at the regional level that the acquisition of learning and the impacts of these competencies, together with the self-evaluation of the training received, the identification of achievements and the reflection on their own process, on the part of the beneficiaries, become indicators of the results and impacts of training actions in the FORMUJER area.

The definition of Employability Indicators adopted was the result of a document, produced by Argentina, on integration, reworking and adaptation of regional materials, the proposals of the IDB/ENRED evaluation model and the developments and experiences of implementation of guidance and training actions from co-executing institutions.

Taking the construction of the OP as a reference point, *the following group of competencies was defined to be investigated to evaluate whether the employability of the beneficiaries had been strengthened:*

³¹ FORMUJER Argentina Programme, “Informe final de evaluación de impacto del Programa FORMUJER,” Argentina, February 2004, (mimeograph).

- ◆ *Diagnosis on themselves and their family life context, community context, groups to which they belong, as well as productive and labour setting* (reading and context analysis competencies, interpretation of information, message comprehension, interpretation of facts, identifying problems, etc.)
- ◆ *Planning of objectives and goals related to work and training, choice of training and/or work histories, viability analysis* (competencies of knowledge and interpretation of factual information, organisation of time, bargaining, planning, analysis of alternatives, decision-making, problem solving, arguments, use of resources)
- ◆ *Management and execution of activities for project development, programming, organisation of time and of resources*
- ◆ *Solution of problems linked to training and work, in the working area, in the family setting and/or community setting* (competencies of analysis of problems and alternatives, bargaining decision-making, relations with others, communication)
- ◆ *Teamwork/associating* (listening capacity, capacity to incorporate contributions of others, co-ordinating competencies, bargaining competencies, relations with others in the construction of productive and/or working strategies)
- ◆ *Autonomy/negotiating / decision-making* (change in position vis-à-vis the working world, training, family organisation, exercising rights, incorporation of the gender perspective in those changes)
- ◆ *Communication* (changes in oral, written, body expression, transmitting capacity, etc.)

In another expression of the strategic heterogeneity of the intervention, *the method of implementation of the Pilot Projects was different in every country*, including PROIMUJER. The latter involves an intervention aimed specifically at unemployed women who, as has already been stated, adopted the proposals of the FORMUJER intervention model. Its execution is integrated into the Programme through the co-ordination of Cinterfor/ILO.

- ➔ *Argentina:* The Programme directly and integrally financed the training actions undertaken by local VTIs, previously chosen by specifically appointed teams. The profiles and curricula were worked out by the entities during execution and with the assistance of the NEU. Beneficiaries for the specific courses were chosen with the participation of NGOs.
- ➔ *Bolivia:* the Pilot Programmes were developed by the five departmental Foundations as part of their regular supply. The Programme made market studies to explore whether the specialities and profiles proposed by the Foundations were in effect and feasible. Interacting closely with the National Executive Bureau, the Programme technically supported and instrumented the revision of the curricula and/or formulated new ones, by using the competency based training methodology. Moreover, it trained the staff directly involved with the programme but also a significant percentage of the leading figures of the entire INFOCAL. It also carried out and financed the Communication Strategy that was changed in a small way according to the realities of each Department; it granted and financed scholarships for all women beneficiaries, according to their socio-economic profiles, after applying the Social Survey and through the INA definition. In the same line, the Programme supported, technically and financially, FORMUJER courses in which, besides the direct beneficiaries, the usual student population of the Foundations participated.
- ➔ *Costa Rica:* The sector Technological Cores are responsible for working out and updating the curricula and providing the INA annual definition of supply. Because of this the Programme is not authorised to provide its own courses except for demonstrational experiences. Consequently, in its modus operandi it stressed the logic of mainstreaming the gender perspective to lay the foundations for its incorporation in the medium and long term into its training supply. From the point of view of the focalising strategy, the Programme developed demonstrational experiences in two flows that complemented the objectives of improving employability and increasing the quality and relevance of the training: the diversification of participation in institutional registration; and access, permanence and broadening of opportunities for poor women. The Programme defined as direct beneficiaries those who took part in experiences in which the methodologies pro-

moted or designed (Women INA/IDB) were applied, and as indirect beneficiaries those who took part in the INA/IDB courses.³²

- ➔ *Uruguay:* Uruguay proceeded along the same lines as Argentina although the institutions and courses were selected on the basis of calls for bids. The proposals of the bidding entities included market studies and also the criteria and implementation of selection of beneficiaries. The NEU acted as technical advisor, trained the teams of the training institutions and directly supervised actions.

It is thus in this frame of reference that the results and impacts of this second strategic objective of the Programme is inscribed. The quantitative indicators are as of September 2003 so that final data are not included, since Argentina and Uruguay continue their execution.

- ➔ The *National Training Pilot Projects* are implemented in all the countries. Argentina and Bolivia exceeded their quantitative goals and Uruguay was able to obtain financing for the execution of a second phase. It ceased to be a pilot project and doubled the amount of population and the locations attended.
- ➔ The quantitative goals were exceeded in terms of beneficiary population, localities attended, occupational diversification, access to new and/or non-traditional areas.
- ➔ Curricula are available identified and/or updated in interrelation with the productive setting, in keeping with the employability improvement objectives of the target population. Also available are teaching materials and working methodologies that take into account its characteristics and learning needs.
- ➔ The methodologies, profiles and curricula were transferred to all the entities (MtySS, INFOCAL and INA) for their appropriation and for the future integration of the courses into the regular institutional supply.

³² It refers to the courses delivered by teachers trained by the Programme or the curricula of which were revised, from a gender perspective, by the UNE specialists or by the staff trained for that purpose.

Implementation of pilot training programmes by applying methodologies designed, to pay priority attention to low income women and/or women in a vulnerable situation

- ◆ **Regional FORMUJER**
 - 248 courses executed in 57 occupational disciplines in 13 locations
 - 3,360 individuals trained directly, of which 87% are women
 - the number of indirect beneficiaries is incalculable, and within them male participation is much greater because the methodologies are applied in mixed courses in all the entities.
- ◆ **Argentina**
 - 30 courses delivered in 18 occupational profiles in 5 zones of the country
 - 866 individuals trained of which 80% are women
 - by 2004, on which date the Programme ends, it is estimated that more than 1,000 individuals will be reached through the participation of executing institutions in the Vocational Training Component of the National Programme of Male and Female Heads of Households and that around 5,000 will be reached through the dissemination and methodological transfer of the products developed.
- ◆ **Bolivia**
 - 179 courses delivered in 20 specialities in 5 Departments
 - 1,913 individuals trained of which 1,588 were women (83%) and of these 400 participated in areas that are not traditionally female.
- ◆ **Costa Rica**
 - 18 comprehensive Guidance Workshops delivered
 - demonstrational focalising and intervention experience involving components in the Public Workshops of Alajuela and Alajuelita
 - 19 certifiable graduates and 95 revised modules
 - 582 individual beneficiaries of which 540 are women (92%), 243 women trained directly by the Programme and 339 female participants who received scholarships, for various courses delivered by INA (in many cases scholarships are assigned under double categories as, for example, for high technological content and for head of household)
 - 1,000 women participated in INA/IDB courses
 - significant proportional increase in female participation in areas where the methodologies worked out were applied: 30% in Electronics, Graphics Industries and Crafts Processes; 50% in Materials Technology and 100% in Metallic Constructions.
- ◆ **PROIMUJER – Uruguay**
 - 25 courses executed in 15 occupational profiles in 8 locations
 - 520 women of meagre resources and low or insufficient educational profiles were trained.

- ➔ The objective and subjective profile of the beneficiaries shows very effective focalising, which validates a catalogue of modalities and instruments for summoning, selecting, following-up and evaluating the target population to be made available to programmes and governments dedicated to combating poverty.
- ➔ The indicators clearly reflect the different socio-educational national and local levels and, simultaneously, the coincidence in focalising the population in a disadvantaged situation in keeping with those parameters and to the political and employment situation of each country during the execution of the Programme.
- ➔ The main reasons to participate in the Programme were, unanimously and in all the countries, the economic need to insert themselves in the labour market and enhance capacity and performance through training.
- ➔ The institutions visualise and integrate, from a systemic perspective, the summoning and selection stage as a teaching methodology for the first phase of self-diagnosis of the Occupational Project, and as an input for determining the population profile to be taken into account in curriculum development, in the teaching materials and in practice in the classroom. By means of candidate registration files, selection techniques, and beneficiary graduation surveys, etc., the role and the incorporation of Guidance is strengthened.

Highlighted indicators of focalising on the target population

At the time training is begun the most outstanding characteristics of the population are:

◆ **Regional³³**

- **Age:** is distributed in thirds, less than 24 years of age, between 25 and 35, and more than 35, with an incidence of 10% of older than 45 years.
- **Schooling:** two thirds do not finish the secondary level and, within them, the primary level is divided by halves between completed and incomplete (20% with primary schooling incomplete in the total population). More than half the individuals that have only done primary schooling are less than 35 years of age.

³³ Compatibility of variables among countries generates a numerical reduction of the population analysed so that the values refer to a representative sample and have no indicators of tendencies.

- *Civil status / members of the household:* almost half are single, 37% are married or have a partner living in and 16% are divorced or widowed. 20% of the women live alone with their children, almost a quarter do so with a partner and children and approximately 60% live in expanded households (with parents, other family members, etc.) where there are also minors.
- *Paid activity:* more than 72% of the women receive no pay and within them 70% are less than 35 years of age. Likewise, the greatest concentration of employed women are between 25 and 35 years of age. Among the unemployed women 12.5% have less than three years of education, almost 40% up to 8 years, a third up to 11 and 16% have completed secondary education. In the employed collective, half have completed secondary occupation and a quarter have between 9 and 11 years of schooling. 80% of women heads of household with children work, while, amongst those who live with a partner, the opposite is true (unemployed).

♦ Argentina

- *Age:* 60% are up to 24 years of age, one quarter are between 25 and 35 years of age, and another 20% are more than 35.
- *Schooling:* 64.2% have less schooling than a complete secondary cycle and within them 20% have not finished primary school, something more than a quarter of the population has completed secondary school and only 9% started or completed higher studies. The comparison between men and women is slightly favourable to men especially in access to higher studies. There are substantial differences in level among the different localities, the University of Quilmes and the Puhna Co-operative being those schools where studies are lowest: 80% did not finish secondary schooling. In the Punha Co-operative, for women, the percentage is even higher (85%).
- *Members of households:* only 2.1% live alone, 57.3 live in households with between 2 and 5 persons and somewhat more than 40% live in households of 6 or more persons.
- *Paid activity:* 88% have no paid work, there being a slight difference in favour of women. This percentage is higher in Abrapampa-Jujuy (3% with paid work), Quilmes and Cordoba Capital, and the most favourable situation is in Villa Giardino with 21% occupied where, moreover, female indices are higher.
- *Length of unemployment:* more than one third have been unemployed for over 3 years and 38% have been unemployed since the year previous to the survey (the occupational emergency began at the end of 2001).
- *Income or subsidies:* more than half receive no income and, among those who do, approximately 50% receive unemployment compensation or monies through public social programmes. The worst situation is in the Punha Co-operative where almost 70% of beneficiaries receive no income.

♦ Bolivia

- *Age:* around 10% are up to 18 years of age, one third are between 19 and 24, almost 40% are between 24 and 35 and 18% are more than 35.
- *Schooling:* around 28% have not completed primary school compared with 10% that did so. 60% who have received secondary education are divided 50-50 between those who have finished secondary schooling and those who have not.
- *Civil status / members of household:* More than half are single, almost 40% live with a partner or are married and less than 10% are divorced or widowed. More than one third of the women have children while they have no partner, half live alone with their children and the other half does so with other family members. 8% percent of the women who have children also have a partner. 55% have three children and more and, within them, 6% have more than six.
- *Paid activity:* 72% do not receive any income, and more than half of them are women with children and no partner. The distribution by educational levels shows that those who are employed are divided almost 50-50 between primary and secondary while, among the unoccupied, 62% have reached secondary, which is an indirect indicator of the low quality of occupation in the first group, as well as the little relevance for employment at the secondary level.

♦ Costa Rica

- *Age:* 6% is less than 18 years old, 20% is between 19 and 24 year of age, more than half are between 25 and 45 and 17% are older than 45.
- *Schooling:* 44% have finished primary school, 50% have finished secondary school and the remainder have a tertiary education.
- *Civil status / members of households:* 40% are single, 34% are married or have a partner, and 25% are divorced or widowed, while more than half the women are heads of households.
- *Paid activity:* 56% receive no pay, about 32% does so and about 12 % do not answer the question and involve the segment of young people who are receiving INA scholarships.

♦ PROIMUJER / Uruguay

- *Age:* around 22% are between 18 and 24 years of age, 41% are between 25 and 34, and 37% are over 35.
- *Schooling:* 24% is at the primary level, 5% in vocational training and 70% has incomplete or complete secondary studies.
- *Members of households:* 81% of the beneficiaries have children and 45% are heads of households.
- *Paid activity:* 72% are unemployed.
- *Length of unemployment:* about 30% had been unemployed for the past six months, 17% between six months and a year, 20% between one and two years and 31% for much longer than two years.

- ➔ Training action participants who totally or partially applied the methodologies proposed and, specifically, vulnerable and poor women beneficiaries, managed to formulate a viable training and occupational project, improve their employability and labour market knowledge.
- ➔ The output situation of the beneficiary population is qualitatively different from the input, because a large amount of recognised obstacles to access and permanence on the job (low self-esteem, insecurity, invisibility and/or lack of cross-cutting and technical competencies, of capacities to seek employment, etc.) were removed during training. The acquisition of more security and self-esteem is especially valued by women and also by teachers and entrepreneurs who received pupils in practice. Among the most significant achievements incorporation of a proactive attitude vis-à-vis employment and of efficient positioning and handling of occupational and social requirements are to be highlighted. Because of all this, the possibilities of labour insertion of the trainees increase, either in the formal productive sector or in the generation of self-employment and creation of micro-enterprises.
- ➔ Very successful changes are perceived in the target population regarding self-recognition as a subject of rights and obligations, both in the world of work and in family, community and citizenship life. As a result of the articulation between training for employability and citizenship competencies, the beneficiaries learn, besides, strategies to exercise these rights and obligations in labour situations, and also, to progress towards equality of opportunities and access by women and men to a decent work and towards greater equity in terms of family responsibilities and citizen participation.
- ➔ The valuation of training for better positioning in the world of work, in personal life and in community life, as well as the will to continue to train, is unanimous and forcible. The most outstanding reasons for this training project for the future are the need to go into greater depth regarding knowledge acquired in the training courses or supplement them with others linked especially to micro-entrepreneurial management and the need to know ever more about the world of work.
- ➔ There is a repertoire of good practices that can be relied on to support the implementation of occupational projects –either on one's own behalf or

collectively– through the complementation of training and articulations with other entities specialised in their management and promotion.

- ➔ Families, through trained individuals, improve their income, change models and family links, sharing responsibilities and promoting female occupational diversification.
- ➔ The productive sector receives people better prepared to respond to its demands, as well as conceptual and practical tools to better and more precisely develop their human resources policy.

Impacts and evaluation of training received

◆ Argentina³⁴

- More than 80% of the population declares that they have worked out a viable training and occupational project. 90% plans to seek work or change their present job. This percentage is slightly higher among men (94.1%) than among women (88.5%) and is lowest in people of more than 45 years of age. People who state that they are not looking for a job, mainly women, explain that they need to continue their training.
- Women, recognising the difficulties and gender marks of the labour market, choose, more than men, to generate activities on a self-employed basis (individual and collective). This led to training actions that were initially not planned and to a greater bolstering by interinstitutional articulations to support them.
- The valuation of group and organisational affairs, as well as the attention paid to concrete conditions of life and work of individuals, were aspects of the Programme that received much recognition and were considered a differentiating feature when compared to other interventions. More than three quarters of the participants remain linked to their peers after the project is over and more than a quarter does so to seek employment or undertake collective activities.
- Regarding recognition of prior knowledge acquired before the training and that can be transposed to the world of work, the beneficiaries identify, mainly, those originating in the domestic space and linked to the maternal role. This recognition is stronger in San Cayetano and CEDER because of the experiences developed that allowed them to make these activities visible, value them in vocational terms and perfect them through the training received.

³⁴ The data presented proceed from the Survey applied at the end of training, as well as the focal groups implemented. Because of this there is still no valid and sufficient information on labour insertion, especially in the formal sector.

- Regarding the situation at the beginning, more than half the population surveyed improves their employability, gender and citizenship position as regards the working world. 80% states that they “know their weak and strong points better to be able to obtain a job or start an activity on their own,” more than 85% recognises that “they enjoyed the training activity very much;” “I feel surer of myself and of what I am capable of doing;” “Have learned to organise my own time better,” etc., and more than 65% recognises greater valuation and respect in the family, greater knowledge of their rights and obligations in the working area and knowing how to communicate and express themselves better.
- In an almost unanimous manner, the women stated that the reorganisation of the family did not disengage them from domestic tasks but that they basically managed to have “co-operation” to attend the training courses and had increased their bargaining capacity within the domestic space, especially with the children. To these changes in attitude must be added having learned to think in a different way about their lives, both personal and working, to get out of situations marked by personal problems, conquer timidity, displace submission, break with domestic isolation and the fears felt regarding the external world, etc. In the case of married participants with children in their charge, what stands out is the power to get rid of feelings of guilt because they have to be away from home and an improvement of their relations with their children.
- One thing that stays with the beneficiaries is a strong conceptual and practical appropriation of their rights as citizens.
- Also unanimous is the will to continue training: the women expressed to a greater extent the will to go back to formal education. They identify their future interests on the basis of the courses and the definition of OP.
- More than 60% of the target population knew nothing about what they learned and considered it interesting. The rest pointed out that they were aware of the contents proposed by the Programme but that, while they were being taught they were able to understand it and apply it better.
- 90% evaluated that the instructors “always” contribute to the unity of the group, and more than 70% stated that they had “always” received help to formulate their OP, and especially, to acquire cross-cutting competencies.
- 77.4% of the population considered that the images and examples used in the learning materials reflected situations of equality between men and women. The broad majority expressed complete satisfaction regarding environmental conditions, the duration of the courses, the schedules chosen and the possibilities of being able to go and consult on their doubts and problems.

◆ **Bolivia**

- 32% of the beneficiaries who had no paid activity before they started training, were able to insert themselves. Among them, 75% are mothers and within the latter 25% are women alone with children, 40% have between 9 and 11 years of education and another 20% between 4 and 8 years of education.
- 54% of the women are employed six months after they finish training, two thirds are independent workers, 5% are domestic workers and one third work for themselves. The Programme was responsible for obtaining employment for one quarter of the dependent workers, to which another 10% has to be added who obtained work after an internship. The remaining women got jobs mainly through recommendations and friends. In the universe of women who work for themselves, the role of the Programme in obtaining employment is even more to the point because more than 60% made the decision to organise their enterprise/business on the basis of their participation, while prior to that only 20% wanted or visualised the possibility of self-managing their work.
- According to the reports of the internships, the most highlighted competencies and capacities –unanimously– according to the employer sector are: punctuality, responsibility, concentration and order, motivation and interest, communication capacity, teamwork, willingness to learn, etc.
- The level of satisfaction with the work obtained was high but an active willingness was detected to seek new alternatives: more than half had future plans to seek employment working on their own behalf or changing their present job.
- The recognition of changing jobs after being trained is greater among self-employed workers, and the most stressed changes are the increase in self-assuredness, responsibility, quality of work and organisation of time.
- The increase in self-esteem, security, recognition of competencies and changes in the organisation of time and family responsibilities is much to the point. 70% stresses also strengthening and broadening personal and group relations. The links between them are mainly addressed to solving the labour problem collectively: almost half have decided to associate themselves to mount a business/enterprise and another 20% “get together to go out to find a job”.
- As in labour matters, plans are made for the future, both in the family and the community area. In the former the purchase or improvement of housing is stressed as well as the encouragement provided to the family to study or improve their training and, in the case of the latter, the will to participate in associations and community activities stands out.
- 96% considers that the Programme proved to be very useful to them and that the teaching materials they used were “easy to understand and very useful”. For 64% what they learned was new and easily understood, while for a little

less than one third, it allowed them to better understand and apply their previous knowledge. They felt unanimously “always sufficiently supported by the teaching staff to overcome learning difficulties”. This recognition regarding teacher support is not so uniform when it refers to “the consideration of their personal needs and/or problems to fulfil the objectives of the course” (30% said that they received it sometimes).

- Both the training centre, the access to same, the availability of support resources, and the course schedules deserve full approval. Regarding the duration of the training actions, opinions are more divided since for somewhat more than the majority they were too short and for 40% it was sufficient.
- 100% state that they will continue training and 70% wish to go into further depth in the same subject.

◆ Costa Rica³⁵

- 74% of the interviewees recognise changes in their work, pointing out the improvement in their performance (44%), the increase in their development possibilities (40%) and the change in activity (14%).
- The most valued contributions from a labour vantage point are guidance to obtain a job, to set up and/or improve their own enterprise and to acquire security and confidence in business. In the personal area: security and self-confidence, personal realisation and satisfaction, encouragement to train and work, achievements of OP objectives, to feel useful and valued.

◆ PROIMUJER – Uruguay

- All the participants worked out their personal occupational project that made them able to implement individual and group productive initiatives. In some cases these undertakings were put into practice through sale of outsourced services to municipalities, in others, by establishing co-operatives for production and sales.
- 66% of the participants are more aware of their weak points and their strong points to accede and stay in the labour market.
- 50% stated that they are much more aware of how the world of work functions.
- 45% perceived that they acquired knowledge and competencies that lead to the improvement of their conditions to obtain a job.
- 30% considers as an important change having been able to define a clear project regarding their employment future.

³⁵ The data come from the self-evaluations undertaken at the end of the IGWs and of the survey applied to a sample of the INA/IDB women.

8. Some lessons learned

The intention is to share some of the most significant things learned by the regional co-ordination in the political strategic management of the Programme. They were formulated as successes and/or strengths, difficulties and/or errors, with their respective suggestions and recommendations, in the understanding that, with similar or even greater weight than the achievement indicators, they contribute to the continuous enhancement of the system of training for work and to the feasibility and sustainability of plans and programmes. The situations established here are supplemented and enriched with the reflections of the national co-ordinating offices set out in the following chapters.

Successes, strengths and suggestions

- ➔ The process of regional systematisation and evaluation provides proof of the following strengths of the proposal:
 - ◆ the association between gender, quality of training, technical soundness and promotion of innovation;
 - ◆ the formulation of a clear and coherent message regarding the meaning of the Programme and the policy it encourages;
 - ◆ the clarity and precision regarding its central axes;
 - ◆ flexibility and will to adapt to institutional and local realities;
 - ◆ recovery and valuation of things learned, both at the institutional level and as individuals, to incorporate the gender perspective and develop methodologies and strategies that are more appropriate and relevant;
 - ◆ search for involvement of all the players, as well as orchestration of the social dialogue, networks and strategic alliances to address the changing scenario of employment;
 - ◆ methodological consistency between the conceptual and the management model and the importance attributed to the latter.

These factors allowed the national emphases to become inputs and enrich the intervention model. Argentina, in keeping with its location in the governing

area of policies, developed a new way of doing training by the State and with third parties; in Bolivia the Programme interacted in close connection with the technical and management team of the institution to promote methodological innovation and strengthen equity; in Costa Rica, maximum efforts were addressed to changing stereotypes about the meaning of the incorporation of gender, demonstrating that Programme approaches could contribute quality and improve equity in a very prestigious and traditional institution in the world of training, albeit strongly compartmented.

- ➔ The orientation towards institutional strengthening and the inclusion of a Sub-programme designed to systematise and disseminate, were findings and strengths of the design that, articulated with a systemic approach, made possible the creation of the intervention model.
- ➔ The development and validation of a knowledge management model (both in its theoretical and methodological aspects, and its successful experiences and lessons), in a joint approach and shared among heterogeneous entities and players although with common objectives and problems, has been especially relevant and enabled Cinterfor/ILO to accomplish its purposes and its style of work with its network of member and linked institutions. This has made it possible to respond to varied demands that did not include nor were they based on a concern for the gender dimension. As the FORMUJER proposals adopt a gender perspective as a framework for analysis, and place the individual at the centre of the process, when providing a response to the pedagogical issues that most concern the VTIs (articulation with demand, curriculum development, training of teachers, modularisation, training for self-managed work, etc.) the result is the discovery of a need to include that concern and to place a value on its contributions. Likewise, addressing any of the components enables a systemic approach (although one only intends to work with intermediation between supply and demand, one immediately begins to understand the role of guidance, the need for a communication strategy that opens doors for women, etc.).
- ➔ Cinterfor/ILO was the main instigator of vocational competency based training in the region. FORMUJER's contribution, by crossing this approach with gender, has allowed it to advance and enrich this line of work. Fur-

thermore, with the developments of Compensatory Strategies and the new conceptualisation of the role of articulation with the productive-social setting, FORMUJER is laying the ground for a repositioning of training for work as a tool that articulates and integrates active and passive employment policies.

- ➔ The articulation and joint work with the Cinterfor/ILO technical team, the network of experts and member entities, the availability of and access to the most innovative reference materials, the transfer and strengthening between countries and institutions, consolidated a methodology and a strategy of generation of synergies that is considered the most potent for an intervention with these purposes. To the extent that natural resistances or lack of practice and of experimentation with a cumulative task of this scope were overcome, the result was a high valuation and enthusiasm on the part of the institutions for this type of work that led them to maximise resources, to access innovative practices and developments, to increase construction and validation, etc.
- ➔ The multiplier effect of this form of intervention is impossible to measure. Efforts have been made to record application of the materials by other entities and areas, as well as the incorporation of approaches in other products and interventions, but the amount of players that are already involved in dissemination makes it unfeasible and, fundamentally, shows the relevance and potential of an intervention that assumes dissemination and transfer as one of its development objectives.
- ➔ Insertion and/or articulation with public policy areas, despite the efforts and costs in terms of management and flow, is one of the most impacting achievements of dissemination and transfer of the Programme.
- ➔ This justifies the need to incorporate, as one of the principal points of the methodology for the design and for the logical framework, the interinstitutional articulations and the articulations between programmes and, also, a greater support by the IDB and the ILO to promote co-ordination and complementation among the different related programmes. In this sense, the contributions that may be made by the Country Offices, Specialised Services and Regional Offices, respectively, are decisive. In the Programme area we learned that there is a need to develop a much closer exchange

between thematic specialists, as well as to promote internships among programmes and entities. The conception of exchange, joint and collective work had no match in the assignment of activities and resources, both at the regional and national level.

- ➔ For that management model, technical legitimacy and the permanence of co-ordinating teams was a sine qua non condition. In the same way, the incorporation of affectivity, solidarity and loyalty, both personal and between teams, was fundamental. That is why it is said that the model implies both a methodology and a sharing ethic, i.e., the mental openness, generosity and creativity of teams to take advantage of potentials that exist in all human groups in order to build networks and novel forms of co-operation and association. Cinterfor/ILO and the regional co-ordinator are completely convinced that without the human quality and solidarity of the NEU teams, of the IDB Women's Unit Bureau in Washington, D.C., of authorities and key staff in the institutions and the readiness of IDB sector specialists to find alternatives to the unexpected questions or those which gradually arose in the very process of implementation and construction between countries and institutions, regional co-ordination –as it was conceived and functioned– simply would not have been possible. Therefore, the convenience and need to include these dimensions, at least, in the assumptions of the design of an action of this type must be considered a special alert.
- ➔ Because of all that, one of the most positive lessons and practices of this Programme has been the demonstration of the potential and effectiveness of joint work that, although it may imply difficulties and greater demands on time, manages to enrich and strengthen both the products and each institution and the individuals involved.
- ➔ The implementation strategy adopted, which generates demonstrational experiences that may be replicated and generalised, was the most adequate to fulfil both the policy design objectives and dissemination. The tension and risk to be addressed now (and in this sense Argentina is a fertile scenario) refers to a massing of isolated methodologies, without the support of the model, not only in its systemic and comprehensive conception but also in the management dimension.

- ➔ The experience of the Programme shows that working for gender equity requires the development of broad, comprehensive, sustained processes with the involvement of all levels of staff, since, otherwise, there is no possibility of changing practices or the institutional culture. Because of this, to provide for and finance external follow-up occasions and to support achievements is basic.
- ➔ Institutional strengthening and the will to encourage profound cultural changes must include, as indicators of achievement, the capacity for adaptation and flexibility when facing the changes and processes that its own *modus operandi* generates. A programme with objectives such as those of FORMUJER is made up, both by the stipulations of its design and by all that occurs during its implementation.
- ➔ The strong concern for articulation with that which is outside the design was what enabled the incorporation of the focus on employability and the crossing of gender and competency. The latter, despite costs and the time that their comprehension and appropriation required, were the conceptual and methodological axes that had the greatest impact and that were decisive for the positioning of the Programme as a frame of reference regarding the innovation and quality of the executing entities and the region.
- ➔ The conditions of the occupational context, the systematisation of the varied modalities of approach and articulation with the productive sector and the methodology of work by Occupational Project led, in the first place, to broadening and deepening the area with which articulation is necessary. The productive sector conception came to be the “*productive and social setting*” so that the labour insertion alternatives transcend formal employment by a wide margin. In the second place, they justify the recommendations on the redefinition of the role and scope of this component, that arises as a FORMUJER lesson learned, both for future interventions and within the VTIs.
- ➔ The need to conceive the relationship with the setting was established, more than as an exploration of a given reality, as the management of an articulation and active co-ordination in which the training institution detects, reports and promotes the definition and orchestration of occupational niches, profiles and employment alternatives. All of this starting from a

dialogue with the various players of local development, related projects in place, national, sector and local programmes to promote undertakings, etc.

- ➔ Consequently, if training is to be consolidated as a bridge, as a friendly partner capable of generating the service of being company for the individuals and the setting, it must recognise the potentialities and capacities of that setting. It must assume a proactive role regarding employment through mediation and articulation with local development projects, with programmes to support micro-undertakings, etc. This implies to pass from the function of reader of the setting to promoter of dialogue and communication between individual and collective strategies and alternatives of labour insertion.

Difficulties, errors and recommendations

- ➔ Not only because of the initial phase displacements, the points of departure and the different maturities of the different Programmes, but because the very “matter” of the Programme, (construction and validation of methodologies) and because of the style of construction (listening to others, incorporating their schedules, processes and modalities), specific identifiable times are required for the systematisation of results and lessons –which must necessarily follow the implementation processes–, as well as for the transfer and sustainability stage. These times should, ideally, be adjustable and in keeping with institutional peculiarities and the strategy of implementation applied. This has been the case in the FORMUJER reality, in that deadlines were extended to allow for these stages, and efforts were also articulated so that the regional component would continue even after the Programme ended in the countries. In this sense, in the first place, the readiness of INA to finance regional co-ordination and, later, that of Cinterfor/ILO to provide it with continuity, has been allowing systematisation to occur and, especially, the transfer that extends far beyond the Programme goals. Because of this, although formally it might be considered a weakness in fulfilment, the fact that the periods were, in all cases, longer than planned, shows that the period of 36 months provided for is too short to carry out a process of strengthening that requires institutional will to be rallied and, furthermore, schedules and contributions to

be made compatible among three countries. The suggestion is therefore that this structure and these processes be planned for from the designing stage and at national and regional levels.

- ➔ The construction and maturing of the proposals, to the extent that it was desirable that they be done by recovering institutional practices, was slower than expected. This was strongly affected by the decision to innovate methodology, especially concerning the employability and competency based training approaches. In many of these senses, FORMUJER was a pioneer and had to “pay” for that condition in time. As progress was made it was gradually understood that the regional and national schedules could not be made compatible. Rather they had to be built and revised gradually as advances were made. For that purpose, as was explained in point 4, the regional encounters were nodal. Because of this, a programme of this type calls for a process and spiralling progress logic.
- ➔ Together with the economic crisis in the region, institutional political changes were a source of tension that was faced with flexibility and negotiating capacity, as well as with firmness and security, regarding the objectives and proposal of the Programme. The international nature of the Programme and the presence of Cinterfor/ILO and the IDB helped, on many occasions, to avoid the risks of stopping or reconsidering outlines or teams.
- ➔ The fulfilment of the role as technical advisory service of the institutions and of the negotiating tasks with the counterpart entity led to a broadening of demand regarding the Programme to which the macro-institutional agendas had to pay attention. On the one hand, this was considered to be a successful and potent strategy of mainstreaming, impact and dissemination. But it also had unexpected effects to the extent that those requirements demanded, basically from the co-ordinator, time, activities and capacities that were not taken into account in the design or the programming and to which response had to be given as the situation developed. During the initial stages attention had to be paid to varied requests or thematic areas and only after having achieved technical recognition, could this monitoring be centred on the problems of the Programme. It is an activity that is superimposed on the daily tasks and becomes more difficult when the Co-ordinating Unit is small. The conclusion is that these aspects must be incorporated into the design, the logical framework and the calen-

dar of the Co-ordinating Unit because they are part of the strengthening process.

- ➔ The general contraction of employment added to the weaknesses of the market studies, and the fact that articulation with the productive setting was gradually built up at the same time as the execution of the other components carried on, made the definition of the specialities and profiles difficult. This, in turn, had an effect on the results of labour insertion. In any case the recognition of the value of placing the focus on employability has been considered complete, both by the entrepreneurs who received the practitioners and by the teachers and technicians.
- ➔ The distribution of resources for international consultancies in the budgets of each country made difficult and slowed down their concretion because it demanded a complex rhythm of needs and availabilities.
- ➔ The lack of availability of funds for a Communication Strategy at the regional level limited the potentialities of this component. Regardless, the concern we had from the start to generate a regional identity that would allow accumulation, and the fact that Bolivia, since it began execution, put this component in service, compensated this lack and made possible the achievement of essential purposes.
- ➔ The production of the evaluation methodology by ENRED Consultants through a complementation of funds with the European Union, took much more time than expected. The proposal was ready when Bolivia was almost ending its experience and the other countries were fully implementing it. Obviously the instruments required an adaptation and validation that had to be done at the same time as the information on beneficiaries was being gathered. This affected the consistency of the regional consolidated database. Although outlines at the regional level had been proposed from the beginning, as well as a basic instrument for gathering information on social-vocational profiles, the process of appropriation by the entities imposed changes and adaptations that affected the compatibility of the indicators. Likewise, the regional agreement on employability indicators was only just achieved at the end of 2002 when experience and elements to judge them in order to formulate them had been collected by course follow-up.

- ➔ As with the generation of knowledge on competency based training, in evaluation there was tension between exploration and conceptualisation and their simultaneous application to monitor the Programme. Here again the lessons learned during the process are more important than the results. By the end there is a methodology, instruments and new and relevant indicators available that, although they must still continue to be tested and adjusted, are a sound basis from which to start future interventions. In this sense, their availability to continue going into greater depth and their improvement for other scenarios and with other players is the soundest contribution that was made by FORMUJER. Furthermore, as a lesson learned for an intervention involving context and cultural heterogeneity, the need to use two batteries of instruments and indicators is restated: a minimum standardised and shared set and another one, specific and adjusted to the characteristics of each implementation, as well as to value more consistently the goals and process indicators and differentiate them from the results and impacts.
- ➔ As there was an institutional need for immersion to be able to define the stresses and strategies, an exploration, trial and error process was required to make financial administrative procedures compatible with IDB rules and the latter with national rules and, specifically, institutional rules. It would therefore be recommendable that future actions include a more in depth investigation of the design phase to ensure the autonomy of resources of the Co-ordinating Unit and expeditious and swift bidding processes and acquisitions. In the definition of the characteristics of financial administrative management it is important that sector specialists from the country offices of the IDB and representatives of the specific area of the counterpart institution participate from the start so that management channels and mechanisms are previously agreed to. This remark should also be applied to the relationship between the IDB and ILO.

9. Transfer and sustainability of the model and the experience

Throughout this text varied manifestations have been presented of the changes that the participating entities have undergone in their policies, as well as the strategies developed by the Programme to leave established behind them the capacities required to provide continuity to the proposals.

In the national area, all the entities have included in the training of their teaching- technical staff the gender perspective, training for employability, the relationship with the context and with the beneficiary population and these approaches remain incorporated into the planning of actions and in the occupational profiles developed/revised during the Programme. These, besides being able to be replicated directly by the VTIs, become inputs for a continuous reformulation of institutional supply. With the exception of INA, the entities also agree that the Compensating Strategies, although they showed themselves to be extremely potent and decisive in favour of inclusion and permanence of the population in a disadvantaged situation, and particularly low income women, appear as the line of action that has the least prospects of becoming permanent, because they depend on resources that the entities do not have per se and that they should receive from the State or other sources of financing. To ensure this process, the Co-ordinating Units of Bolivia and Costa Rica dedicated the past months to formulating a sustainability plan that was formally endorsed by the respective institutions. In both cases they agreed to take concrete action, as well as to implement mechanisms and modalities to follow up and articulate with the FORMUJER components. In the case of Bolivia, the Plan was approved by the National Executive Bureau –that agreed to continue the dissemination, both inwards into the institution and towards national policy instances– and by the five Foundations –that agreed to make efforts to permeate the whole of their supply with the Programme approaches. INA, through its President, put the Advisory Office for the Training of Women in charge of the adoption of approaches and follow-up actions, among which the extension to all the teaching staff of training in gender and in the methodologies developed stands out. Likewise the Co-ordinating Unit of Argentina –that is in the last section of execution– has begun the same process in its two intervention areas. On the one hand, it is identifying with each co-executing VTI the possibility of broadening the dissemination and transfer to all of its supplies and to go into greater depth regarding the articulations that it was

assuming in the process of execution. On the other hand, it is strongly supporting the Employment Secretariat for the transfer of approaches and instruments towards other Programmes of the Ministry and provincial instances involved in training, employment and attention to low income men and women. Furthermore, it is interacting with the National Training Bureau in the incorporation of the strategic and methodological outlines of the Programme in national policy and, very especially, in the analysis of conditions and strategies that should be established so that a major or massive extension of the FORMUJER experience does not end up affecting it adversely.

It can thus be stated that the sustainability horizon in the national and/or local executing entities is auspicious and fertile to the extent that not only have they appropriated formally the proposals but they have mechanisms and resources committed for the permanence and extension of same. The alert is that the foundation of this horizon, but also its greater vulnerability, is in the stability of the technical and teaching teams that is also quite different not only between institutions but also within them so that, even in public entities there is co-existence of stable or plant staff with the hired staff. But this dimension transcends the Programme and acquires a rank almost of endemic evil regarding training policies and, in general all social policies. Likewise, there is no doubt that, starting with the conclusion of the pilot experiences, the transfer is intensified in quantity and in pace, it acts like an expansive wave and affects and supports sustainability. In this process the international organisations involved play a crucial role.

Cinterfor/ILO's willingness to step up FORMUJER learning and contributions has, among other things, taken shape by institutionalising regional coordinating activities and, specifically, by including a particular component in the 2004/2005 phase of its Project for Strengthening the Website, financed by Swiss co-operation (SDC). The design and implementation of an Interactive Course on Training Policies for Employability and Equity, through which all FORMUJER proposals, materials and experiences shall be placed at the disposal of the training system, shall be among the products committed, and tutelages shall be established to promote and support the implementation in the participating entities of its methodologies. The objective is to progress towards a virtual FORMUJER with which technical co-operation actions shall be opened and reinforced with

stakeholder entities. This activity shall not only be expected to strongly increase transfer, articulate and complement ILO *modus operandi* in the region, but also continue to go into greater depth into and enrich the methodologies developed with new application experiences. Moreover, the site Gender, Training and Work shall continue to be updated permanently and with a gradual increase of its version in the English language, as also with the translation of reference materials. Furthermore, two new sites shall be created on the subject of training for the informal economy and for the rural sector that, as of their conception, shall be incorporating the proposals and lessons of the Programme, and a research-action shall be carried out on training with a gender perspective in the rural world that shall climax with a document of recommendations in which the FORMUJER proposals and methodologies shall be adapted, comparing them with the needs and requirements of this sector. The Association of Rural Women of Uruguay shall be assisted technically.

Providing continuity to the work articulated with the remaining lines of action of the Centre, the incorporation of approaches is beginning to be processed, especially the crossing of gender and competency, in training quality management. In the same way as FORMUJER took a step forward and was concerned to include the gender perspective when its competency based training began to spread, at this time attention is placed on the formulation of ISO Standards to promote the mainstreaming of gender as a condition to ensure quality and relevance, as well as on the equity axis to avoid risks of exclusion and/or elitism. These reflections were already brought up and favourably accepted by the technical team of the Centre, by the cases involving the three countries and by the IDB country office in Argentina.

Therefore, Cinterfor/ILO has already set a strategy and the necessary resources to continue transferring and going into further depth regarding the proposals and inputs of FORMUJER. One of the short-term challenges is to intensify dissemination towards an ILO *modus operandi* to contribute with its priority challenge of fighting against poverty and the deficit of decent work and also to encourage the replication of the experience in other entities and regions, re-publishing the genesis of this experience that involved the adaptation to Latin America of a programme designed to assist the Commonwealth Association of Polytechnics of Africa.

In this line, the analysis and disclosure of the results of the final regional evaluation and the Argentine external evaluation will provide an opportunity and an optimum strategy for the IDB and Cinterfor/ILO to transfer the learning of the implementation and management of the Programme and to generate currents of opinion and propitious conditions to sustain what has been achieved. The transformation of the training space into a platform for human development demands profound changes in the ways to conceptualise and do vocational training. The divulgation of the Programme experience could encourage national educational, training and development of human resources policies so that they establish a guiding and regulatory framework of collective effort between people familiar with the problem and stakeholders and players in order to advance towards a more inclusive and equitable world.

FORMUJER was a highly unusual experience that shows the potentiality of the union between the IDB and ILO. Because of that, another line of joint action refers to the need to decide on more fluid patterns and mechanisms that allow an increase in bilateral co-operation between the two entities, as well as the articulation of actions and resources with other international and sector co-operation entities. For that reason, it is necessary to broaden and persist in this line and include explicitly co-ordination between different connected programmes.

In a nutshell, the sustainability of what has been attained is closely related to the adoption as a methodology, by all players, of what was at first willingness and aspiration: to recover, enhance and articulate learning, efforts and networks.

III. Strengthening the institutional and personal project as an objective and methodology of intervention

FORMUJER Argentina

Introduction

1. The intervention scenario
2. Rationale of the intervention model adopted
 - 2.1 The institutional framework of vocational training as source for its rationale
3. Design of the intervention strategy
4. Implementation of the intervention model from the central level and in local contexts
 - 4.1 Processes implemented
5. Principal overall results attained and lessons learned
6. Reflections on the sustainability of the model proposed

Introduction

“Our proposal is to consider programmes not as regulations, but rather as a *“frame for conversation”* between the central levels (where the idea of their design arises) and the regional and local levels (where they are implemented) ... (it is) at this point that the connexion comes into play between the programmes and reality, their relevance and capacity to respond to the diversity of poverty situations... It is by focusing on these ideas that we have to rethink the meaning of decentralisation of social policies.”

Dagmar Rasczynsky , ECLAC 2002

The purpose of this chapter is to supplement the presentation of and reflection on the intervention model that the FORMUJER Programme as a whole gradually developed, by identifying particularities and stresses of the modality implemented in Argentina to fulfil the objectives of the programme in general and of each of its components and then reflect on the “lessons learned” up to the present moment in the development of the Programme.¹

An effort will be made to justify these particularities, making the relations between the approach and the local strategy adopted and the conditionings of the social and institutional context explicit. The frame of reference of the lessons learned is also that same social and institutional context that possesses features of its own and others it shares with the regional scenario. The validity of the lessons learned will always be conditioned by the dynamics and the meaning that gender, and in general social, relations assume, in particular in the field of labour, and by the interventions of the institutional players in relation with them.

¹ At the time this systematisation was produced the Argentine Programme had not completed the execution of the pilot training projects of its target population nor the period of keeping alongside and strengthening the co-executing institutions. The climax of these activities will make possible, in the final stage of the Programme, the consolidation of the process of recovery and reflection on the interventions made.

1. The intervention scenario

During the time that the Programme has been developing, many “assumptions”, references and parameters of context have changed significantly. The changes in the Argentine social structure and mainly its expression in the spread of unemployment (15% in 1999/2000 and 25% in 2002), the deepening and accelerated pace of growth of poverty and exclusion;² the crisis at the political-institutional level and its consequences for the configuration of the system of representation and social organisation, question the field of intervention of this initiative. What is the role of training for work, which are the orientation and the best strategies to use this tool to enhance employability and citizenship of poor women? How many of these lessons and practices can be spread and contribute to improving the social and occupational condition of men and women in general?

It becomes necessary to begin by specifying some features of the national context as a frame of reference for this systematisation. In the first place: what is the present situation of the target population of the Programme?, what has happened –in general terms– to the women of poor households in Argentina?, what signals can be noticed regarding the configuration of gender relations in the social sector, and in that of the people who have “fallen” below the poverty line due to loss of jobs and diminishment of family income? What positions are women occupying in this public stage and what are the repercussions on the domestic distribution of responsibilities? How are they seen to be by their peers and the players of the more formalised world of work?

At present, taking an estimated population of 37 million Argentines, 18.5 million of them are poor. Non-declared work, underemployment and unemployment exceed an index of approximately 53%, while 46% of the economically active population is constantly seeking work. Up to June 2002, 27,964 people per day became poor, of which 10,968 were children and adolescents. Likewise, 20,493 persons (7,736 children and adolescents among them) entered a situation of indigence.

² In scarcely a year, poverty grew by 15% reaching 53% of the population, while at the time the Programme started, although the poor and the new poor were already a topic of conversation, levels were a little above 20% of the population in a situation of poverty.

Because of the crisis, a record number and proportion of women are in charge of households. According to the INDEC³ Survey, as of October 2002, in 28.8% of households of the entire country a woman is the main person in charge, either because she maintains the family, earns more than the man or lives in a household where there is no masculine presence: a total of 2.7 million women are in this situation. In 1991, female leadership accounted for 22.4% of households. After the Tequila crisis in 1995, that index jumped to 26% and with the recession that began in 1998 it accelerated to the present 28.8%. This percentage is distributed among the different cities of the country, with values that approximate 35% in the largest cities, and that decline to 20% in the smallest.

Likewise, an ever increasing number of women enter the labour market because they began to live alone, to round off the family income or because the traditional head of household has lost his job.

Thus, in the Capital and the Buenos Aires urban area, 34% of women work or seek work, when in the eighties this percentage was approximately 25% and at the beginning of the nineties it was 28%. Every increase in the rate of female activity was associated to a crisis, such as the hyperinflation of 1989, the Tequila crisis of 1995 or the recession that began in 1998.

At the same time, employment instability has increased, with a reduction in the amount of paid hours, a high deterioration in the contractual relationship and in the access and characteristics of the social security net. This affects women to a greater extent, especially heads of household who are obliged to find some job because they are in charge of their home. Income of female heads of household is on the average 28% lower than that of male heads.

Within the framework of this critical situation women are becoming the new protagonists in the social participation area. The movements of the unemployed, also called the “picketers”⁴ movements, erupt massively on the national scene. They are new types of organisations in which female presence and women protagonists are significantly more important in terms of numbers and in positions of responsibility, contrary to the traditional civil society organisations (the trade union organisations of workers, the political parties). The women are the

³ Instituto Nacional de Estadística y Censos.

⁴ Pickets and road blocks have been the typical means of struggle adopted by these movements.

driving force and their incorporation stands out: eight of every ten picketers' centres are headed up by women who are pioneers in the organisation of soup-kitchens and community clothing centres, although also in participation in mobilisations and picketing. In road blocks, four out of every ten women are part of the safety cordons, are strongly involved in actions of every kind and take decisions. Women are in charge of the popular centres, that are the physical hubs of these organisations, and in a majority they also participate as delegates and/or local points of reference. The response to the serious situation of poverty and unemployment is the establishment of a new community structure. In this public space, linked to the construction of projects and alternatives to the social and institutional crisis, the work of the women stands out and is very visible, being as they are valued and recognised by their peers.⁵

Although some features have changed, the stereotypes nevertheless persist and an order of gender that segments and relegates in the labour market, continues to affect work opportunities offered to women and also permeates opportunities and choices tied to training.

As in other decades, the level and modality of participation of women –and in particular poor women in the public space and specifically in the occupational audience– is conditioned by an inter-crossing of external factors, synthesised in the previous paragraphs, but also by personal projects and decisions. *This Programme precisely intends to intervene on that capacity to formulate projects. It intends to improve the quality of technical and vocational training to which the women accede with the purpose of empowering their participation in the projects.*

To complete this frame of reference, the situation of the policies aimed at the target population of the Programme is addressed. *The players and the policies, as well as the target population, are the subject of this intervention.*

When the design of the Argentina Programme was approved (1998), although the unemployment levels were high and a sector of new poor consolidated to join the ranks of the structural poor, both males and females, the State provided itself with some leeway to define policies and interventions of a strategic nature (among them and within the field of labour, those linked to the regulation

⁵ "[...] When they lose their jobs, men become depressed and lock themselves up in their home. It is the women who go out and establish a relationship with the movement and who end up pushing the whole family..." Juan Cruz, member of one of the unemployed movements. Interview in a local paper.

of the labour force, to the attention paid to unemployment through programmes of inclusion of unemployed persons in local productive projects or projects of community service; and to the definition of guidance for a human resources training policy). With time these ideas were diluted in responses that gave priority treatment to the social and occupational emergency without visualising articulation with longer term transformation projects.

It is in this institutional framework that FORMUJER intervenes through the use of a tool –training for work– in order to contribute to strategies that improve the conditions and the socio-occupational situation of a population that is increasingly impoverished in a context in which the models of labour organisation, of relationships with public benchmarks, that no longer provided them opportunities, have cracked, are in crisis and in which it is necessary to outline or propose alternative routes.

2. Rationale of the intervention model adopted

With the aim to contribute to increase productivity and employment opportunities for low income women through vocational training as a tool for intervention, the FORMUJER Programme is defined as a strengthening initiative to the institutions working in this field. At the same time, it is defined as a pilot intervention experience that, therefore, must put in place recommendations and policy instruments.

The Programme adopts institutional strengthening as the strategy to review and enrich, from a gender and social equity perspective, the methodologies and practices in place in the region and in the local area, in matters of training for work. **It adopts this strategy among other possible or available ones in the repertoire of public policies, as for instance the establishment of a legal framework, the assignment of resources according to general parameters with distance monitoring of the behaviour of players; direct actions towards the target population with general prescriptions regarding, for example, quotas, geographical distribution, socio-demographic and occupation profile, inter alia.**

In its execution, FORMUJER faces a dual **challenge: to strengthen institutional capacities** on the basis of accumulated knowledge and, at the same time, **build and validate criteria and recommendations** transcending the logic of a focused experience.

In this framework, the strategy could have been:

- ◆ to *apply models, methodologies and instruments* to improve the quality of training for work developed at the central level with its subsequent validation in focused actions;
- ◆ to *revise and build up approaches, criteria and methodologies* on the basis of a framework of objectives, components and strategic axes defined.

The latter has been the type of strengthening adopted by the Programme and emphasised in Argentina. It involves activities of inter-institutional or multiple player co-operation and construction, rather than single direction assistance.

The FORMUJER intervention model is based on joint construction and the complementation of points of departure and diverse experiences, rather than on strengthening understood as the transfer of knowledge and universal responses to a problem. This characteristic acquires absolute signification in the case of Argentina, since the Programme is inserted in an area (the State at the central level) that co-executes its actions with multiple and heterogeneous institutions.⁶ This led to the recognition of points of departure and diverse institutional strategies that render unfeasible the application of unique and standardised instruments. **Behind this type of intervention there is also a definition of how to solve, with a policy, the tension between its vocation of universal scope and the attention paid to differentiated problems and perspectives of solution.**

⁶ Condition which the context imposes on a public vocational training policy that is supposed to be systemic and universal, on the basis of an existing supply that is dispersed and of an impression of decentralisation of the educational services established by the national State.

“The trend to universalise analyses and standardise responses a priori is frequent. The result tends to be the denial and invisibility of the multiple forms that the gender identity acquires [...], poverty and [consequently the result tends to be, also] the failure of these responses” to the extent that they do not affect living and working conditions of specific women and men (S. Fernandez, 2002).

On the basis of this approach, what aspects in particular justify the choice of intervention adopted?

2.1 The institutional framework of vocational training as source of its rationale

The institutional framework of vocational training in Argentina, that shows a supply distributed and dispersed among players of different level and extraction and a State with competencies to orient and regulate the role of the players, contributes to justifying the manner of work adopted by FORMUJER.

What the Argentina Programme proposed to do was to “pilot” a management model that presumed the existence of a State that:

- defines vocational training policies setting orientations and governing criteria;
- identifies and chooses the players for their competencies and their history to work on the basis of the objectives to be fulfilled;
- co-operates and dialogues with them to adjust and execute those orientations in their contexts;
- promotes the integration of their actions into broader projects of local development and has links and synergy with the educational system and the labour relations system;
- integrates the players in a systemic management to optimise and exchange resources and knowledge.

This approach is the opposite of that which operates with standardised parameters and instruments designed for undifferentiated or prototypical institutional players. In this management model the decentralised players, in order

to adjust their supply and make use of available resources, force their projects by making their lacks and particularities invisible, with which they normally end up by making the social intervention and the investment made less relevant and efficient.

There are lessons learned in that sense, starting from the experience with very massive vocational training programmes implemented, both in Argentina and in other countries of the Southern Cone, in the previous decade. The major failings did not lie in the objectives or in the generic orientations set, but rather precisely in the intervention model, basically in the type of relationship with the players (the training institutions) and with the contexts (reference points for demand, population and local areas).

Some characteristics of this model were justified by their massive coverage. *From the vantage point of FORMUJER, it is understood that the relative priority assigned to formal parameters in the evaluation of training offers (cost, number of vacancies, schedule in hours, physical infrastructure, inter alia) when facing more substantive characteristics linked to relevance of the institutions and of training, favoured the practice of a supply-centred logic on the part of the players that executed these policies jointly with the State.* In fact, this type of intervention responds more to an approach involving management of training than to an irreversible attribute of massive initiatives.⁷

Returning to the FORMUJER Programme, *the dispersion of supply of vocational training in Argentina makes it necessary to consider the institutional heterogeneity that characterises it. It is from there that the Programme must construct its strategies and lessons, involving its different contexts, and only then will the responses be inclusive of and involve the whole and, therefore, be valid as lessons.*

⁷ As part of the systematisation process and in a more advanced stage of the Programme, we shall reflect on how tools and processes developed by the FORMUJER Programme can be adapted in vocational training programmes or employment programmes of a massive nature.

The themes addressed by FORMUJER –incorporating the gender approach, improving the quality of training– serve as grounds for the adoption of an intervention model based on **accompaniment** by institutions and **joint construction on the medium term** horizon.

FORMUJER has defined the following challenges:

- ➔ to contribute –with training– to removing discrimination and stereotypes based on gender and class that restrict and condition the working life of women;
- ➔ to update and revise the training for work approach in order to make it relevant regarding the changes occurring in the organisation and in the labour market, and to promote more equitable gender relations in that scenario.

Working in these areas to produce sustainable changes requires a process, at least in the medium term, of deconstruction and reconstruction of behaviours, practices and approaches, that can only occur when a close relationship exists and work is done jointly with the players. The issue is one of changing the vantage point so that both the process and the results are valued and these shall be evaluated in terms of point of departure rather than in terms of a parameter of arrival.

The appropriation of these approaches makes inductive-deductive paths more relevant and effective than “the other way around”: introjection of solutions worked out from outside. The technical assistance from the Programme co-ordination to the central level is then oriented towards revising critically the experiences and knowledge of the players for whom the strengthening was “designed”, to complement them and strengthen them with the tools and knowledge available, rather than promoting or accompanying the application of instruments. This necessarily requires time and closeness, but the result is impact and sustainability. *What the Programme basically needs to generate in the institutions and in the individual is the need to appropriate these new “vantage points” and understand the effect that this change has in enhancing the quality of what is done.* As is posited by the updated approaches to education and training in general, it is important to accompany the development of competencies, and in

particular to generate the need to learn and to strengthen them throughout (institutional or personal) life.

The objective that focuses on the enhancement of employability and citizenship of women justifies the adoption of a type of intervention that begins by conceptualising these concepts and the strategies to work with them.

FORMUJER intends to improve the quality of training to enhance the employability of the target population.

For that purpose:

- ➡ it promotes the incorporation of the gender perspective in the practices and contents of training, in order to identify and remove stereotypes and role models that restrict the projects of women and men;
- ➡ construct and revise training from the viewpoint of vocational competencies applied to training, to define it on the basis of the requirements of the context and thus make it relevant and valuable.

In order for that training to be a strategic tool at the disposal of individuals, it must aim adequately towards the conditioners of the employability of those individuals and –therefore– dwell on the characteristics that the gender marks assume in the social space in which those people live and perform or will have to perform as workers. *Training must consider the demands and possibilities of the setting and the responses and projects that the players are involved with, so that the work on employability may fit that context.*

This implies that the institutions revise and construct their supply on the basis of a productive linkage with the context reference points:

- Population
- Demand
- Local space

The strategy of project construction in the case of Argentina involves working with institutions and individuals.

In the case of a Programme or policy to be implemented from the central level, the work of strengthening heterogeneous institutions inserted in contexts equally heterogeneous, implies the challenge of paying attention to the particularities of each of them, to generate sustainable institutional strategies that lead to fulfilment of its objective: the enhancement of employability.

These strategies constitute the institutional project, that does not begin or end with FORMUJER, but that the Programme takes into account to strengthen it with some specific components that are its axes:

- ➡ Revision of the training supply incorporating a gender approach
- ➡ Consolidation of relational mechanisms regarding players of the productive sector and the sector of the context
- ➡ Strengthening relational strategies regarding the population which is the target of the Programme
- ➡ Articulation with other players and vocational training experiences in the field
- ➡ Transfer and dissemination of the experience.

The approach is the same when working on strengthening with individuals: the training institutions must introduce a type of relationship that articulates the supply of training with a process of accompaniment for the construction of personal projects targeting the enhancement of employability, seeking to transform an unfavourable point of departure by virtue of external and subjective conditions into a desirable and possible occupational project.

The methodological procedure to work on employability is what, within the FORMUJER framework, is called **Occupational Project**.

3. Design of the intervention strategy

On the basis of the rationales and the criteria described an intervention is posed characterised by different ingredients and processes that, as a whole, contribute to source the strategic direction of the model:

The ingredients are the components of lines or action defined by FORMUJER at the regional level, and the procedure –the how– illustrates the strategic direction travelled by Argentina.

What are the stresses of the intervention model of FORMUJER Argentina that have supplemented the initiative and learning from the Regional Programme as a whole?

There is a first substantive axis and three strategic axes of the initiative developed by the Ministry of Labour that are part of the same approach:

- *Accompany institutional projects already in place* in the field of training for work, to strengthen their quality through gender equity and social equity criteria.
- *A management structure based on co-ordinated intervention by several players.*
- *An intervention strategy by the national State centred on co-operation and institutional strengthening of the institutional projects and capacities of the players,* within a framework of objectives and components clearly determined and monitored by the State.
- Lastly, and arising from the previous point, *a strategy of relations with the target population* of the actions –low income women, women from poor or impoverished sectors– centred, also, on *strengthening or building up personal or collective projects,* tied to work.

Given the type and structure of FORMUJER Publications, the description of the intervention model in this document stops at the first axes. The last, referring to the Occupational Project strategy as a construction of the persons that undergo training, is addressed in depth in the specific document designed for that line of action, although keeping in mind that it is integrated and responds to the same logic.

The following activities and processes were defined to implement this intervention strategy.

The order in which they appear does not imply a sequential execution. Although there are some activities that are specific to the launching or start-up of the Programme and others that have to do with a more advanced or closing stage, in the main these are continuous processes.

- ➔ *Establishment of a national co-ordination for the Programme in the framework of the structure of the Ministry of Labour*
- ➔ *Identification and selection of beneficiary and co-executing institutions*
- ➔ *Joint planning with co-executing institutions*
- ➔ *Strengthening and joint work at the local level regarding the different components of the Programme*
- ➔ *Articulation at the central level*
- ➔ *Monitoring and evaluation*
- ➔ *Revision and recovery of the experience*
- ➔ *Articulation, transfer and dissemination at the central, local and regional level.*

4. Implementation of the intervention model from the central level and in local contexts

Both in its design and in its implementation, the Programme Argentina had to contemplate *activities in two directions*:

- ➞ *towards the central level, in the area of the Ministry of Labour and, in particular, the Employment Secretariat, considering the impact and mainstreaming objective of the public policy of this initiative. Thus it sought to articulate systematically its planning and execution with the technical-political levels of decision-making and development of other Programmes and Areas of the Ministry that act in the field of vocational training. Also*

with other programmes aiming at a target population of a similar profile as that of the Programme;

- *towards the focalising and execution areas of the pilot projects:* with the beneficiary and co-executing vocational training institutions and the local players linked to the working plan constructed together.

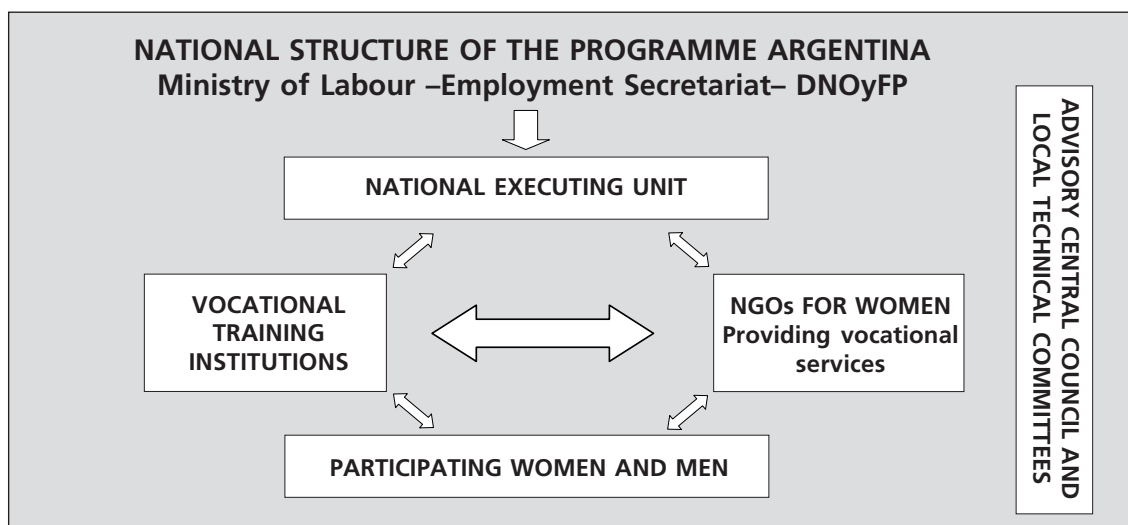
The purpose of this dual direction is that, while working in synergy, the policy will be constructed by the feedback of these spaces. The national co-ordination of the Programme, by its condition as central technical unit of the Programme, becomes in this model a “hinge” that articulates and adds value to the transfer of initiatives and developments that occur in one or the other space.

The type of activity carried out by the national co-ordination towards the central level and towards the local level has been different:

Towards the central level —➤ proposals, negotiation and articulation

Towards the local level —➤ joint strengthening and construction

The description of the implementation of the Programme shall be structured below on the basis of the processes indicated at the end of point 3.



FORMUJER/Argentina is located within the Ministry of Labour. The latter, as has already been stated, has competence to define vocational training policy and implement programmes and projects in this area. As has also been explained, it belongs to a scenario in which the supply of technical education and vocational training is disseminated in a heterogeneous universe of players: there is no institution –as there is in other countries of the region– even of a mixed nature that concentrates it. This status of belonging to the State led FORMUJER to a *design of co-execution with third parties* –in this case institutions that provide vocational or technical training, of different origin and nature– and of *articulation and feedback* with Ministry policy.

The central challenge of FORMUJER –to incorporate the gender perspective into VTI practices and developments– led to including another player in the territorial management structure: local organisations with a history of working with women (NGOs – non-governmental organisations). Their role was to strengthen the training institutions in their relations with the target population and in the work of deconstructing and reconstructing non-sexist training and practice.

To consider training as a tool integrated in initiatives or systems of productive development or local development, led FORMUJER Argentina to extend the axis of its relationship with the productive sector. Whereas the Regional Programme established the latter originally as a component of institutional strengthening, it became a broader concept of relations and summons with other players of the governmental or non-governmental context, i.e., with all those who are in a condition to think, as a group, of initiatives of target population inclusion to improve living conditions, their occupational situation and to contribute to the collective effort. *A significant role was promoted especially for training in the dynamism of productive initiatives and strategic plans at the local level. Finally, this axis of the model is also a response to the challenge of focalising and contextualising that the Regional Programme poses.*

4.1 Processes implemented

➔ *Design of the national co-ordination of the Programme and operation in articulation with the Ministry structure*

The National Executing Unit (NEU) is located in the area of the Ministry responsible for vocational training policies and programmes, at present called National Bureau of Vocational Training and Guidance (*Dirección Nacional de Orientación y Formación Profesional*) and is made up of the national co-ordinator and specialists in charge of the different components that supplemented and strengthened the technical operation of the co-ordination in the following subjects: technical assistance, conceptual and methodological pedagogy (Curriculum Development component); occupational project and gender (Occupational Guidance and Compensatory Strategies components), relations with the context (Linkage with the productive and social setting component), planning, monitoring and evaluation and financial resource administration. Moreover, the NEU was specifically supported by international and local consultancies in the specific and cross-cutting axes of the Programme.

NEU profile and design, the establishment of substantive and technical-administrative articulations in the framework of the structure of the Ministry and the general operation of the Programme were processes which were consulted and endorsed by the political level (State Secretariat) or the technical-political level (Training Bureau).

The strategy implemented to produce an impact on Ministry structure, its programmes, projects and the practices of its technical cadres has been nourished by different types of activities:

- ◆ The application for endorsement of the execution of work plans and of specific tasks or developments to the technical-political level and the joint presentation, to the political level, as part of the proposals and initiatives of the sector.
- ◆ The visibility of the products developed by FORMUJER and the analysis of its contribution to other programmes and projects.
- ◆ The systematic summons of the technical cadres to encounters (workshops, events) on planning, evaluation and training organised by the Programme.

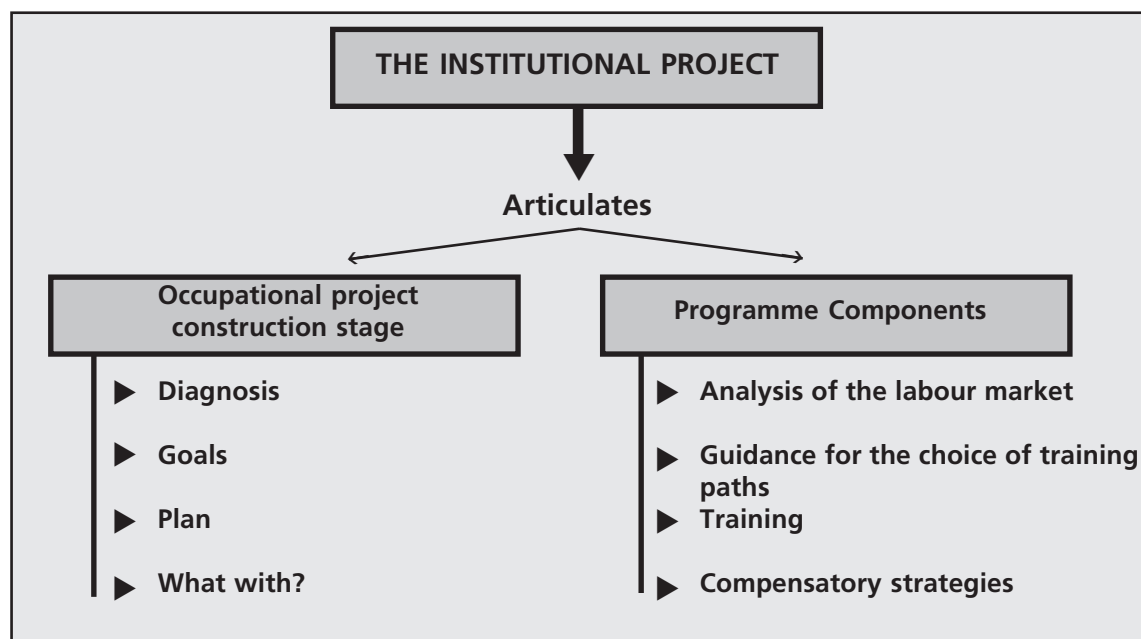
- ◆ The joint execution of Programme processes and products: selection of institutions; joint technical assistance in the field to players; production of criteria and terms of reference for contracting consultancy services (labour market analysis, development of communication strategies; development of supports for the evaluation of institutions and target population); drafting rules and regulations, etc. *It is through this systematic articulation at once of insertion in work processes of other areas of the sector, that the approach and products of FORMUJER accomplish mainstreaming and impact successes.*
- ◆ The attention paid to the requirements of other programmes to accompany or strengthen the lines of action directly developed by the Ministry or to provide technical assistance to the decentralised players that take part in them: *i.e., the synergy between programmes facilitated by the technical-political level.*

A consensus was reached by participants at the technical-political level regarding Programme overall planning and the adaptation of the regional design to the national scenario. Subsequently, negotiations with external players, execution of actions –especially those carried out in the focalising areas– and the production of recommendations have been consulted, agreed to and endorsed with the purpose of laying the foundations of a policy that incorporates the governing criterion of gender equity.

Further on, when the results attained are presented, products of *that articulation that operates as a strategy of institutionalisation and technical transfer* shall be specified in detail.

➔ *Identification and selection of beneficiaries and co-executing institutions*

When the rationale was described it was mentioned that FORMUJER, in its work both with VTIs and with individuals, resorted to the contributions of strategic planning with a gender perspective, with the conviction that work by project favours the sustainability, importance and relevance of the intervention. *The process of construction of personal projects and the revision of the institutional projects are correlated where participation in the Programme is concerned.* As has already been stated in this document, the type of work with the VTIs will be addressed, i.e, the institutional projects.



Simultaneously with the strategies of transfer and impact, which were introduced in the previous point in relation with the central structure of the Ministry and its policies, FORMUJER addressed the work with the players targeted for strengthening: the vocational training institutions.

As has already been said, **FORMUJER Argentina decided to pilot a kind of execution of State policy based on co-operation and dialogue with the players, on the basis of the definition of objectives and governing criteria.** It is in this execution with third parties that the national adaptation of the general model of the Regional Programme lies.

What were the elements of this strategy? They are applied according to dimensions that are specifically Argentine and others that adopt, supplement or go further into depth regarding regional thrusts:

- ◆ *Construction of selection and evaluation criteria for beneficiary and co-executing institutions.*⁸ This is the first phase of implementation of the intervention model. The eligibility criteria for the institutions were defined on the basis of Programme objectives, at the beginning of the

⁸ For more information, see: FORMUJER Argentina, "Proceso de selección y evaluación de instituciones de formación beneficiarias," national edition of Publicaciones FORMUJER 2000, available in the webpage *Gender, Training and Work*.

Programme. *“Partners” of technical quality and with a record regarding the issues addressed by the Programme were sought to co-execute the actions.* Moreover, focalising areas were defined also according to criteria established in agreement with the Ministry and the technical and financial assistance agencies of the Programme.⁹ This system of selection criteria (by area and by institution) seeks to illustrate the heterogeneousness of the population targeted in the actions, the socio-economic productive profile in which the low income women will have to perform and also the institutional diversity in the vocational training field.

- ◆ *Working out an instrument to gather information on the profile of the institutions.* The instrument was accompanied by a conceptual document that described the objectives of the Programme and was distributed among a series of institutions in the predetermined areas. The institutions that participated in the selection process were pre-selected from the records of the Ministry of Labour and recommended by key informants of the working world, the world of vocational training and of the world that worked with low income women. The analysis of the information contained in this instrument –that operated, moreover, as an application for membership in FORMUJER– made possible a first technical report and a second pre-selection of institutions the information of which was validated in the field for the final report.

As a result of these procedures a toolkit is now available to strengthen institutional quality and which includes the following collecting instruments and evaluating criteria that are transferable and applicable to other similar interventions:

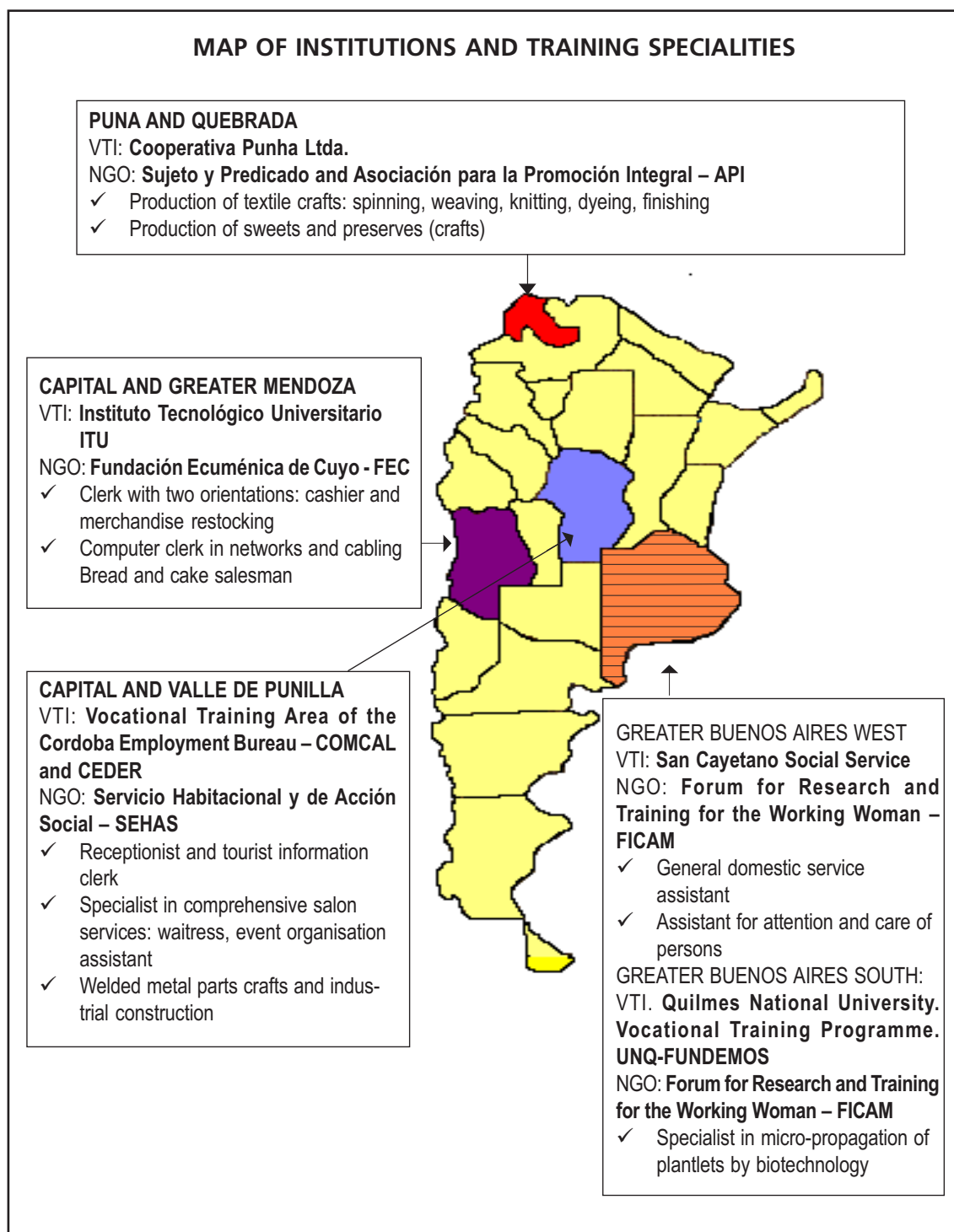
- “Criteria and instruments for procedures to select institutions; institutional quality diagnosis”¹⁰
 - Criteria and Evaluation Grille covering vocational training institutions
 - Instruments for selecting NGOs

⁹ See “Criterios de Selección de Instituciones,” document submitted to the IDB as part of the conditions prior to putting the Programme in practice.

¹⁰ The documents mentioned are part of a national edition of *Publicaciones FORMUJER* and are available on the *Gender, Training and Work* web page, FORMUJER Programme, Argentina.

- Instruments for gathering institutional information
- Instructor evaluation questionnaire
- Questionnaire for the Technical Teams for Institutional Evaluation
- “Methodology for planning programmes and projects with Institutions”
 - Methodological proposal, objectives and institutional framework for Programme implementation with the VTIs
 - Reporting Office of the Planning Workshop with VTIs
- ◆ *Selection process as a strengthening strategy:* this was undertaken jointly with other Ministry programmes and areas under the co-ordination of FORMUJER NEU in order to transfer the objectives, criteria and instruments to the technical structure of the Ministry. *In terms of recovery of lessons learned, this may be retrieved as a strategy of mainstreaming and enlarging teams sensitised and trained to incorporate equity and quality criteria in the evaluation of vocational training institutions or institutions acting in the employment area.*

The final result of these processes can be seen below.



➔ **Joint planning with the co-executing institutions**

Once the co-executing institutions had been selected, the intervention regarding them was organised on the basis of the design and execution of the work plans. These were formulated taking into account the objectives of the Programme,

the lines of action, the goals and the execution deadlines. For the plan construction process the following phases were proposed and followed:¹¹

- *Analysis of the institutional conditions of implementation, evaluation of strengths and weaknesses in relation to the different lines of action.* In a workshop with the technical teams of the VTIs a process was developed of analysis of the situation of the institutions regarding the objectives to be achieved by the Programme and the definition of strengths and weaknesses to recognise the point of departure. Also worked on was the vision of its own institutional projects as a framework to incorporate FORMUJER. In the situation analysis its position regarding the different components of the Programme was considered: technical-teaching capacities to revise and develop the training supply incorporating the gender and competencies approach; history and potentiality of relations with the context to make the training relevant and make insertion practices and projects viable; history of work with the target population to adjust institutional practices to the profile of the population; articulation with other vocational training institutions to facilitate impact and transfer.
- *Design of the plan* with results, deadlines, activities, own and Programme resources used. For this design achieved by consensus and with the support of the co-ordination, the institutions had available an overall plan worked out by the Programme (the FORMUJER project). In this phase, the expression of the results and, in particular, of the activities, described the characteristics and specific “shades of meaning” that FORMUJER assumed in each of the zones. *It is here that the framework that the intervention model of the Programme offers is established in contextualised and sustainable projects that are based on institutional history to strengthen it and on future needs.*
- *Signing of agreements and the like for technical and financial assistance.* Through the technical assistance provided by the NEU, the institutions assigned resources and worked out local budgets: the criteria for assign-

¹¹ For further information, see FORMUJER Argentina, “Propuesta metodológica, objetivos y encuadre institucional para la implementación del Programa de las IFP”, national edition available on the *Gender, Training and Work web page*.

ment and the budget ceilings were set at the central level. This stage brought the planning process to a close and made possible the signature of agreements and commitments between the VTIs and the Employment Secretariat. *This instance made the Programme as well as its methodology visible once again to the structure of the Ministry.* Work was done jointly with other sectors on the preparation of a legal framework (Operational Regulations for the Programme and Model of Agreement with Third Parties) and on the provision of financial resources.

On the basis of these work plans progress and fulfilment of goals was administrated, executed, registered, monitored and evaluated.

➔ *Strengthening and joint work at the local level on the different components of the Programme*

While always considering the strengths and weaknesses of each VTI, the technical assistance actions have been co-ordinated by the co-ordination office at the national level and actions of exchange between the institutions have been co-ordinated on the basis of their complementarities, and thus the methodology used at the regional level of the Programme is reproduced.

The great components of the strengthening process have been:

- ◆ Definition of conceptualisations and instruments to support strengthening, by including and adapting, when needed, the advances (documents and instruments) developed by the Regional Programme.
- ◆ Central instances of transfer and exchange workshops on the strategic axes of the Programme: gender, guidance for the occupational project, etc., with management and technical teams from the institutions.
- ◆ Technical assistance in the field and at a long distance regarding substantive products and strategies of the Programme and in aspects linked to budgetary resources administration.
- ◆ Monitoring and revision of the plan and the activities. Revision of resource assignment.
- ◆ Encounters of evaluation (objectives regarding the institution, the context and the target population) and revision of planning.
- ◆ Participation of institutions in regional Programme experience evaluation and systematisation events.

➔ *Articulation and work with others at the central level*

As in the selection of co-executing institutions, *sharing with other programmes and areas*, processes such as technical assistance in focalising areas, instrument design, proposal analysis, evaluation of results, etc., *was one of the keys of the mainstreaming and strengthening strategy that, as in the previous phase, reproduces the methodological outlines of the Regional Programme: joint construction and feedback.*

➔ *Monitoring and Evaluation*

As a permanent NEU activity the plans and activities have been followed up and revised, as is also the case regarding the process carried out by the institutions, by the beneficiary population and the players of the local area. That monitoring was undertaken by means of VTI progress reports and NEU team visits to the focalising areas.

Likewise, and on the basis of the development of a regional model for Programme evaluation,¹² instruments for information surveying were adapted and applied for the evaluation of results and impact among the target population, technical teams and the training teams of institutions. The evaluation is at present going on, although there are already results available that are partial but nonetheless illustrate the focalising on the population and the institutionalisation of the Programme.¹³

➔ *Revision and recovery of the experience (exchange and document construction instances)*

Systematisation of the experience is a line of action considered emphatically for the closing stage of the Programme, both in the co-executing institutions and at the national co-ordination level.

With guidelines defined by consensus at the regional co-ordination level of FORMUJER,¹⁴ the process of systematisation began. The results of the evaluation shall be the inputs of same.

¹² The model will be addressed in a specific document of the Series *Materiales conceptuales y didácticos* of the FORMUJER Regional Publications.

¹³ For further information, see Relatoría Taller Regional "Intercambio y Consolidación de Metodologías de Evaluación de Programas de Formación con Enfoque de Género", Purmamarca, Jujuy, Argentina, March 2003, available in the *Gender, Training and Work* website.

¹⁴ See the introduction.

So far Programme Argentina has formalised a first version of systematisation at the central level and the institutions are developing theirs, with the exchanges and assistance of the NEU.

As a result of this process of recovery of experience and what was produced, the national edition of materials developed when the Programme was in place in its different components is being built up, as has already been mentioned in several places in this document. Institutions and their technical teams are participating in this process revising and again validating the training offers developed, registering and reflecting on the mechanisms implemented to establish a relationship with the population and the local setting and, lastly, reflecting on the intervention model applied, the levels of institutionalisation achieved and sustainability prospects. The NEU co-ordinates transfer activities to other players and sustainability activities in the Ministry and local institutions.

➔ *Articulation, transfer and dissemination at the central, local and regional level*

The implementation of articulation and exchange actions at the local and central level, as well as in the framework of the Regional Programme, have been described elsewhere in this document on the experience of Argentina as well as in the regional synthesis chapter.

Dissemination has been an ongoing task but it acquires its maximum stress at this stage since only in this stage are there consolidated strengths and products available.

Transfer occurs in different directions but anyway what is sought is to impact on quality spaces that reach the population targeted by the Programme through training for work actions or technical education. Likewise, it is through these activities that FORMUJER can contribute to the strategic intention of the Ministry vocational training area. **By disseminating products and methodologies developed and validated within the FORMUJER framework, a contribution is being made to the construction of an institutional training system or network in which the strengthening of the players is visualised as a central responsibility of the State.**

Behind this objective, the VTIs have planned transfer activities to local players in the area of education or training for work; and the NEU, together with the political-technical level of the Ministry, will define other jurisdictions with

which it shall establish technical assistance and materials transfer processes and approaches.

Likewise, Programme Argentina has developed activities at the local level involving the transfer of methodology and experiences to the FORMUJER partner countries and to PROIMUJER in Uruguay, regarding which Argentina is more directly responsible for transfer since it belongs to its sub-region and because of institutional similarities.

5. Principal overall results attained and lessons learned

Although the impacts and results achieved in the target population, in male and female instructors, in the institutions and in the local setting are, to a large extent, the product of a way of intervening in reality and are an effective means to verify the validity of the intervention model, *what this document intends to do is cut out the effects of the processes implemented according to this mode of “making gender and vocational training policies at the State level”*.

The guide for putting this description in order shall again here be the processes listed in point 3, illustrated with references to specific goals and results achieved. The references to transfer processes, recovery and systematisation of the experience shall be tenuous, since the implementation of the Programme in Argentina has so far not yet fully included them.

→ Institutionalisation design at the central and local level

- ◆ The legitimacy of the National Executing Unit as a technical reference point in the area where the Programme is inserted, and its permanence in the institutional space is one of the outstanding achievements of Programme implementation. Contributing to this fact we have on the one hand the technical profile of its members and on the other hand the method of joint work and integration of working teams with other reference points in the area or sector. The NEU as a whole or through its individual members is called upon to make contributions by way of training, gender and local development policy proposals; to define mechanisms to call upon and work with the low income population or the population affected by other dis-

criminations and for specific transfer actions involving the products of the Programme.

This emphasis on the design of co-ordinations integrated by technical criteria (history and commitment with the axes of the Programme, local and institutional insertion) was passed on to the focalising zones: when selecting co-executing institutions special attention was paid to the adaptation of the profile of the managing and technical-teaching teams. The teams in charge of executing the Programme have remained in place and have strengthened their role as technical reference points within the VTIs (other programmes/projects) or in their local setting.

- ◆ Other aspects to be highlighted that are linked –in this case at the central level– to the consolidation of institutionality refer to the endorsements, recognition and appropriation levels, both of the overall mode of intervention of decentralised public management with third parties, and of isolated or specific Programme components and products.

Some of the most significant indicators of this institutionalisation are listed below:

Endorsement, valuation and demand for transfer of model and products

- Endorsement for the arrangement of a postponement of the Programme so that it will accompany the main actions in the vocational training field defined by the Ministry, such as strengthening institutional quality in other jurisdictions; providing vocational training by FORMUJER in interventions involving attention paid to the occupational emergency.
- Budgeting and recognition of FORMUJER VTIs as providers of training in the Programme Male and Female Heads of Households (definition of vacancies to be covered by the Programme and execution of courses) (Resolution 583/2002 of the Ministry of Labour, Employment and Social Security).
- Application for technical and conceptual support for the production of ministerial rules and regulations for the inclusion of equality of opportunities between women and men as a governing criterion of the training and employment programmes promoted by the Tripartite Commission for the Equality of Opportunities and Treatment (Resolution 656 of 24 September, 2002 MTEySS).

- Participation of other programmes in FORMUJER processes and activities: selection of institutions; definition of offers on the basis of the analysis of labour market studies; technical assistance of other programmes to the VTIs in the process of revision and design of supply.
- Transfer of methodologies used in local labour market analyses to define a Labour Market Observatory in the area of the Employment Secretariat (taking into account two strengths of the Programme: technical-qualitative and sights on supply-population). Besides the methodology, FORMUJER contributes studies carried out for seven sectors in the five focalising areas.
- Technical assistance demand regarding the process and the instruments to select institutions.
- Authorisation and endorsement to transfer scholarship resources to beneficiaries for the “Compensatory Strategies” mode defined together with the VTIs and the population, to guarantee access of the population to training courses.
- Apply the rules and instruments developed by FORMUJER to other interventions (model of agreement with institutions, membership application, beneficiary registration file and others).
- Co-ordination and empowerment among ministerial programmes financed by the IDB to develop articulated vocational training activities that help to gradually build up the National Vocational Training System, expressed in the agreement among Safety and Health at Work Programme, FORMUJER and Certification of Labour Competencies.

Appropriation of approaches and concepts: employability; quality of training; occupational project methodology; gender and other differences

- Inclusion of training for employability and the guidance strategy and occupational project as methodologies recommended for other programmes and policies (Res. 656/2002 of the MTEySS, DIA Programme, National Vocational Training System Protocols).
- Training materials/offers revised/constructed by FORMUJER as well as developments and implementation of the occupational project stimulate interest on the part of the players in charge of technical and vocational training (educational jurisdictions, centralised governmental institutions working in the production area, local development; decentralised suppliers, grassroots social organisations, working with poor women).

➔ *Identifying and selecting beneficiaries and co-executing institutions*

- ◆ The performance of co-executing training institutions –verifiable both by fulfilment of working plans and by the level of appropriation of the strengthening provided by the NEU– indicates the relevance of the criteria utilised in the process of selecting them and of the selection process itself. According to the point of view of the external evaluation and of the players with experience in managing vocational training programmes, the emphasis on the selection of “partners” of high quality and the existence of adequate diagnoses of the point of departure of the institutions, have been fundamental pillars for the achievement of the objectives of the Programme. *The selection of the players as a component of the intervention strategy is one of the lessons that FORMUJER can transfer to the policies.*
- ◆ In this process it was also possible to specify that some criteria set by the Programme and then later identified as salient features of the institutions have provided greater assurance than others of these achievements and their impact:
 - the attitude/history favourable to work with gender/class, to the acceptance and work with “difference”, flexibility;
 - the legitimacy of the institution in the local environment, the history/capacity for articulation/dissemination;
 - the legitimacy, capacity and commitment of teams.

Nevertheless, in general terms and after accompanying the route followed by the institutions during the implementation of the Programme, *it can be seen that the set of attributes or the system of criteria functions as such, and acquires more power when the institution possesses a strategic vision of institutional modus operandi.* When that happens, the VTI is capable of identifying its specificity, having a development objective, projecting, setting itself targets, articulating with others, optimising existing resources of its own and other resources, revising the experience, etc. It is this vision that motivates it to have available the tools mentioned.

➔ *Joint planning: contextualisation of objectives*

- ◆ The initial construction of working plans adjusted, on the one hand, to each institutional project and local setting and, on the other hand, to the

objectives and overall planning of the Programme, is another effect of execution under this kind of intervention. *The specific plans and the extent and quality of the progress related to those plans, are indicators of the feasibility of working from this flexible mode founded on the first sections of the document.*

- ◆ The strategy applied consisted in the delivery by NEU of a planning proposal that included, for each line of action, expected results, necessary activities, deadlines regarding execution, definition of players responsible and estimated costs, discriminating the resources contributed by FORMUJER and those that had to be paid in by the Institutions. This proposal served as a guide and skeleton for each VTI to integrate it in accordance with its needs and specificities.

As has already been stated, when the issue is one of trying to manage initiatives oriented towards changing the approach and the institutional practices, the accompaniment in the processes becomes more relevant than waiting for results. *The co-ordinated drafting of working plans in which commitments and parties responsible are defined and times and resources are assigned, appears to be an option on the one hand unavoidable but also promissory versus implementation in accordance with given external planning.* The working plans are defended as distinctive institutional proposals under the overall Programme umbrella. The aims of each and the others are shared and acquire an awareness of their feedback and of responsible co-operation: the network is set up.

The reports on the progress of planning are an input from the experience recovery process, as well as sourcing the revision of the plan itself. *The existence of the working plans with their respective budgetary schedules establishes a commitment at the central and local level to systematic dialogue and consultation and to the solution of unexpected occurrences and problems in a timely manner.* There are no empty spaces and in the process there is an intertwining of administrative accompaniment, that sends signals to the need for technical strengthening and vice versa. *The efficient use of resources and the sufficient flow of funds – within the internal margins of governance –are indicators of the success of this element of the intervention strategy.*

➔ *Strengthening and joint work at the local level*

Different types of products are to be identified as a result of this process:

- ◆ Training spaces and channels have been established –and systematically prevail– as well as technical assistance and exchange between the central technical co-ordination and the institutions, which become substantive elements of the strengthening strategy. Similarly, exchanges between institutions have been generated. Indicators of these achievements include workshops and encounters on training and evaluation of the process, organised at the central level; technical assistance and long distance exchange or on the field exchange to the VTIs; technical assistance among institutions on the basis of recognition of strengths of some and others in the resolution of different Programme components.

It is in these instances of co-ordination that differences have been identified and objectives and actions have been contextualised, so as to adapt the overall proposal and make it sustainable; and it is through this process that the validity of the intervention model and its capacity for adaptation have been verified.

Training, technical assistance and exchange spaces and channels

- As of March 2003, 121 instructors and five technical teams have attended training activities in Programme methodologies organised by the National Executing Unit and the Vocational Training Institutions.
- The team and instructor population become multiplying and transfer agents for other institutions and jurisdictions and will grow with the development of the actions planned for the last stage of FORMUJER execution.

- ◆ Co-ordinating institutional teams have been consolidated at the local level that are endorsed by the institution and are legitimate both internally and externally. The indicators involved, as we have already said, are their permanency, the nature as technical reference points they have assumed and the capacity to transfer the approach and products and methodologies of the Programme towards other local players and –in co-ordination with the NEU– towards other programmes and institutions in the region. The con-

solidation of these quality institutional spaces is expressed through the level of appropriation achieved in relation with the handling of the FORMUJER methodology.

- ◆ As a correlate to the above, another important result is expressed in the impact of the proposal at the local level: this is another achievement of the process that is fed by the existence of institutional spaces that are relatively consolidated, mentioned in the previous paragraph. As an illustration, indicators of the levels of appropriation of the FORMUJER model in the institutional strengthening process are shown below.

Focusing and methodological elements appropriated by local teams
<ul style="list-style-type: none"> • <i>Gender and class, difference, recognition of heterogeneity:</i> conceptual appropriation that began and needs strengthening according to the point of view of the local players themselves.
<ul style="list-style-type: none"> • <i>Occupational Project</i> as an integrating methodology of vocational technical training. This methodology has been transferred to other supplies of the institutions. The following stand out: <ul style="list-style-type: none"> ✓ trainer training in the area of the Cordoba Employment Bureau; ✓ training of the Puna Network leaders (this organisation clusters more than thirty institutions of Jujuy Quebrada and Puna); ✓ use in actions of labour intermediation of the San Cayetano Institute; ✓ application of the methodology to other ITU careers in Mendoza. <p>Moreover, technical assistance has been provided jointly by the NEU, the VTIs and the regional co-ordination unit, to INA of Costa Rica and the PROIMUJER Programme in Uruguay so that this methodology may be incorporated into technical and vocational training, and it has been applied to other collectives attended by other local level programmes and initiatives.</p> • Capacity of training conceptualisation and relationship with and opening up to the local setting of the institutions through the training proposal: <ul style="list-style-type: none"> ✓ Internships and training practices in the private sector employer area have been obtained (363 internships in the private sector between Cordoba CEDER /Villa Giardino and Mendoza) or in areas recreated within the institutions (UNQUI laboratory, San Cayetano facilities, adapting of Cordoba Capital/ (COMCAL facilities).

- *Co-operation and dialogue with the productive and social setting to articulate the accompaniment of self-managed occupational projects of the graduates of training and for management training.*

Appropriation and valuation of intervention mode

- *FORMUJER identity: the FORMUJER model as a strategy of institutional policy is transferred to other programmes at the local level.* An impressive example is the transfer of the proposal from the Cordoba Employment Bureau to another public policy at the provincial level.
- *Capacity for project management*, verified through working plans and flow of funds agreed to and by quarterly progress reports.
- *Capacity and readiness for teamwork* expressed in joint knowledge construction versus application of models, in adaptation of methodologies and readiness to share them.
- *Capacity to register, evaluate and systematise the experience in a participative manner*, made evident by building distinctive evaluation instruments and in the capacity to contribute to the NEU instrument building process.
- *Valuation of interinstitutional exchange* by promoting the generation of networks.

Recognition and valuation of the proposal in the local setting

- *Supply of training revised /constructed by FORMUJER stimulates the interest of other players* responsible for technical and vocational training in the focalising area. This includes materials to work with the Occupational Project with a highly socially vulnerable population.

Quantitative results

- As a systemic expression and ultimate product of all the lines of action undertaken, FORMUJER Argentina has developed the following up to March of 2003:
Ten socio-vocational profiles and 16 training courses designed and validated in training actions that reached:
 - ✓ 725 individuals of its target population
 - ✓ 2,416 beneficiaries of the Vocational Training Component in the MTEySS Male and Female Heads of Households Programme
 - ✓ 1,228 indirect beneficiaries reached in training courses of other training suppliers of the co-executing VTIs that incorporate the Occupational Project device

➔ *Evaluation and systematisation of the experience. Transfer and dissemination at the central and local level*

Although these lines of action have accompanied the progress of the Programme, it is in this present stage that its mode of execution for the case of Programme Argentina has been defined and systematised. Therefore, the description of the strategies and instruments used and the analysis of the lessons learned from its implementation shall be addressed in the final publication by Argentina to close its own execution and describe the continuity of achievement and advances in the remaining countries and in Cinterfor/ILO.

Regarding progress in implementation, the following is germane:

- ◆ At the central and local level, impact evaluating instruments have begun to be applied, as well as results proposed by the regional evaluation model. These tools, that observe the processes of beneficiaries, trainers and technical teams, have been supplemented by FORMUJER Argentina, on the basis of joint work of revision and validation with the institutions, which contributed significantly to the appropriation of this central component of the Programme and is a strong axis for institutional strengthening. The results of this process were submitted to the Regional Workshop on “Exchange and consolidation of methodologies of evaluation of training programmes with a gender approach,”¹⁵ in which conclusions were arrived at on the central recommendations regarding evaluation models for programmes with similar characteristics as FORMUJER.
- ◆ The standards provided by regional co-ordination for the recovery of the experience, were revised and adapted to the national Programme context and transferred to the institutions, which in their working plans included activities to systematise local experiences. The results of the evaluation of beneficiaries and technical teams shall be the input for this systematisation process.
- ◆ The transfer and dissemination at the central level and at the local level is being planned for systematic systematisation in the final stage of the Programme. Nevertheless, transfer actions have been developed as a re-

¹⁵ See footnote No. 13.

sponse to demand by players in the focalising areas and by the National Executing Unit. The products of the Programme are being processed didactically in order to have available simple publications on training trainers and technical teams that accompany and make possible the transfer process.

- ◆ The co-existing institutions and the NEU, accompanying this stage, and on the basis of a communication strategy planned as a whole,¹⁶ devoted themselves to developing or completing the development of communication pieces that support the sustainability of the model in the different spaces and according to the diversity of strengths and identities that the Programme has adopted.

6. Reflections on the sustainability of the model proposed

In a context where the role of the State as guide and regulator of actions of multiple players is in crisis –which was translated into a discontinuity of some substantive policies– the FORMUJER achievements in terms of taking advantage of the experience to implement the intervention model have been more impressive at the local level.

Nonetheless, when this first advance in systematisation occurred, promising indicators were recorded of an effective contribution and articulation of proposals at the central level, although this did not imply the overall appropriation of the strategy proposed. **The most notorious indicator of these effects is the fact that the supply developed by the Programme has reached, in the focalising areas, population covered by the massive initiative of the Ministry of Labour to attend to the occupational emergency and, moreover, some of its approaches and methodologies are traversing rules and regulations and programmes of the area or sector.**

This appropriation will possibly be feasible given the degree of progress in a Programme which already has transferable products and experience. **But the**

¹⁶ This is developed and gone into in further depth in the regional publication "Estrategia de comunicaciones: una herramienta para la gestión de políticas de formación y equidad," Cinterfor/ILO, Montevideo, 2003, v. II.

power of the contribution lies in the technical-political capacity to conceive a strategic vision of the vocational training policy in order to, on the basis of that policy, articulate the existing contributions.

Another strategic aspect to be considered in this line of making sustainable an intervention that presumes to traverse the structure and the policies of the Ministry, is time, or better said, the co-ordination of times and processes with technical, administrative and technical-political decision-making areas. In many cases, even when relying on the endorsement and definition of support and articulation in relation to Programme activities, the pacing of times and stresses for joint progress –more than the timing of objectives– can become an important and largely ungovernable obstacle.

Nonetheless, even with the reservations mentioned, **there is no doubt that this strategy of intervention that hinges in a dual direction –towards the central level and towards the local level– in the construction and exploitation of products and lessons, turns out to be the most adequate. It is a valid and effective institutional practice to manage a policy from the central level with decentralised interlocutors, strengthening its institutional quality, causing a change in perspective and, therefore, the impact sought in individuals.**

Some aspects of the proposal, although they show a high level of understanding and efficiency in the orchestration of the framework of the Programme, recognise major difficulties when guaranteeing its sustainability, mainly, linked to the requirements posed in terms of resource availability and of obtaining commitments with other players. These are aspects in which the margin of governance is reduced so that the institutions can continue it. Between them the following stand out: the orchestration of compensatory support strategies to guarantee access and permanence in training low income women and the consolidation of a system of information on supply and demand needs that allows training supply to be kept up to date.

A last aspect, the solution of which also escapes the scope of action of these institutions, is the accompaniment (technical and financial assistance in the medium term) to consolidate occupational projects that imply individual or collective self-managing solutions.

IV. Gender policy as an institutional innovation strategy and an educational technology model

FORMUJER Bolivia

Introduction

1. The intervention scenario
2. Rationale of the intervention model adopted
 - 2.1 The area of action
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Introduction

In May 1988, the National Institute for Labour Training (INFOCAL) initiated the execution of the FORMUJER Programme and thus became the first of the three National Pilot Projects to start up activities, and even did so one month ahead of the regional co-ordination of Cinterfor/ILO.

In full agreement with the Regional Programme, the general objective addresses an increase in productivity and employment opportunities for low income women, in order to support the contribution of the latter to development and to the process of reducing poverty in the region. The work carried out aimed at generating favourable conditions in INFOCAL for the participation of women on equal terms, raising the technical level and the range of options for vocational training and adapting the supply of training to the real demands of the market and the beneficiaries.

1. The intervention scenario

It seems necessary to specify some features of the present context as a frame of reference for the intervention undertaken by the Programme. With a population of 8,329,000 inhabitants and a population density of 7.6 inhabitants per km², Bolivia is one of the youngest countries of Latin America: the average age of its inhabitants is 25 years and the annual rate of growth is 2.1%.

The indigenous population in the country is very numerous and mixing of races is very extended. However, there are no precise data on this population. The reference in place is the information obtained by the census on the use of indigenous languages in the country. According to the 1992 Census, 11.6% of the population of more than six years of age only uses native languages (quechua or aymara) and 27.6% uses them together with Spanish. The women use indigenous languages more than men: according to this census, 14.5% of women use only indigenous languages, which figure is 7.3% in the case of men.

The national demographics and health survey undertaken in 1998 reports that Bolivia is one of the poorest countries in Latin America with a fertility rate

of 4.2 children on average, infantile mortality of 67/1000 and maternal mortality of 390/1000. According to the information of the 2001 Census, 58.6% of Bolivian population is poor and, according to the United Nations Human Development Report 2001 it is in position 104 in a total of 162 countries.

Bolivian women make up somewhat more than half the population (50.5% in 1990) and they continue to be basically young, half urban and half rural. Although their educational level has slowly been improving, the serious deficiencies still in place mean that the economically active female population has studied for less years than the males, while this condition is already the opposite in most Latin American countries due to the educational leap of women in almost all the region.

What stands out is that of the total employed population 52% have done primary schooling and only 2% has been to technical school. Rural illiteracy affects one out of every two women and almost 30% of the young population has no access to educational services.

Unemployment and underemployment affects most of the national economically active population. The general rate of unemployment in Bolivia for 1999 was 15%, the female figure being significantly higher than the male (19% and 13% respectively). Poverty becomes a limiting factor of welfare and economic and social development and compromises economic and political stability. In the working world the economic adjustments and the policies of the year 1985 left many salaried women with no protection: the new hiring mechanism privileges casual labour, subcontracts, piecework and homework.

All these processes had a sharp impact on living and working conditions of women, particularly those with the lowest income, worsening vertical and horizontal segregations in the working world.

Employment patterns in Bolivia are characterised by the diversity of the conditions of the sectors, from the limited number of capital intensive enterprises with modern technology to the vast quasi-crafts sectors. Recent data indicate that 83% of the employed population works in micro-enterprises and contributes only 24% of GDP.

In these last years, the situation of Bolivian women changed drastically, particularly regarding their incorporation into economically active sectors. This change has occurred due to several factors, among which the following stand out:

- the economic crisis has obliged women to contribute income to the households;
- the larger indexes of households headed by a woman;
- changes in cultural patterns and of the female life project.

The majority of studies and research done in countries of the region and in Bolivia show a persistence of segmented forms of female participation in the world of work. *82% of the women work in the services and trade sectors and 44% are self-employed by comparison with 25.6% of men.*

The wage differences between men and women in Bolivia are among the largest in Latin America: towards the middle of the last decade women received an average income that was half what was received by men. The difference is even greater among indigenous women who earn on average less than half the income of non-indigenous women. Furthermore, indigenous women have a lower level of schooling (four years less) and a significant number of them work as independent employees (more than 50%).

Despite the fact that Bolivia has, in the last twenty years, experienced a series of in-depth transformations, achieving a growth rate greater than the average for the region as well as an improvement of its social indicators and in the structures of State organisations and institutions, the majority of the population of Bolivia is on the threshold of poverty.

The majority of public policies has not taken into account the importance of the issue of incorporating the gender perspective, thus ignoring one of the patterns generating poverty and exclusion. Moreover, there are few programmes that work on enhancing training and developing competencies to increase the labour insertion of poor women.

In this context *there is a broad consensus regarding the need to redefine the role of the educational and vocational training systems and to face the challenge of their alignment with the new demands of society. There is also coincidence regarding the identification of some aspects that present an obstacle to and make more complex this co-operation: the multiplicity and heterogeneity of the players involved, the institutional disarticulation and the gap between the educational and productive sectors.*

Among the macro factors that affect this situation, mention may be made of the predominant pattern of development of Latin American societies as a whole and its cultural characteristics. In the particular case of Bolivia, a historical perspective shows us a country that has based its economic development on exports of primary products, with very little productive diversification but, above all, limited by the insufficient incorporation of the population into market dynamics due to the deficiency of its education and its demand capacity.

2. Rationale of the intervention model adopted

2.1 The area of action

The economic structure of Bolivia is defined by three predominant regions (La Paz, Cochabamba and Santa Cruz), five at an intermediate level of development and one peripheral region. This differentiation between regions is related to the diversity in terms of availability of natural resources, forms of local organisation, levels of regional planning and indices of competitiveness achieved during the last twenty years.

A direct relationship between competitiveness and education can be observed in the regions. It may be said that the central axis of the country is the region with the highest indices of growth and economic dynamism. Santa Cruz is in first place as regards GDP, has the highest average growth rate per capita, reaching 2.7% compared to the national average of 1.4%.

La Paz, seat of the central government, became in the past few years the second city in terms of economic development, although it is in first place in terms of education and knowledge. Between 1988 and 1993 GDP increased by 1.7% compared to 2.7% in Santa Cruz.

Cochabamba is the second region in terms of agricultural and livestock production and oil exploitation. The rate of growth of GDP per capita is 1.8%, it has the highest coefficient of industrialisation (23% of GDP), it is the second region in terms of road structure and the first to form a regional competitiveness council.

Likewise, the Department of Tarija lives above all of agriculture and the factor that limits its development are difficulties communicating with the main cities of the country. Chuquisaca is one of the poorest Departments, notwithstanding which its capital Sucre has the highest indices of human development.

2.2 The institutional framework

INFOCAL is a private non-profit institution of public welfare. As most of the national vocational training systems it began, half-way through the last century, as a public entity, depending on the Ministry of Labour in the first stage and later of the Ministry of Human Development.

Half-way through the nineties, at which time the Bolivian State was facing a series of structural reforms, among which the capitalisation by foreigners of the telecommunications, aviation and oil companies, INFOCAL was restructured as a private foundation within the Confederation of Private Entrepreneurs of Bolivia (CEPB), within the framework of an agreement signed between CEPB and the Ministry of Human Development. Its objective is to provide technical vocational training and skills development for the diverse productive and services activities. It is conceived as a national system made up by a National Foundation and nine Departmental Foundations, technically and financially autonomous.

There are marked regional differences, where each Foundation reflects the economic and social situation of its Department. The greatest number of enterprises are in the three Departments of the central axis of the country; therefore the contribution of the enterprises is concentrated in these three regions. 90% of the income of the Institution is distributed among three Foundations and only 10% strengthens the six remaining ones. For the past three years the National Executive Bureau (DEN) has fuelled the Regional Strengthening Fund that distributes 10% of the incomes of the axis Foundations among the six remaining ones. This fund has strengthened and promoted the growth of the Foundations with less income.

INFOCAL worked for six years prior to the implementation of the FORMUJER Programme on enhancing management of training from a gender

perspective through the Gender Programme, financed by Dutch co-operation. The objectives of this Programme were basically to make possible female participation in vocational training in all areas and provide some additional guidance and training services with a gender perspective. Therefore, *INFOCAL was politically ready and willing to provide the basic conditions needed to execute FORMUJER and its conceptual and strategic proposal. The Gender Programme experience had shown how difficult it was to ensure mainstreaming of the approach in a short time and with strategies that were to the point, if work was not done at all institutional levels with a process logic and with all the players who intervened in the training area.*

Although in this first phase of its incursion into the incorporation of the gender perspective INFOCAL *had managed to introduce the subject on its agenda of work, practice had shown that the methodologies used were not at all efficient to achieve the articulation of all this complex combination of networks, individuals and visions in the development of institutional competencies that would transform the institution in a sustainable manner.*

Moreover, the activity undertaken since 1992 showed that the implementation of mechanisms that ensure equity in vocational training was viable and that it was urgent to continue to put in practice positive action measures to make sure that women were inserted in training and in work on an equal footing. *Work from a gender perspective strengthened the presence of the institution in the labour market in each region, enhancing its image and providing possibilities of interaction with other institutions and organisations. However it also established, as a clear lesson, the conviction that working with gender equity in an institution cannot be limited to opening up training spaces to women, but rather requires the achievement of institutional commitment and effective participation at all levels. Working from a gender perspective requires the development of wide-open processes that have an impact on attitudes and visions of individuals, which refers both to technical teams and to the users of the service.*

The execution of the Gender Programme also achieved, to a large extent, the demystifying of the subject of female capacities and competencies regarding the professions in INFOCAL, the flexibilising of internal information mechanisms, as well as the initiation of a process of reflection by teachers regarding the different needs of men and women and the importance of recovering their experiences to assign a value to them in the learning process. However, women continue to

face unassailable barriers in the labour market and therefore *it was deemed necessary to rethink how a new phase in gender work should be oriented, as well as the strategies needed to strengthen the role and the contributions of training to enhance female labour insertion under the conditions described of the labour market.*

3. Design of the intervention strategy

On the basis of this institutional framework and of the balance between achievements and deficiencies in terms of a training and gender policy, *the INFOCAL Foundation visualised the execution of the FORMUJER Programme as an important opportunity to progress in the construction of a new vision of the role and characteristics of vocational training, which should be put in practice in the design and implementation of a training policy of good quality and relevant, with a gender perspective as a cross-cutting principle and gender equity as an institutional mission.*

The FORMUJER proposal to incorporate the gender perspective as an expression of quality and the methodological innovation in training turned out to be, therefore, especially compatible and in keeping with INFOCAL concerns and needs and provided an answer to an institutional demand.

The convergence between the FORMUJER methodological proposal and institutional needs and expectations was a very favourable situation of departure that was expressed in the following:

- ◆ the National Executive Bureau (DEN) was willing to assume as its own the objectives and proposals of the Programme and contribute to efforts to achieve them;
- ◆ the person responsible for the execution of the earlier Gender Programme took on the role of national co-ordinator of FORMUJER, with which continuity was assured and maximum advantage would

be taken of achievements, as well as of an in-depth awareness of institutional weaknesses and needs. The National Executing Unit (NEU) was organised with only two individuals in technical roles – the national coordinator and the person responsible for linking up with the productive sector – which, although it meant imposing limitations and excessive demands on management, allowed for more fluid and effective teamwork. Even though some of the functions and responsibilities were differentiated, the management of the programme, decision-making and the general technical orientation were the result of this articulated work and of great personal and professional commitment, that became the principal drivers of the Programme since it made possible the accumulation of experiences, perceptions, institutions and expectations;

- ◆ in the same logic of accumulation, every effort was also made in the departmental Foundations to continue relying on the individuals that had been in charge of the co-ordination of the Gender Programme or on the technical management units. In both cases Foundations took charge of the work, adding to their duties new functions arising from FORMUJER execution.

The support of the highest executive level and the small technical DEN team were, therefore determining factors for the development of the Programme in conditions of autonomy and with decision-making capacity, ensuring that necessary conditions were in place for the processes of negotiation with all the players involved.

In the same way, the regional technical assistance strategy equipped the NUE with precise theoretical visibility and allowed it to appropriate indispensable methodologies and instruments to achieve its objectives and goals.

Additionally, for Programme design, international specialists were contracted for Occupational Guidance, to work out of the “Training Modules for Employability and Citizenship”¹ and to support and accompany the construction of the conceptual developments on competency based training. Although these

¹ See: Irigoin, Ma.; Guzmán, V., “Módulos de Formación para la Empleabilidad y Ciudadanía”, Serie *Materiales conceptuales y didácticos*, of the *Publicaciones Regionales FORMUJER*, Cinterfor/ILO, 2000.

consulting services were financed and shared by the other countries, since Bolivia was not only the first but was the only Pilot Programme actually being executed during the first year of life of the Programme, some phase displacement was generated in terms of opportunity and availability of its products. Thus, the Training Models for Employability became available when several courses had already begun, despite which they were successfully applied. The same happened with the developments and experiences of Costa Rica and Argentina which explains why some of the Programme methodological and strategic proposals did not achieve the same level of forcibility and soundness when implemented in Bolivia. Specific examples of that are the central nature of the work by Occupational Project and the practical application to curriculum development of the crossing of gender and competency based training.

In keeping with the model and the regional orientations, FORMUJER Bolivia structured its *modus operandi* on two Sub-programmes and eight components.

The main axes of work of the Sub-programme “Development of a new methodology and execution of pilot vocational training projects” were: relationship with the productive sector; revision and updating of curriculum developments and teaching materials; implementation of methodologies and strategies complementary to the delivery of courses in INFOCAL and execution of training and skills development courses. The result sought was to strengthen the INFOCAL system to change and build up a training supply that would be a response to the new profiles required by the labour market and that would systematically include the consideration of the possibilities and needs of women, especially those who are members of the FORMUJER target group.

The Sub-programme “Promotion, regional dissemination, monitoring and evaluation” was addressed to promote information and communication processes to generate an exchange and spreading of information and sensitisation of the different players: trainers, entrepreneurs and beneficiaries.

4. Implementation of the FORMUJER model

On the basis of the context and institutional considerations described, a strategy by phases was chosen as the foundation for implementing the Programme:

- ◆ during the first phase, efforts would be centred on the central axis of the country, on the capitals of the Departments of La Paz, Cochabamba and Santa Cruz;
- ◆ the work would then spread to two more Departments: Tarija and Chuquisaca;
- ◆ finally, and by transfer and dissemination of the methodological package, the four remaining Foundations would be strengthened.

The decisive factors of this option were: the institutional capacities and competencies required to provide a response to the counterpart specified in the Agreement signed with the IDB; the level of development of the regions and of the enterprises of the pre-selected sectors; entrepreneurial availability for co-ordinated work and the possibilities of reaching agreements and arrangements with other institutions specialised in the subject of gender and vocational training.

This strategic decision demanded, as an initial activity, an in-depth analysis of the differences in development among the nine Departments of the country with the respective description of the gap between the regions, to which are added the differences between men and women and in the levels of instruction of the population. This same gap is reflected in the institutions and in enterprises. *The potential of each of the regions and its specific characteristics were keys to determine in what sectors work would begin on the improvement of the quality of the supply and on the construction of the conceptual and technical bases needed for implementation of the Programme and of its training actions.*

The application of the conceptual and methodological axes of the FORMUJER proposal in the Bolivian national and institutional scenario translated into the adoption of the following strategic objectives of the intervention:

- **Institutionalisation and mainstreaming of gender equity and of the proposal of the Programme**
- **Improvement of the quality of the training supply**
- **Expansion and integration of complementary services**
- **Internal and external strengthening of the institutional image**

The simultaneous, articulated and complementary development of these strategic objectives, through multiple methodologies and strategies and specific operational actions, was what made it possible for **the FORMUJER Bolivia proposal to be a model of educational technology and of institutional innovation.**

Because the remaining documents of this series entitled *Systematisation* of FORMUJER Publications² are devoted to analysing in detail and depth the Programme components, i.e., how it was done, a synthesis of the most important implementation strategies of the main lines of action promoted is presented below. This presentation is made from the perspective of and for purposes of comprehensive visualisation of this model of intervention. What must be understood and highlighted from the start – at the risk of being repetitive – is that, in keeping with the systemic conception sustained by FORMUJER, these lines of action and the methodologies and strategies adopted to develop them are articulated and complemented with each other. Therefore, the reason for their inclusion within one of the objectives is a question of prioritisation and organisation of information; in no sense does it imply that it only refers to that objective.

- **Institutionalisation and mainstreaming of gender equity and of the proposal of the Programme**

As a result of the prior work of the Gender Programme and the preparatory process of FORMUJER implementation, *INFOCAL adopted gender equity as one of the basic and cross-cutting principles of its modus operandi*, understanding in that regard that:

² See list inside the front cover.

“The principle of gender equity addresses the achievement of equal opportunities for men and women in vocational training. *To work with these perspectives means to transform training practices and conducts and to influence the development of new perceptions and values among the beneficiaries and the staff of the institution.* Equity means the same opportunities, the same treatment, the same technological levels, the same quality and the same work possibilities”. (Document introducing the institution, May 1999).

Once legal status had been attained, FORMUJER raised, as a fundamental challenge, the issue of assuring its concretion and sustainability, for which purpose it proposed to lay the legal, operational and conceptual foundations to incorporate innovation into the design methodologies of training supply and into the culture itself of the organisation, thus contributing to the qualification of vocational training.

To do this, three priority lines of action were adopted:

- ➔ *Institutionalisation of the conceptual proposal of the Programme through its incorporation into INFOCAL planning and general outline of work.*

In order to attain its purpose, the national co-ordinating organ developed the following strategies:

- ◆ The General Regulations of the Programme were drafted, as well as the set of rules and procedures to execute operational plans that are agreed on and approved yearly by the National Bureau and the departmental Centres.
- ◆ The DEN technical team was supported and was worked with closely on the conceptualisation of a strategic plan that became the orienting guide for institutional work and which included the objectives of the FORMUJER proposal and the implementation strategies.
- ◆ A concerted action was promoted with the internal players through the consolidation of a support network for the Programme, for which purpose:
- ◆ Groups responsible for the Programme were formed to encourage activities and lines of work and to reduce risks of parcelling;

- ◆ in all the stages different levels of the institutional organisational structure were called upon, including from the persons directly responsible for training to the presidents of the Foundation Boards;
- ◆ instances in place were strengthened: gender co-ordination organs, teacher circles, internal and external promotion activities, inter alia.

An institutional effort was required for the mobilisation of the different decision and technical instances. For that purpose an appeal was made to channel information for the debate of the proposal and, following that, to promote its appropriation and progressive institutionalisation. *As no other project of international co-operation, this one has been debated in different encounters, at the level of departmental Boards, technical teams and national co-ordination instances* (Collegiate Council, National Technical Commission and National Board). The NEU organised more than thirty information and training events which translated into a high degree of credibility and openness in the Foundations. This internal relationship strategy was maintained during the whole period of execution, and a need was found to encourage a culture of reading and of self-learning in the technical and executive management offices to revert the predominant trend to concentrate a major part of their effort on administrative management.

➔ *Development of a staff management and qualification policy*

This is a key factor in quality improvement processes and inclusion of the gender focus in vocational training, even more so when it is a case of introducing new educational approaches and innovative ways of looking at and doing education. *Change occurs, in the first instance, with the development of institutional competencies that help the staff of the organisation to face the challenges and demands of the process.* The quality of training does not involve only the excellence of the staff in its occupational area, but the personal qualities that they evidence in their teaching performance. Training and occupational competency development needs (technical, cross-cutting and basic) are manifested, both externally and within the institution; to respond to the internal demands requires as many strategies as those addressed to the target population. Because of this, to ensure the development of quality processes through the orchestration of teaching implies a very long programme.

For this reason, the implementation strategy contemplated:

- ◆ Identifying staff with key functions and multiplying power regarding new methodologies and pedagogical practices
- ◆ Designing and transferring instruments and tools for technical work
- ◆ Orchestrating and institutionalising training actions in:
 - gender and a new vocational training ethic
 - focus on occupational competencies and competency based training
 - applying the “Training Modules for Employability and Citizenship”
 - occupational Guidance methodologies.

The gender training of staff of the Institution in the years prior to the execution of the Programme, had enabled the incorporation of cultural and social elements linked to the analysis on the generic structure of society. It was an attempt to introduce a new training ethic that would allow improved participation of men and women and would offer conceptual instruments and tools for the teaching work. The practice slowly changed and in those Foundations where gender co-ordinations were maintained, the proposal was sustained and there was progress in mainstreaming the approach.

FORMUJER took up this training again and intensified it, orienting it towards the conceptualisation of the gender perspective as a condition to improve the quality and relevance of training policies. This orientation was the basis of the agreement of the DEN to include the gender focus in its Staff Training Programme (PPP) and in pedagogical circles – where information is shared and strategies and materials are exchanged to enhance work in each area – so as to ensure the widest coverage of teaching staff and institutionalise mainstreaming. The inclusion of the gender focus in the PPP allows it to provide its staff with the basic concepts of gender theory, training, and the labour market; by introducing the theme of the new conception on vocational training, it contributes elements and new concepts needed for teaching practice and awakens the need to include the subject in curriculum design and in teaching practice. The “Guide to mainstreaming the gender perspective”³ was published as an instrument, having been produced during the previous Gender Programme. It was distributed

³ This instrument is also a part of Publicaciones Regionales FORMUJER, *Incorporación de la perspectiva de género en la formación profesional. Materiales didácticos*, Cinterfor/ILO, 2001

for its incorporation into the Programme courses and its incorporation was monitored by specific follow-up and evaluation instruments.

Concurrently, one of the first tasks that the Programme proposed to do was to introduce into the departmental Foundations new training approaches. Hence the prioritising and intensifying of efforts made in terms of staff training in the occupational competency approach.

INFOCAL considered the FORMUJER contribution basic to introduce the labour competency approach and initiate the entity's pedagogical transformation process and committed all its efforts to continue its development until full incorporation was achieved.

Teacher training on the application of the "Training Modules for Employability and Citizenship" was, equally, a cornerstone in the process of pedagogical innovation.

As a first instance FORMUJER produced a basic profile and, in consultation with the DEN, a group of teachers was selected from the five participating Foundations with whom a first awareness and skills development workshop was developed. The result of the latter was that the participants committed themselves to carry out a first application and validation exercise. In view of the enthusiasm and support that this exercise generated, a decision was made to strengthen the training of those first participants by means of a second workshop, which led to their forming a multiplier team, in charge of the national adaptation and of the dissemination and training of the body of teachers, first of the Foundations themselves, and later of the rest of the System. For this purpose, a strategy by Foundation was designed, that implied that different multiplying actions were carried out in the five executing centres within the framework of the departmental institutionalisation plans of the FORMUJER proposal.

The production of Modules at the regional level was a response to the purpose of providing to the participating institutions an instrument for managing training, qualifying supply and attending, to a larger extent, to labour demand. Also, however, and as an unexpected effect, at least in its full extent, training for its application produced profound changes in the way the teaching team saw, felt

and worked and it intensified the commitment to FORMUJER to the point that INFOCAL has adopted this material as reference material for the development of key competencies in all institutional courses and programmes.

Moreover, the gender co-ordinators of the Foundations and other staff members were trained in the methodologies developed, for the implementation of the Occupational Guidance programme.

➔ *Information, monitoring, transfer and dissemination policies*

One of the central concerns of the conceptual design and the institutionalisation objective of the model was to develop a policy for treating information in order to enhance the quality and relevance of the supply and to strengthen and provide feedback for decision-making at all levels of design and institutional modus operandi. The following had this in mind:

- ◆ Promotion of a Labour Market Information and Monitoring System with close attention paid to the conditions, specificities and characteristics of female labour insertion. Led by regional FORMUJER, the conceptual and methodological framework in which the general proposal of the Information System is inscribed was developed, composed of two large subsystems, those of Supply and Demand, and various articulating and feedback subsystems, among which those of Information and Vocational Guidance and of Evaluation and Monitoring are to be highlighted. Each subsystem in turn is composed of modules that are reciprocally articulated by means of a structure of relational bases.
- ◆ Given the calendars, resources and need to make information on supply a basic input for the Vocational and Occupational Guidance Programme, as well as due to the requirements of INFOCAL system management, a decision was made to advance in the development of the Supply Subsystem for which various modules were defined (Specific and Modular Training, Dual Vocational Training, Human Resources, course Programming, etc.).

The pilot implementation of the System and its respective validation was carried out by INFOCAL Santa Cruz. The transfer to the remaining Foundations is subject to co-ordination from the National Executive Bureau, which organ will channel the necessary resources to spread the system to the nine Foundations.

Together with the development of the System, an interest arose regarding the production of a National Classifier of Occupations (NCO) which the country did not have.

For FORMUJER and INFOCAL the National Classifier of Occupations became an instrument that serves as a guide for a training policy with a gender perspective and as a reference point for the didactic transposition of competencies to curriculum developments. Likewise, it is an important input for occupational guidance activities.

- ◆ The development of an internal system to monitor and evaluate the Programme to gather results of the processes and reorient actions during execution. Besides orchestrating the follow-up of the activities, by means of the classification and graphic visualisation of their state of progress, a series of instruments was constructed for gathering information that was gradually applied to the training centres at different times, according to the dynamics of each and to annual planning.

A follow-up system for internships was also designed and applied. It included the record of the beneficiaries of their experience and a self-evaluation of their performance. This process has made it possible to analyse progress critically and gather valuable information on the perceptions of the different participants and players regarding the Programme. *The set of instruments was poured into computerised bases that offer very complete knowledge and evaluation of the results and impacts of the Programme and identification of valuable information to extract lessons and formulate suggestions for Programme sustainability in INFOCAL, but also for national and regional dissemination.*

Within the framework of the intermediate evaluation of the Regional Programme (October 2001), a follow-up survey was instrumented to a sample of graduates for a first validation of the instruments proposed in the Evaluation Model of ENRED Consultants and as an input for same. Its processing, that was articulated with the Enrolment File and the Social Survey, was integrated into the monitoring and evaluation system.

Additionally, in the last semester of execution, audio recordings were obtained from executives, teachers, participants and enterprises who contributed data on the personal impact that participating in the Programme has had on them, with which the “Report on the FORMUJER Programme: perception of players”⁴ *was produced, allowing the achievements and impacts of the Programme to be lived out in the various areas and for the multiple populations attended.*

- ◆ The adoption of transfer and dissemination as an institutionalisation strategy.
- ➡ **Improvement of the quality, relevance and equity of the training supply**

The FORMUJER proposal, besides incorporating training methodologies, **implies a change in the way training is done and promotes the introduction of structural changes in teaching conception and practice.** This requires cultural changes and corporate transformations in the long term.

From the vantage point of the Programme an effort was made to establish in INFOCAL a conception of curriculum development as a dynamic process, as the object of permanent revision and updating of its components, that begins with the recognition of the demand of the economic sectors and of the needs of the individuals and extends up to satisfactory labour insertion for both of them, monitoring and evaluation feedback.

Therefore, the intervention included a wide spectrum of lines of action.

- ➡ *Promotion and strengthening of articulation with the productive sector*

Actions mainly addressed the implementation of models and processes of conduct concerted between the entrepreneurs and INFOCAL, based on interdependent and complementary actions, as well as on the assignment of specific responsibilities and roles for the adoption of common actions when faced with equally common problems and objectives.

⁴ Available on the *Gender, Training and Work web page*.

From its conception, this strategy was broached as a gradual process with differentiated characteristics and paces, for each Department or region of the country and in the specific treatment of the diverse economic sectors, which could only be dimensioned in the process of execution itself.

The actions were concentrated in four base strategic lines:

- ◆ sensitising and establishing bases for reaching agreements with entrepreneurs, for which a publicising folder was produced, workshops were organised and a plan of contacts and direct relationships was established;
 - ◆ strengthening linkage mechanisms between INFOCAL and the enterprises which led to the establishment of Advisory Committees at the departmental level in La Paz and Santa Cruz and the subscription of co-operation agreements with the Federations of Entrepreneurs of La Paz, Cochabamba and Santa Cruz. Both authorised the call for sectorial market studies and holding DACUM workshops;
 - ◆ development of practical apprenticeship in enterprises, for which a plan of contacts was established with firms that contribute to or have relations with INFOCAL; there was co-ordination with grassroots institutions and NGOs; the establishment of micro-enterprises by participants was supported and a follow-up system was implemented regarding internships;
 - ◆ implementation of the Information System.
- ➔ *Constructing a conceptual and operational base for competency and gender based curriculum development*

In 1998, when FORMUJER Bolivia began its execution, conceptual developments on competency-based training were just emerging in the region. Because of this, it was necessary to encourage the technical teams, first, to search for information and later, to set up instances for collective reflection that would lead to understanding and appropriation of the approach. This was achieved through technical co-operation and the channelling of Cinterfor/ILO reference materials, a hierarchy assigned to the theme when the training space was devoted to it in the First Regional FORMUJER Workshop (Cochabamba, 1999), support by SENA of Colombia and international consultancies, the staff of INFOCAL taking part in training actions in the ILO Turin Centre, etc. It was a slow process, of cumulative construction, which extended throughout the entire execution and in which FORMUJER worked articulating closely with the DEN.

The collective construction of methodology for the design of training supply required and, at the same time, made possible the convergence and integration of the contributions and efforts of all the components of the Programme and **became the driving axis of the innovation process and one of the main vectors of the educational technology model promoted.**

A multiple range of tools and lines of action were used in its implementation, among which the following stand out:

- ◆ Development of market studies or specific diagnoses for supply design
- ◆ Selection of occupational areas by region and identification of labour competencies in six sub-areas through the DACUM methodology to address a pilot test on competency-based curriculum design
- ◆ Staff training in gender and labour competencies
- ◆ Development of a transfer model as regards competencies identified as training benchmarks and the “Guide to incorporate the gender focus in curriculum development”⁵
- ◆ Working out a proposal for a National Classifier of Occupations from a gender and competencies focus
- ◆ Validation of proposals through integral training actions
- ◆ Establishment of follow-up mechanisms and process evaluation

Given that competency-based curriculum design is a methodological innovation that is at the experimental stage not only in FORMUJER but in the world of training in general, this line of action was one of the most costly in terms of time and effort and in which the logic of process reigned in a decisive manner.

FORMUJER aims to introduce a new conception, where the quality of the service lies mainly in the articulation of supply with labour demand and attention is focused on the different population groups which are being worked with. In

⁵ See FORMUJER, *Género y formación por competencia – Aportes conceptuales, herramientas y aplicaciones*, Cinterfor/ILO, 2003.

order to achieve this, the development of a flexible supply that provides options of lifelong vocational training, that develops in individuals the capacity to learn to learn and that privileges equity as a tool that innovates and improves the teaching/learning process, become imperative. This transformation demands, simultaneously, continuous actions in time and space and the achievement of consensuses among the different players in the system, the key to the sustainability of processes and results.

Although when the general planning of the Programme took place the difficulties and delays that this process involves were not envisioned so clearly, once the programme was being implemented FORMUJER and the DEN understood that *the significant contribution that the Programme could make was precisely to leave established the institutional competencies in order to continue this process in the Foundations of the central axis of the country and for which the technical teams, in their future modus operandi, could gradually permeate with this approach the entire process of curriculum development and transfer it to other departmental centres.*

Likewise, as has already been pointed out, the pioneer nature of FORMUJER Bolivia limited the pacing with and feedback from the construction processes that were occurring both at the regional level and in Costa Rica and Argentina. Because of this, some of the substantive methodological and instrumental developments, such as the systematisation of the application of the crossing of competencies and gender in curriculum development, that in Regional FORMUJER reached maturity towards the end of 2001, in Bolivia were not incorporated systematically in Programme training actions but have already been transferred to the INFOCAL technical teams that are incorporating them in their progress and productions.

Another of the fundamental contributions of the Programme was the introduction of elements of training for employability, through the “Training Modules for Employability and Citizenship”, among other aspects because they allowed one of the lacks posed by the methodology of identification of competencies through DACUM to be resolved: the inclusion of all the cross-cutting competencies required.

➔ *Development of pilot training actions*

The axis Foundations had experience in carrying out training actions for women acquired in the Gender Programme. *The challenge which FORMUJER faced was to intensify these actions and, above all, advance in the innovation and comprehensiveness of the training proposal through the incorporation of the methodological package developed by the Programme. This initial situation caused courses to be held from the beginning of the Programme, their conceptualisation being the improvement of the quality and relevance as regards context and population, which was worked on and was changing during execution.*

For this reason two phases are to be distinguished in the implementation of this component:

- Counterpart actions taken: financed by the axis Foundations up to June 2000 through equipment, workshops, classrooms and, mainly, the contribution and work of directors, co-ordinators and teachers. Those actions were part of those normally offered by the Foundations; however, in those in which women participated they were organised in such a manner that the participants would have access to the guidance service, the gender modules and the support of the departmental gender co-ordinating organ. Moreover, the DACUM results with participating enterprises were validated in this phase in INFOCAL Cochabamba and the first competency units were developed in the textile and ceramics areas.
- The FORMUJER courses proper: the resources of the IDB covered up to 70% of the costs of services and the scholarships of participants. These courses were undertaken as of July 2000 and, as of 2001, on the basis of the application of the “Employability Modules” adapted by the teaching team, which contain the whole methodological package of FORMUJER: gender training (nine hours of teaching on application of Gender Modules), employability training, updated curriculum design or competency based design in selected specialities.

Beyond this distinction, the strategic interventions designed by the national co-ordination were conceived as a continuum in which each of them gradually prepared conditions for the following to take place:

- ◆ Organisation of departmental teams and transfer to the gender coordinators of the responsibility for co-ordination and joint planning to initiate training courses that would gradually introduce the FORMUJER components. The tools applied included staff training policy, delivery of support materials, especially the “Guide to mainstream the gender focus,” national co-ordination team missions, accompaniment and follow-up.
- ◆ Production of the designs and instruments and implementation – to the extent of the possibilities of the Foundations – of complementary services of Vocational Guidance, Occupational Guidance and Scholarship System.
- ◆ Negotiation with the IDB, preparation of instruments and agreements with the Foundations to arrange conclusively financing for the FORMUJER courses and the payment of the subsidy to beneficiaries.
- ◆ Working out of annual operational plans with each Foundation that included the training actions designed for beneficiaries but also the series of institutional strengthening activities. The permanent monitoring of those plans by national co-ordination was, at the same time, a strengthening strategy and a managing procedure.
- ◆ Extension, in the year 2001, of the Programme coverage and of its training actions to the Foundations of Chuquisaca-Sucre and Tarija. These centres received training, materials, accompaniment and financing from the Programme. To do so, the horizontal transfer and co-operation by the axis Foundations was absolutely decisive.
- ◆ Orchestration, monitoring and evaluation of the practical phase of learning. All the FORMUJER courses had a lecture phase and a practical phase. For the latter work articulating the linkage component with the productive sector was essential.

During the entire process of implementation of courses, follow-up and evaluation mechanisms were included, both of the beneficiaries and of the Foundations from national co-ordination. Therefore, they were carried out not only to comply with the targets of the Programme, but the training actions became important inputs to continually improve the curriculum development process and the relevance of the training supply.

➡ **Expansion and integration of complementary services**

Focalising on the beneficiary population in FORMUJER Bolivia was processed through the development of two services or systems called complementary – Guidance and Scholarships – to distinguish them from those traditionally offered by technical training although, to the extent that they gradually developed and their contributions and impacts could be seen, the understanding spread that they were dimensions of a comprehensive policy.

➔ *Information and Vocational and Occupational Guidance Programme*

This dimension was orchestrated in two axes of work that are a response, respectively, to logics of streamlining and focalising:

- ◆ Design and implementation of the Information and Vocational and Occupational Guidance Subsystem.

This was conceived to provide INFOCAL students with knowledge on the operations of the labour market and the detection of occupational families with greater possibilities of insertion.

The interdependence of information, guidance and gender perspective in Bolivia was materialised, among other aspects, in the National Classifier of Occupations, already mentioned, that acts as a substantive tool of the occupational guidance and information process.

- ◆ Occupational Guidance methodologies and instruments for low income women.

This methodology has three main objectives:

- to collaborate for women to be recognised as workers, to raise their personal self-esteem and to discover their vocational and personal potential;
- to inform on the different vocational and occupational options in place in the environment, by regions;
- to support Occupational Project planning and provide knowledge on the labour market and techniques and tools that are useful when looking for a job.

The methodological package is composed of two types of instruments:⁶

- a guide addressed to the individuals in charge or acting as guides who work directly with the women's groups;
- a work manual for participants, composed of four notebooks:
 - "What do I know about myself and the world of work?"
 - "Building my occupational project"
 - "The labour market"
 - "Independent work"

Furthermore, there is also a "Methodological guide for building an Occupational Project" and a "Methodological guide to formulate an occupational project for independent employment," both developed within the framework of the international consultancy on the subject and with the materials produced by Argentina and Costa Rica. They have been transferred to the gender co-ordinators to go into further depth in the training process and to adapt or apply them in the Guidance Workshops.

To carry out this line of action diverse strategies were established:

- Training a team of guides so that they would not only handle the instruments and know the methodologies, but also so that they could replicate training in their different centres.
- Validation of the methodology, by applying the instruments, to gather observations and suggestions.
- Multiplying experiences with the development of workshops held at the different Centres, within the framework of the supply of courses of the FORMUJER Programme.
- Contact with grassroots organisations to call on women in link-up actions with the communication strategy.
- Contact with other institutions for the transfer of instruments and methodology with the prospect of massive replies.

⁶ Available on the CDs that are part of document "Orientación Laboral y Proyecto Ocupacional. Un componente y una metodología para una política de formación pertinente y equitativa," *Publicaciones Regionales FORMUJER*, Cinterfor/ILO (in press).

- Contact with women leaders to obtain information, support when calling upon women and identification of needs.

The Guideline methodology was applied to heterogeneous groups of women (young women, adults, with or without formal education, etc.) with very positive results, that showed the flexibility of the materials with a view to adapt them to other realities and to use them by selecting the relevant exercises.

➔ *Scholarship system*

Among focalising strategies the delivery of scholarships was planned. These were understood to be a subsidy in cash, of a temporary nature, transitory and not reimbursable, designed to cover all or part of the costs of mobility, payment of day care centres, food or other expenses required by the beneficiaries to attend training actions.

For execution of the System, the NEU worked out a set of rules and a guide for the process that establishes basic procedural patterns and classification criteria for the candidates, so that the Foundations could adapt their application to the specific needs of each and to the characteristics of the women beneficiaries, always maintaining the same unity of opinion.

A Need for Support Index was defined to identify and value, on a scale, the participant's socio-economic level and her needs and expectations regarding training and labour insertion. Identifying and valuing these aspects was carried out by conducting a Social Survey and a personal interview with each candidate.

Although the signification and benefits of this strategy was reliably proven – the presence of the target population of the Bolivia Programme would not have been secured without this strategy – its institutionalisation is the most difficult for economic reasons. Anyway, as a demonstrational experience, it was so impressive that INFOCAL is planning to explore all the alternatives and co-ordinations possible to make it viable.

➔ **Internal and external strengthening of the institutional image**

With the experience gained during the Gender Programme, INFOCAL was very clear regarding the signification and contributions of the communicational processes in an intervention of this kind. Because of this, this component was started up as one of the first activities of FORMUJER. The work was carried out by contracting, through a bidding process, external consultancy services and was

organised at two points: the first was the institutional diagnosis, and the second was the design and implementation of the communication strategy per se.

The reflections of the national and regional co-ordinations and the results of the institutional diagnosis agreed in that *the driving force behind innovation and the efforts to improve the quality, relevance and gender equity of the supply of training of FORMUJER would not be enough to attain its ultimate objective of increasing employability of women and men if they were not understood and assumed by the different populations involved. What was required was to establish and revitalise a vision of INFOCAL as a competitive entity of excellence that would respond to the vocational training needs of the country and project its comprehensive corporate image based on the institutional principles that were being put in place: Quality, Employability, Gender Equity and Sustainable Development.*

In order to achieve this, two main axes of work were established:

◆ Internal Strengthening

Addressed to generate exchange spaces and internal promotion actions involving all the direct and indirect players as protagonists of the process, and to strengthen the proposal through a proactive and committed attitude. Entrepreneurship was to be sensitised, stereotypes were to be broken, it was to be motivated and the importance of its contribution to development of human resources was to be valued. INFOCAL staff was to be motivated and orchestrated as a promoter and multiplier of the Programme and so that it would commit itself to institutional transformation and new approaches and methodologies.

◆ External and intensive communication. Promotion and Public Campaign

A combined media plan was worked out to divulge, socialise and make public institutional principles and mandates from an equity approach. The messages were addressed to the different audiences: beneficiaries, entrepreneurs and social setting, to promote reflection and analysis on occupational stereotypes and on female occupational performance.

A logo was proposed that was related to the regional one, a diverse and questioning language was used and it was defined as one of the sustaining pillars in the launching of the campaign addressed to the Confederation of Private Entrepreneurs of Bolivia and its Federations. The slogan combines the two ideas

that are centrally forceful: the valuation of knowledge and learning and the potential of women **“KNOWLEDGE IS VALUABLE, WE WOMEN CAN DO IT”**.

The products were transferred to all the Foundations and when there were no longer any economic resources for publicising, Tarija and Sucre did so with their own resources and diffusion strategies were intensified through unpaid media, direct promotion in institutions and women's organisations, etc. In some cases work was carried out with already organised groups, groups of neighbours or mothers' clubs. Their leaders became interlocutors who spread information, supported the organisation and helped to supervise the participants.

5. Principal results attained

FORMUJER Bolivia was also the first Pilot Programme to conclude execution, on April 30, 2001. Although the modes and strategies of execution were different, due to the economic and management differences of each Foundation, the results in all the centres have been equally positive and impressive: widespread compliance with the planned targets was achieved thanks to the effort and co-operation of teams of the National Executive Bureau and of the departmental Foundations of INFOCAL.

In harmony with the purpose of this document which is to share and reflect on the process undertaken and the results obtained, the structure of the previous section shall be used again, and the guiding objective of the *modus operandi* will be the results identified and their establishment in terms of goals reached and products obtained.

- ➡ **Institutionalisation and mainstreaming of gender equity and the Programme proposal**
- ➡ FORMUJER contributed strongly to the construction of a new vision of the role and characteristics of vocational training, to strengthening the national training system and to the approval of methodologies and instruments to enhance quality, relevance and gender equity in vocational training.

Dissemination and transferability of the model

- ◆ The conceptual and methodological proposal, the products developed and the experience gathered have been transferred and they provide guidance to national public policy through their incorporation into the design of the Programme for Strengthening Technical and Technological Training (PFFTT-CP 1093/SF-BO), executed by the Bolivian Ministry of Education and financed by the IDB. The strengthening is expressed not only in terms of methodological and instrumental transfer but also of technical co-operation and staff trained.⁷ It is not circumscribed to what has already been done or to the national level. The improvements and progress that are gradually attained by INFOCAL within the framework of the sustainability commitments of the Programme and within the other co-executing entities, shall also be made available. The PFFTT is already part of the Programme co-operation and exchange network.
- ◆ The entire proposal has been transferred to and implemented in the departmental centres of Tarija and Chuquisaca, as well as the three initially committed, and has been publicised in four more, which implies that the entire INFOCAL System has been reached at different levels of depth.
- ◆ The five participating Foundations not only complied with the working plans established and with the procedures of the General Regulations of the Programme, but they have also included in their programming and strategic planning the Programme's political proposal of equity, they have appropriated its methodological developments and have initiated their dissemination towards the whole of its training supply, securing its possibilities of success regarding sustainability.

Policy appropriation and sustainability

- ◆ Gender training and training in methodologies encouraged by the Programme were institutionalised, including the Staff Training Programme and teaching circles, and are reaching a large majority of the staff:

⁷ INFOCAL and its technical teams interact with the PFFTT and have provided it technical and operational support. Cinterfor/ILO and the regional co-ordinator provide technical co-operation, the national co-ordinator of FORMJUER is today the person responsible for policy design in the PFFTT and responsible for linkage with the productive sector.

- consolidation of proposal interdisciplinary and multiplier technical teams in the five centres
 - 146 teachers trained in the application of the “Guide to mainstreaming the gender approach;” 63 apply it in their teaching practice
 - 96 teachers trained in the application of Employability and citizenship modules”; 21 incorporate it into their curriculum
 - 13 individuals trained as guidance staff that, in turn, replicate the training to staff of other centres.
- ◆ A culture of information, articulation and evaluation was generated. There is up-to-date information available that is homogeneous and accessible on the training supply for planning and decision-making that supports and promotes gender equity and the diversification of vocational options.
- Conceptualisation of the Labour Market Monitoring and Information System, implementation of software in Cochabamba, La Paz and Santa Cruz and INFOCAL commitment to be transferred to other centres that have their own funding.
 - Systematisation of training supply and skills development in 8 departmental centres through the development of the Basic Occupational Profile File.
 - 9 market studies that systematise technological and occupational characteristics, incorporate the female labour insertion prospects and guide curriculum development in: Metalmechanics, Tourism, Jewellery Making and Textile Products (La Paz), Electricity and Leather Products (Cochabamba), Graphic Arts and Carpentry (Santa Cruz).
 - Systematisation and evaluation of results and perceptions on the Programme: computerised database and “Report on the FORMUJER Programme”.
- ◆ A proposal to classify and order occupations with a gender perspective is delivered to the country providing a framework for analysis, aggregation and description of contents of the work, as well as a system of levels and areas to order occupations in the labour market:
- National Classifier of Occupations in an interactive format that shall be validated together with the PFFTT.

➡ **Improvement of the quality, relevance and equity of training supply**

- ➔ The bases of methodological innovation and the delivery of basic inputs were consolidated for revision and working out of a supply of training and of curriculum contents with a gender perspective and that are a response to the demands of the labour market and individuals.
- ➔ By means of the development of comprehensive training actions the executing capacity of INFOCAL was strengthened as was its position and recognition in the national training area and by the productive sector.

Construction of an educational technology model

- ◆ The competency-based training approach was assumed by INFOCAL that intends to gradually incorporate it into all of its training supply. As a product of Programme modus operandi the following was obtained:
 - Identification of competencies for 9 selected specialities for which DACUM maps are available: Textile Manufactures, Metalmechanics, Nursing Assistant, Hotels and Gastronomy (LPZ); Santa Cruz: Carpentry and Graphic Arts (SCZ); Textiles, Electricity and Ceramics (CCBA).
 - Concretion of three competency-based curriculum developments: Metalmechanics, Textile Manufactures and Nursing Assistant.
 - Production of two guides and various instruments for didactic transposition.
- ◆ The contents of gender training and the application of the “Training Modules for Employability and Citizenship” become institutionalised reference points for the contents of the entire training supply:
 - Incorporation of the contents of the “Guide to mainstreaming the gender focus” with a duration of 9 hours of lectures, in 24 Dual Training courses and 33 specialities of Specific Training in the 5 executing centres.
 - Incorporation of the contents of the “Modules for Employability and Citizenship” in 10 Dual Training specialities and in 20 of Specific Training with an average of 40 hours of lectures.

- ➔ The proposals of the Programme were flexibly addressed so that each departmental centre has mechanisms in place to relate to the productive setting, suitable for its specific local and regional circumstances, articulated with the characteristics of each sector.
- ➔ The entrepreneurs who participated in FORMUJER actions are more aware of the need to work on the equality of opportunities in training and in employment and the greater valuation of technical training as an element which enables modern productivity strategies and enterprise competitiveness.

Concerted action with the productive setting

- ◆ The discipline of dialoguing with its setting and the capacities to generate spaces and mechanisms of expression and empowerment of training demand in the sectors, enterprises and related development contexts have been increased and strengthened:
 - instrumentation and transfer to the Centres of a strategy of articulation with its setting that contains experiences, mechanisms and proven procedures and that included staff training for its application and development;
 - agreements subscribed with the Federations of Entrepreneurs of La Paz, Cochabamba and Santa Cruz to stimulate Programme execution, support the establishment of Committees and develop internships in enterprises;
 - advisory Committees formed in La Paz and Cochabamba;
 - internal Regulations on the operations of the Committees drafted and approved;
 - signature of an agreement with enterprises for the sale of services (e.g., with the Empresa Minera San Cristóbal for holding workshops under the Vocational and Occupational Guidance Programme in which approximately 100 women from rural communities took part).
- ◆ Technical work groups are organised and held to promote active entrepreneurial participation in training actions and contribute to identifying new opportunities for occupational practices.

- ◆ Methodologies were developed and transferred to the Centres for participation of entrepreneurs and workers in the identification of training needs and contents.
- ◆ An increasing interest is established on the part of entrepreneurial sectors with whom work has been done on the creation of mechanisms to express demand:
 - 28 enterprises from La Paz, Cochabamba and Santa Cruz take part by sending workers to six DACUM workshops; they commented on and validated the products obtained that were reference points for curriculum development;
 - consolidation of a small but effective support network for the development of a communication campaign and, basically, for the development of actions to detect specific needs for training in priority sectors;
 - 300 enterprises are involved in internships and/or in agreements and arrangements for carrying out internships and occupational practices.

Sensitising for change and opening up of opportunities

- ◆ Materials were produced and actions were instrumented that mobilised the entrepreneurial sector around the FORMUJER proposal, prompting their support and improving the relationship with INFOCAL and demand in its regard:
 - 1500 information folders were distributed among employers of the five executing centres. A kit of introduction to the programme in Power Point, specifically for entrepreneurs, was distributed;
 - 150 entrepreneurs representing employers' organisations participated in workshops and information sessions, got to know and discussed the FORMUJER proposal.

- ➔ Female participation in institutional enrolment increased in the five INFOCAL Foundations in which FORMUJER was executed during the first year of the training actions, as well as that of women in non-traditionally female areas, in La Paz, Sucre and Tarija.
- ➔ Possibilities and access of low income women regarding training and employment increased. Although it is true that more than programmes of

this type are needed to eliminate the barriers and discriminations of the world of work, and that poverty limits the impact of the methodologies proposed and the very training, it was confirmed that the tools developed increase the self-esteem of the participants considerably and develop in them personal instrumentations that enhance their employability and competencies.

- ➔ Experience has shown that the FORMUJER conceptual and practical proposal is viable and relevant given the characteristics and conditions in which the majority of low income women in Bolivia live and the difficulties that they face when entering the labour market.

Concretisation of innovation and focalisation on the beneficiary population

- ◆ The Foundations achieved a constant execution of courses and activities with the incorporation of Programme methodologies that led to exceeding the quantitative goals set regarding the direct beneficiary population:⁸
 - training actions were carried out in 20 training areas;
 - 179 courses were developed: 70 in La Paz, 29 in Cochabamba, 22 in Tarija, 14 in Chuquisaca and 44 in the Santa Cruz INFOCAL Foundation;
 - of the total of hours of courses delivered, 4% involved specific gender training and 9% employability and citizenship contents;
 - 1913 individuals were trained of which 1,588 were women and direct beneficiaries of the Programme and, of them, 400 were trained in non-traditionally female areas, involving 25.2% of the total number of women trained. The planning target had been 1,000 women of which 240 were to be trained in non-traditional areas;
 - all the beneficiaries carried out the practical phase of the training with an average duration of two months, either in internships or organising their own small enterprise;
 - 92% received a scholarship, without which they would not have been able to attend.

⁸ See the impacts of training in Chapter II.

- ➡ **Expansion and integration of complementary services**
- ➔ The Information and Vocational and Occupational Guidance Programme increased female participation, promoted reflection and changes in the gender conditioning of the participants and laid the foundations for the development of competencies for employability that are later strengthened with the Modules.
- ➔ External demand for this service was very significant, to the extent that it became, together with the Employability Modules, INFOCAL sales products that, hopefully, will in the future help to solve the problem of costs that is the main reason why their institutionalisation is weak.
- ➔ Although the articulation of training around the Occupational Project is a very recent development and has had different results linked to different institutional realities, the strategic value of their incorporation into training processes is acknowledged.
- ➔ Publicising of the training supply is enriched and systematised and occupational diversification is promoted.

The personalisation of training and the diversification of supply

- ◆ Through Guidance Workshops and strengthening the construction of the Occupational Project the individual appropriates the process of teaching/learning and the institution accompanies, promotes and includes recognition and valuation of personal competencies and the social conditionings of the training process:
 - approximately 1,200 women participated in the Guidance Workshops which last for 9 hours on average. The planned target was 240 women and 3,000 indirect beneficiaries by dissemination of materials;
 - 800 additional women, besides the students of the FORMJUER courses, received training to attend to the demand generated during the Public Event Days in Santa Cruz;
 - 12 guidance staff and 25 teachers were trained in handling methodology with which the coverage of assistance is multiplied;

- The methodology developed showed that it was relevant and applicable to women of a very diverse profile and, through the agreement with the San Cristobal mining concern,⁹ it supported and strengthened personal and community development of 100 rural women, involving an experience that demonstrated the potential of articulated work with a local and community entrepreneurial development project.
- ◆ INFOCAL has expansive and systematised information on its supply that promotes the removal of stereotypes and opens un new occupational opportunities for women and men:
 - 400 women participated in training courses in non-traditional areas during the execution of FORMUJER.

➔ The support strategies or the channelling of subsidies to women demonstrated the need to couple the policies with specific actions involving positive discrimination. The latter were highly profitable, enabling individuals who would not otherwise have had much access to training to finish their training and even generate their own employment, because the scholarship in the practical phase of the project allowed them to organise their own workshop or associate themselves with someone else.

Complementary and specific interventions to overcome inequities

- ◆ A support system was developed conceptually and instrumentally and was validated to compensate for gender and socio-economic disadvantages.
 - Design and implementation of the Regulations of the Scholarship Programme that includes: registration file, social survey and implementation guide.
 - 1,144 women received scholarships in the five executing centres, i.e., 72% of the women trained.
 - 949 women and two men received a complete scholarship and 195 women received half a scholarship.

⁹ The in-depth analysis of the experience appears in "El rol de la formación profesional y técnica en la promoción y fortalecimiento de la responsabilidad social del sector privado," *Boletín Interamericano de Formación Profesional*, No. 154, Cinterfor/ILO, Montevideo, June 2003.

- **Internal and external strengthening of the institutional image**
- ➔ Through a continuum of communication flows, the organisational culture and sense of identity of INFOCAL was empowered, achieving the joint responsibility and participation of all the players involved in the process of implementation of the communication strategy.
- ➔ The projection of the INFOCAL image earned a clear profile of modern organisation that seeks to articulate its supply with the labour demand and that bases its *modus operandi* on a culture that promotes gender equity.
- ➔ Although it was expected that the communication campaign would strengthen the institutional image, the actions caused a greater impact as regards institutional identity as a reference point in matters of gender and equality of opportunities in vocational training.

Identity, articulation, image and promotion

- ◆ Processes of internal communication and information were revised and stimulated, opening up new channels for discussion and participation in decision-making and in institutional image construction.
 - Multiple actions were carried out regarding internal information and consultation for the construction of the visual image of the FORMUJER Programme
 - Teams were established that were committed to the Programme and had a sense of institutional belonging, expressed when assuming shared responsibilities in the campaign and on the Public Event Days
 - Increase of articulation with the environment and the development of an open-door culture that leads to an increase in sales of services.
- ◆ The Programme and its proposals, the Institution, its capacities and contributions were established in the community. A nexus was established between INFOCAL and the support of productivity and employment opportunities in equal conditions for women, and between qualified female labour and profitability and investment:

- Availability of a wide repertoire of strategies and communicational parts for diverse media that, due to their versatility and quality, were and can continue being used by all the centres
- Involvement of the entrepreneurs and the principal executives of INFOCAL in the public campaign, which reinforced an important political commitment to the Programme and its effective execution
- Strengthening the ties with the social communication media, the NGOs and entities working with women as direct and essential players in the diffusion of the Programme.

6. Lessons learned

There were many substantial institutional achievements and changes attained in the work done, but there were also difficulties to be faced in many of its dimensions. Some of them were overcome and others remain as challenges to be resolved in the stage that starts at the end of this pilot phase.

The setting

- ➔ The Programme was executed in a very complex economic, social and institutional scenario. At the state level a superimposition of roles and responsibilities in vocational and technical training is to be observed, which are assigned to three Vice Ministries, something which disarticulates training policy. Bolivia is undergoing an economic crisis that has signified, in employment terms, a reduction of staff in most enterprises. National and entrepreneurial policies are beginning to become aware that this critical situation must be addressed, not only with macroeconomic policies, but also with actions designed to improve training conditions for the population and of the technologies of the companies.
- ➔ The Programme for Strengthening Technical and Technological Education promoted by the Ministry of Education within the framework of the

Educational Reform, is the great wager of the country in this direction and because of that it is also the great opportunity for FORMUJER to contribute to and influence national policy in a sustainable and profound way.

- ➔ Although in general terms it was possible to appreciate the entrepreneurial acknowledgement of the need to be able to count on trained staff, the perception that training is a cost rather than an investment continues to prevail and a limited vision is held regarding processes of social integration, modernisation and globalisation, difficulties to begin dialogues and consider as equal others different from them.
- ➔ The major limiting factor for contracting women in fixed jobs arises from the greater social costs to the employer in comparison with the work of men. According to national legislation, women rest before the birth of their children and after for a period of 90 days, and they receive subsidies for breastfeeding and functional immobility up to one year after having given birth. These laws, although they protect women, are the main factor for occupational inequity. Moreover, the idea of distinctly masculine and feminine occupations still persists, limiting not only insertion and development of women in some sectors, but also their training expectations.
- ➔ The diversity of enterprises and sectors that INFOCAL caters to, as well as regional specificities, claim for a greater approach and characterisation of players and their potential to contribute to the construction of more efficient and equitable training systems.
- ➔ Moreover, the market and the needs of the most competitive enterprises and of those that participated in the Advisory Committees require a pace that exceeds the capacity for institutional response. An example is the time it took for curriculum design after the needs identification process was completed in the DACUM workshops. Another limiting factor was the unavailability of staff in the departmental centres to carry out more intense daily work liaising with enterprises.

The institution

- ➔ The following were all relevant factors for achievement of the objectives: flexibilisation of the proposal in accordance with the conditions and requirements of each Department, assurance that methodologies would be operational in terms of local institutional competencies and of intervention strategies differentiated for each region, and the recovery of lessons learned that may be replicated in other regions, or re-oriented and improved in the Foundations that took part in the pilot stage.
- ➔ Two general results jump to the eye in an initial analysis of expectations and fulfilment. On the one hand, the need to sustain the actions begun, in order to secure the development of institutional capacities that, beyond personal commitment, re-orient work in the light of gender. On the other hand, the constant need to adapt methods and tools to the characteristics of populations with which each of the Training Centres of the country works.
- ➔ In the former case, it is possible to state that the Institution has recognised the contribution and usefulness of the methodologies promoted for the transformation and modernisation of the supply of training and, gradually although conclusively, it is incorporating them into its *modus operandi*. However, and in spite of what has gone before, the results by Centre were heterogeneous, with two variables being identified with a weight that may provide explanations: the profile of the beneficiaries and the degree of involvement of the technical and teaching teams of each institution. In centres that work with younger and better instrumented women, both at the educational and the personal level, the desertion indexes are lower. Regarding the second variable, it can be observed that the effective time of execution expressed in the possibilities of going hand in hand with national co-ordination and of ensuring that complementary services were in place were directly related to the degree of improvement of the supply and the institutionalisation of the FORMUJER proposal. Although in all the centres there were qualitative changes and advances in technical management, in some the need for the Institution itself and each of the individuals to develop or strengthen new competencies and update their knowledge is perceived with greater intensity. That serves to turn the Institution into a real “intelligent organisation”, where the mainstreaming of the gender

perspective is not only a pronouncement but one more strategy for building new ways to understand and supply training. This requires commitment and resources, from management offices and from the highest decision-making levels, and the involvement of each and all the individuals working in them.

- ➔ Regarding the instrumentation of staff as regards mainstreaming the gender focus, training workshops only make sense if they are accompanied by operational instruments (guides, techniques, follow-up formats, etc.) to ensure their comprehension and inclusion in practice. Daily work is what allows putting in practice concepts and knowledge on the subject. At the same time, these processes, since they are dynamic, require new designs and instruments to be appropriated and used in the practice itself of the technical and teaching teams. An endeavour is made for teams to be not only committed but also competent and constantly being updated, teams that can develop conceptual and operational instruments that are a response to the needs arising in the process of sustaining mainstreaming of the gender focus.
- ➔ In relation to the second comment, the diversity and heterogeneity of the groups that participate in the training processes show a constant need to adapt their teaching methodologies and to introduce characterisations and diagnoses of the demand – be they enterprises or groups of men or women -, in order to introduce these considerations when in the planning stage. A training programmed that is a response to the needs of the setting must work under three main directions: accessibility, relevance and opportunity. Planning must ensure that no discriminations are made be they gender, ethnic, age or other discriminations; moreover, it must ensure sufficient conditions, resource compatibility between the institution and the population and an analysis of associated costs (social, political, infrastructure, etc.).
- ➔ On the other hand, some of the FORMUJER proposals require sustained financing, as for example the Scholarships and Guidance programmes, for which reason they have been partially institutionalised, in keeping with the possibilities of each Foundation, despite the establishment and acknowledgement that there is a need.

- ➔ Entrepreneurial participation calls for greater strengthening of institutional competencies to ensure an effective response to demand.
- ➔ A national co-ordination or regional co-ordinations continue to be necessary so that the institutionalisation of the gender perspective that has been reached in the executing Foundations is not diluted, i.e., that the different management and technical instances progress in a process of appropriation of objectives, methodologies and goals, to the extent that they are continuously driven by focal points in each region.
- ➔ One of the perceptions that arise from this analysis is the certainty that the best assurance of success of the Programme lies in the efficacy of the alliances between intervening players, that ensure long-term agreements with a sound base of understanding. This objective requires a series of strategies addressed to facing conditions of different kinds: economic (staff required, equipment, technology to respond at the levels required by the enterprises, etc.), institutional (institutionalisation of policies promoted by the Programme at all levels of internal command and in the enterprises with which work will be done) and cultural (persistence of discriminatory practices, lack of a more democratic and equitable culture between genders, inequity in the labour market, etc.).
- ➔ A need is observed to continue consolidating effective support networks and interinstitutional types of work, with commitments and specific tasks in order to obtain results and products that gather together the contributions and specific experiences of each one, each from its area of action and in search of common objectives that benefit all the intervening institutions or individuals.
- ➔ Links with the formal education system must be strengthened by establishing ways of achieving a continuum among the policies of this sector and adopting the policies of educational reform as regards technical education, reporting from the different educational instances, so that bachelors may be aware of the vocational training supply in the country.
- ➔ Promote the continuity between vocational guidance in formal education and the vocational and occupational guidance that INFOCAL is planning to establish at the national level.

- ➔ It is indispensable to consolidate the roles and powers of the different levels to assume new responsibilities with regard to the training proposal for employability; without strengthening and inclusion of those contents in training supply the achievements may be diluted when the Programme comes to an end.
- ➔ The training levels of the technical teams require long processes of skills development and sustained support. There was not enough time to go into depth regarding teacher training especially in competency based curriculum development and to validate progress. The development of permanent training workshops and continuous follow-up are recommended to be able to measure the impact of what has been achieved.
- ➔ The challenge implies fully complying with the equity objectives in vocational training and requires the co-operation of other social players and intervention in other public and private spaces. Change calls for joint work in several directions and this may and must be done in multiple ways. Because the problem of vocational and occupational discrimination goes beyond its own field it is not limited to the economic and social systems that refer univocally to employment and vocational training.

7. Dissemination and sustainability of the intervention model

At the time of the National Seminar to Close the Programme (January 2002) it was possible to notice a high degree of satisfaction on the part of teachers and leaders of the Foundations who agreed to commit themselves to go forward with the proposals of the Co-ordinator Unit for the sustainability of gender equity policies, adding also its own suggestions. As a result work plans were worked on and approved in each of the five executing Foundations and their staff committed itself to support the remaining centres so that they might apply the FORMUJER methodologies.

On the basis of this instance, the NEU devoted its efforts in its last two months of work to drafting and processing the approval in the DEN and the Foundations (February 2002) of the Programme Sustainability Plan that contains joint analysis and reflection and is a response to the objective of having a decision already made regarding a strategic and operational conceptual framework that proposes mechanisms and modes of transfer, follow-up and articulation of the FORMUJER components, ensuring their sustainability in the INFOCAL system.

The general recommendations of the plan were as follows:

- ◆ Each Foundation shall work out specific annual plans that identify and visualise concrete actions, goals, deadlines and persons in charge.
- ◆ Institutionalise and regulate the transfer of methodologies, instruments and experiences among the Foundations.
- ◆ Regulate the transfer of information with each departmental Foundation.

Certain that the Plan approved is, at the same time, an impressive witness of what has been achieved and of the challenges to be faced and a Programme management strategy to be disseminated, some of the main recommendations agreed upon are included as an example, it being pointed out that, after one year of its production a high degree of appropriation and fulfilment has been established.

COMPONENT I – RELATIONSHIP WITH THE ENTREPRENEURIAL SECTOR		
Action or recommendation	Strategies and policies	Operation
Responsibility shared by two levels: the executive level (Executive Management) and the operating level (Productive units).	Subscription of agreements and other linking mechanisms promoted from the executive levels. Incorporating indicators to monitor this operation in the annual plans. Promoting and implementing a systematic training plan for the staff in charge of entrepreneurial relationship actions.	Each head of unit becomes an entrepreneurial link with the sectors or items in their unit, for the purpose of developing promotion, identification of supply and labour intermediation actions. Supporting the link for the subscription of agreements with the different sectors. The teaching -technical staff establishes a direct relationship with its sector.(annual goals) Reformulation of the annual plans, incorporating agreements for their implementation.
Designing and promoting an employability training package for enterprises of different levels.	Coordinate all the activities among Foundations to avoid overlapping. Tailor the employability training package to meet enterprise requirements.	Execute the Employability package tailored to meet enterprise requirements.

COMPONENT II – CURRICULUM DEVELOPMENT		
Action or recommendation	Strategies and policies	Operation
Incorporating gender and employability training modules in formal institutional curriculums.	Establishing rules and procedures for their incorporation. Setting up a revision and design committee for a national employability training proposal.	Implementation and follow-up of the proposal. DEN is responsible for the revision and updating of the general culture contents contemplating the inclusion of the contents of the gender and employability modules.
Planning, systematising, and developing gender, employability and occupational competency workshops, aimed at the whole staff. Including the new Occupational Project and employability training concept in the training of directors and executive staff.	Planning and approving a departmental training annual plan, additional to PPP. Agree with the Management of the Oruro, Potosí, Beni and Pando Foundations on the participation of teachers or administrative staff in the annually planned courses.	Developing and monitoring workshops, and supporting their dissemination to other Foundations. Programming permanent training actions. Socializing, spreading and ensuring the functionality of all the material and bibliography received by the Executive Managements.

COMPONENT III – COMMUNICATION STRATEGY

Action or recommendation	Strategies and policies	Operation
Have an institutional image strategy.	<p>Maintaining the gender dimension, the specific call to women and the rupture of stereotypes related to teachers and occupations in the institutional promotion strategy.</p> <p>Jointly institutionalizing public events as a means of promotion.</p> <p>Choosing two dates a year to jointly carry out the public events, the tentative dates of which could be February 14, Technical Vocational Training Day or October 11, on Women's Day.</p>	<p>Planning and executing dissemination actions with schools, local boards, etc.</p> <p>Inviting the different social and economic sectors and players to participate in the public events.</p> <p>Strengthening the regular contact with institutions that work from the gender perspective for them to include INFOCAL in the network of organisations pursuing equity.</p> <p>Spreading the INFOCAL offer to female leaders.</p>

COMPONENT IV – SUPPLEMENTARY STRATEGIES

Action or recommendation	Strategies and policies	Operation
Promoting the development and strengthening of the Occupational Guidance component as a comprehensive training strategy.	Incorporating the new concepts regarding the Occupational Project and employability training in institutional policies.	Incorporating the new employability concepts, in addition to all the material related to institutional promotion, in the plans and programmes.
Seeking alternative and supplementary actions to continue favouring the access of low income women.	<p>Strategic agreements and alliances with institutions offering scholarships (PROCAL, etc.).</p> <p>Co-ordinating with local and departamental financing plans in local governments and prefectures for awarding scholarships.</p> <p>Enable female participation through all the means within reach of the Institution.</p>	<p>Applying the social survey to determine the INA through sampling, getting to know the socioeconomic profile of the population attended and orienting actions.</p> <p>Making agreements with nurseries, legal advisory centres, medical insurance and others, in order to grant support benefits to participants.</p>

COMPONENT V – MONITORING AND EVALUATION

Action or recommendation	Strategies and policies	Operation
Incorporating in the CNT Agenda the follow-up and monitoring of the Programme Sustainability Plan.	Defining spaces such as technical committees or others in order to monitor the actions of the sustainability proposal.	Holding at least one national technical meeting a year for follow-up and monitoring purposes. Constituting departamental committees represented at the CNT by the Director or Manager.
Consolidating the roles and powers of the different levels to carry out the corresponding monitoring and evaluation.	Delegate and appoint heads per area.	Define specific tasks and evaluate, on a permanent basis, the actions taken by the heads.

V. Gender mainstreaming as an instrument and condition for the promotion of a systemic approach to institutional policy and modus operandi

FORMUJER Costa Rica

Introduction

1. The national and institutional scenario in which the FORMUJER Programme is inscribed
 - 1.1 The socio-economic context
 - 1.2 The executing entity
2. Rationale of the model adopted
3. Design of the intervention strategy
4. Implementation of the intervention model
 - 4.1 The overall process of implementation
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5. Principal results attained
6. Some lessons learned
7. Sustainability and transfer of the intervention model

Introduction

The National Training Institute (INA) of Costa Rica was one of the nine Latin American institutions to participate fully –i.e., making an institutional diagnosis, attending a training course for executive staff in the Turin Training Centre and implementing a first action plan to diversify female participation in its enrolment– in the ILO Programme to Promote the Participation of Women in Technical-Vocational Training in Latin America, which was taken up again and gone into in further depth by the FORMUJER Programme. In the framework of this first plan of action, in 1992, INA created a specific organ, the Women's Vocational Training Advisory Service (hereafter Advisory Service), to boost national and international policies addressing women, establish co-ordinations at the internal level to incorporate the gender perspective in promotion, information and publicising programmes, as well as in documents, materials, regulations, etc., foster female participation, mainly in non-traditional areas, and promote strategic alliances within and between institutions to guaranty gender equity and equal opportunities for women and men in vocational training. The existence of the Advisory Service, the prestige and importance of INA in the vocational training universe in Latin America and its influence in the Central American sub-region, added to the political interest and willingness at the national and institutional level to promote policies aimed at attending to women, were the decisive reasons which led to the selection of INA as one of its co-executing entities when in 1994 design began on the FORMUJER Programme.

1. The national and institutional scenario in which the FORMUJER Programme is inscribed

1.1. The socio-economic context

From the point of view of its extension, Costa Rica is a small country, 55,000 km², but has a population of 3,943,204¹ inhabitants with low percentages of illiteracy for the region (5% for men and 4% for women), a schooling ratio of .68 and a gross enrolment rate (primary, secondary and tertiary levels combined) very similar for each of the sexes (66% men and 65% women). Thus access to formal education in Costa Rica shows no significant differences between men and women, although performance of women is slightly higher than that of men.

According to the UNDP Human Development Index, in 1998 when FORMUJER began, Costa Rica was number 48 among 174 countries. However, according to the National Institute of Statistics (INEC) of Costa Rica, 20.6% of all households was in a situation of poverty, keeping in mind that there are more family members in poor families than in non-poor families. What stands out is that almost a quarter of the population of the country lives in precarious or needy conditions. In the segment of households headed up by women, the effect of poverty was decisively larger, affecting 26% of households, of which 20% are indigent compared to 14% and 4% respectively when the head of the household is a man.

The rate of economic activity was 36.3%. The female labour force was half the male labour force but had a tendency to grow in a sustained manner. Thus, in the five-year period between 1994 and 1999, the population of employed women increased by 25% compared to 9.8% in the case of men, and was gradually reducing the gap between men and women in the labour market. Regarding employment rates, approximately one out of every three active women had a job (31.5%), involving almost 40 points less than men. Likewise, wage differences in 1997 were 13 points on average in favour of men, female wages being lower than male wages in all economic classifications. Distribution by occupational groups in 1999 showed that, among the vocational and technical groups women double the figures for men, and in administrative jobs they were almost triple. Among general

¹ Year 2000.

directors the relationship was almost at a par, there being a radical inversion in agricultural groups and in industrial work. As is also true for the region, in the service sector men represented 9% of jobs while in the case of women it was 30.2%.

When FORMUJER began, underemployment affected 6.6% of the female economically active population compared to 2% for men. The majority of jobs for women generated in commercial groups and saleswomen, directors, managers, administrators and services, and the reduction in public employment also affected women more than men.

In the year 2000, female unemployment was 6.9% compared to 4.4% in men. However, it is necessary to point out that the total under-utilisation rate doubled this figure. Without reaching the high indices of the rest of the continent, the quality of employment in Costa Rica is tending to decline.

Regarding the Gender-related Development Index, in 1998 Costa Rica held position 46 and 24 according to the Gender Empowerment Measure, which reiterates a better position with regard to other FORMUJER countries.

1.2 The executing entity

INA is a public autonomous institution, created by Law 3.506 of 21 May 1965 and amended by Organic Law 6.868 of 6 May 1983. Its main task is to promote and develop vocational training of men and women in all sectors of production to boost economic development and contribute to the improvement of living and working conditions in the population by means of training actions, skills development, certification and accreditation for productive, sustainable, equitable, high quality and competitive work.

The Board of Directors, a tripartite entity, is in charge of its management and administration, as is the Executive Chairman, appointed directly by the Executive Government. There is also a Leadership and Liaison Committee (Comité de Cúpula y Enlace) to set policies and the dialogue between the entrepreneurial organisations and workers and the Institution. Its priority financing comes from the obligatory entrepreneurial contribution on payrolls. Its coverage is national and very large, both in terms of staff –more than 1,200 employees on the payroll that reaches 3,000 when hired personnel is included–, and of pupils.

It is characterised by a tradition of supply that establishes relations with the entrepreneurs through the Training and Technological Services Cores and the Committees mentioned above, great experience in the training field, and a very significant and wide network of areas and services that respond to highly formalised and institutionalised procedures.

The Technological Cores possess a sectorial focus and their objective is to strengthen sectors that produce goods and services, providing enterprises with, inter alia, training services, technology transfer, technical assistance, technological information, prototypes and project development. They involve non-concentrated technical units, the mandate of which is to promote the convergence of the different players and resources by facilitating dialogue and co-operation and to accumulate in-depth and systematic knowledge of the reality upon which there is an intention to act.

Additionally, INA has Public Workshops located in the main in poor areas where vocational training is provided, principally in traditional areas (mechanics, electricity, beauty, crafts, etc.) in a flexible and open mode of training that has made it possible to reach thousands of Costa Ricans.

As can be seen in Table 1, enrolment is growing steadily and, during the last five years, this growth is explained by the increase in female participation that went from 40% in 1996 to close to parity in the year 2000 and to slightly exceed male participation in 2001, reaching 51.6% of a total of 139,291 pupils. This participation is clearly segmented and concentrated in “traditionally” female areas and in a Complementation mode addressed to active or unemployed workers to update knowledge or improve basic training. This mode includes shorter courses and tends to include lower academic and less demanding levels. Enrolment in Learning and Qualification modes –designed for long-term vocational training to exercise a satisfactory productive activity– does not reach 20%, whereby courses include an average of thirty individuals and are in great demand which, in many cases, implies waiting lists of several years to be able to enter them after rigorous selection tests. In this segment where supply is of higher quality and the potential for insertion and vocational development are higher, female participation reached 40% in 2001 and, in the initial Learning mode, –where the young people undertake their technical careers– it was only 4.5% (386 women and 8,464 men).

Table 1: Evolution and sector composition of INA enrolment

Sector	1996			2000		
	Sex		Total	Sex		Total
	M	W		M	W	
Agricultural sector	77%	23%	23,963	71%	29%	14,551
Industrial sector	60%	40%	32,486	64%	36%	38,918
Graphic arts	85%	15%	691	75%	25%	1,940
Electricity	97%	3%	5,325	97%	3%	4,347
Food industry	31%	69%	6,918	36%	64%	4,780
Vehicle mechanics	98%	2%	3,517	96%	4%	4,817
Metalmechanics	98%	2%	3,070	98%	2%	6,133
Crafts	15%	85%	4,917	10%	90%	6,118
Materials tech,	93%	7%	2,798	92%	8%	4,054
Textiles and text manuf,	34%	66%	5,259	38%	62%	6,729
Trade and services sector	49%	51%	35,866	41%	59%	50,370
Trade and services	50%	50%	30,792	39%	61%	42,429
Tourism	43%	57%	5,074	52%	48%	7,941
TOTAL (%)	60%	40%	100%	52%	48%	100%
TOTAL (Abs.)	55,629	36,689	92,318	56,011	51,911	107,922

Students 1990: 33,113,

2. Rationale of the model adopted

In this context, INA decided to execute the FORMUJER Programme in order to enhance and diversify female participation and technically and pedagogically go into greater depth and strengthen the experience carried out from the Women's Advisory Service.

The INA/IDB Co-operation Agreement was signed in February 1998 as one of the last measures of the Executive Presidency that had arranged it. Therefore the formal initiation of its execution, in August 1998, coincided with the change of government and, therefore, of the highest institutional authorities.

The Programme began with the establishment of a National Executing Unit (NEU) that, in keeping with the budgets established in the Technical Co-operation Agreement, is made up of individuals who do not belong to the stable

staff of the entity. This point of departure, added to the complexity in terms of structure and dimensions of the executing entity, and to the need to recover and strengthen the *modus operandi* of the Women's Advisory Service, *posed as its first and fundamental challenge an institutional immersion operation.*

It turned out to be a complex process that extended for more time than planned. Although during 1999 there was progress in terms of the diagnosis of the different areas with which it was necessary to interact to define the intervention strategies, it was not until the reformulation of the role of the NEU, in mid-2000, that it was possible to lay down the axes and emphases of the methodological proposal of the intervention, and that actual implementation began together with its advancements in terms of visibility and recognition.

As it was mentioned in Chapter II, one of the characteristics of the Programme intervention methodology was the adoption of a logic of process to gradually build up the conceptual and methodological proposal among the co-executing teams –through feedback and cumulatively–, and to process adjustments and revisions on the basis of confrontation with the experimentation and with the conditions of the context. *In the case of Costa Rica, the logic of process was a decisive feature: the FORMUJER Programme gradually grew and reinvented itself, testing methodologies and strategies to address and pay systemic attention to the process while the four components were advancing in their modus operandi, which translated into validation and an in-depth approach to the initial conceptualisation.* On this path, the technical guidance and accompaniment by the regional co-ordination, as well as the exchange with Argentina and Bolivia were fundamental.

One of the first and clear examples of this *modus operandi* from the point of view of process logic is expressed, precisely, in the revision and adaptation of the specific objectives of the Regional Programme to the reality of INA.

In view of the institutional characterisation worked out in the immersion phase –that is presented in greater detail in the following section–, of the valuation of the profile of *modus operandi* of the Women's Advisory Service and of the conceptual and methodological approaches adopted by the Programme at the regional level, it was understood that *the most important and sound contribution that FORMUJER could make to INA was to promote and strengthen a systemic and comprehensive approach to institutional policy and practice that had a gen-*

der perspective as a cross-cutting dimension. For this purpose, it was necessary to act from and with the diverse strata of the institutional structure and later advance towards a systemic interrelationship between the diverse dimensions and components.

The Women's Advisory Service had made various efforts in terms of gender sensitisation and training and of attention to specific female problems, in coordination with the actions promoted by the Presidential Office. This line of action gradually acquired increasing importance starting with the assumption on the part of INA –coinciding with the beginning of FORMUJER– of the delivery of the training component of the “Growing Together” Programme (designed for adult women in a situation of vulnerability) and “Building Opportunities” (for adolescent mothers and pregnant adolescents). These actions gradually generated within the Institution, a strong association between the talk about gender equity and an assistance-type of intervention, exclusively referred to women in a situation of poverty that had to be reverted.

The challenge that FORMUJER posed to INA was to show that the adoption of a gender focus was not only an issue of social justice and, therefore, a tool with which to face inequity and poverty, but that, through a systemic vision and the mainstreaming of the gender perspective the following could be done:

- ◆ increase the comprehensiveness, quality and relevance of training policy;
- ◆ diminish the segmentation of female participation in enrolment;
- ◆ enhance employability of women and men;
- ◆ unfavourable conditions and, especially, of women with meagre resources.

If this technical and conceptual hierarchy was attained and the gender perspective was institutionalised, then the experience and methodologies could be transferred to the Advisory Service and strengthen it to ensure its continuity and sustainability.

On the basis of these considerations, FORMUJER Costa Rica defined, in a first instance, as a priority objective of its intervention “Institutional strengthening for the design and implementation of vocational training policies with a gender perspective, that favour the equality of opportunities and expand the possibilities of labour insertion of women with meagre resources”.

To achieve its objectives, *it identified three types of target population:*

- ➡ *the INA or the institutional area*
- ➡ *the productive sector*
- ➡ *the student population and, within it, low income women.*

In the last stage of execution, and as a result of achievements in terms of institutional appropriation of the conceptual and methodological proposal of the Programme, this objective was reformulated and the final goal was set forth as such: *Promote and strengthen INA capacities to increase quality, relevance and equity of training for work, and enhance employability of women and men, paying special attention to the needs of training and labour insertion of low income women”.*

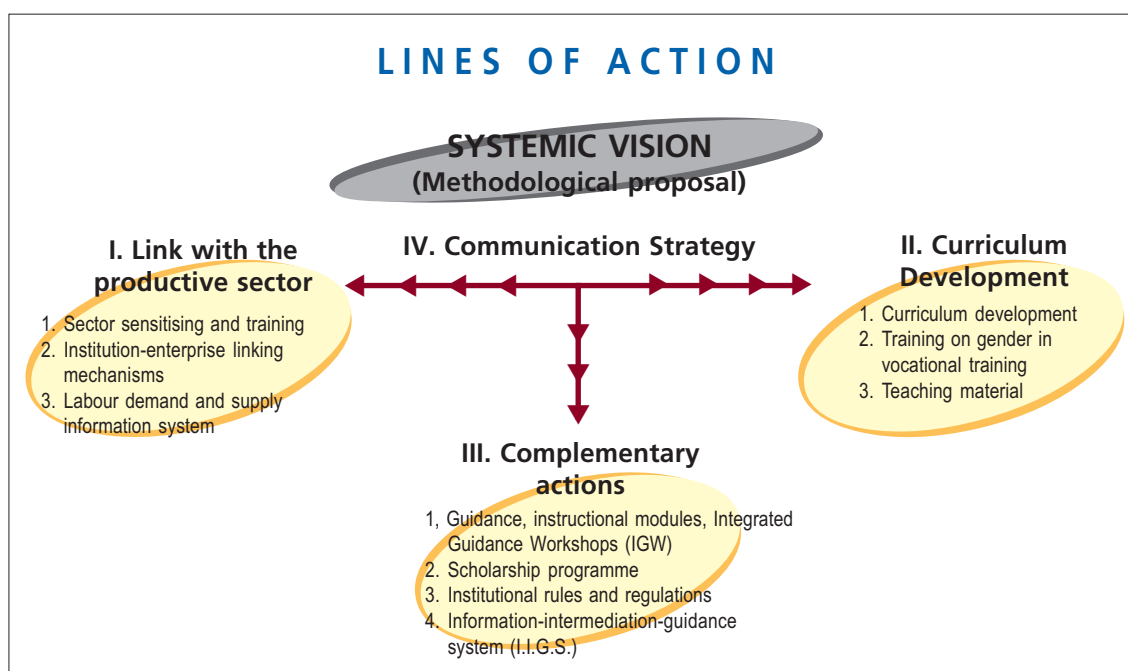
3. Design of the intervention strategy

The NEU’s first challenge was to link up with INA in order to later define possible and most adequate strategies to promote institutional transformation and systematic and cross-cutting inclusion of the gender perspective in plans and syllabuses. There was clear awareness of the need for in-depth knowledge of the Institution in order to be able to identify areas and population groups which would be worked with. In the same sense action was needed as regards the heterogeneous student universe: women who attend the Public Workshops or the Learning or Qualification Workshops do not have the same needs or characteristics, although they all share and suffer discrimination arising from gender stereotypes.

Because of this, the Communication Strategy component made a diagnosis of the institutional situation at the organisational and cultural level. By inter-

viewing more than 150 individuals, the hierarchical framework, roles, characteristics and modes of work of the possible interlocutory populations were explored, as well as their opinion and/or reactions regarding what had been achieved by the Advisory Service in terms of incorporating the gender perspective. Regarding enrolment, the information available on composition by sex was processed and analysed which enabled its concentration and segmentation to be visualised. At the same time an introspective analysis of the methodological proposal of the Programme was undertaken as well as of the form of the National Executing Unit.

As a result of this process, the technical soundness of the Programme proposal and the systemic vision that, as can be seen in the following chart, articulates and interrelates the components and lines of action, were identified as the major strengths of the Programme. It was necessary, therefore, to consolidate this systemic and comprehensive vision in the relationship with the target populations defined (student population, institutional area and productive sector).



Regarding the NEU it was established that, despite its small size, it had the technical strengths and negotiation capacity needed to influence and interact with the INA technical areas.

The result of this process was the adoption of a general strategy of implementation by phases that would prioritise, in a first instance, the mainstreaming of the gender perspective. A systemic treatment, such as was defined by FORMUJER, requires a combination of mainstreaming logic with focalising logic. The development of actions and strategies to achieve a systematic inclusion of the gender perspective in the policies, didactic-pedagogical methodologies and in the whole of the institutional modus operandi, leads to institutionalising the gender perspective. Likewise, working from the vantage point of focalising logic makes addressing needs, characteristics and specific conditions of the student population and the entrepreneurial sector possible.

The Institutional conditions of FORMUJER Costa Rica advised and imposed that they be addressed consecutively, although instances were generated during the process in which mainstreaming actions were alternated with demonstrational focalising experiences until parallel development was reached, leading, therefore, to complementation and feedback. The incorporation of the gender perspective was not a concern for the key areas of institutional modus operandi; therefore, it was first necessary to promote reflection on the theme and technically instrument individuals to apply it and only later, after these bases were consolidated, could focalising be addressed. In this way it was assumed that the student population would be reached, in particular the women, through INA.

Multiple and simultaneous strategies were implemented to address mainstreaming of the gender perspective.

The populations with which interacting was necessary (INA populations) were defined.

- ◆ This identification was obtained by attending to priority areas in terms of training policy in which intervention is indispensable if the gender perspective is to be established:
 - Authorities and Technical Leadership Units of the Technological Cores and the Regional ones
 - Planning and Teaching Staff
 - Guidance, Social Work and User Service Unit
 - Communication Advisory Service and staff assigned to Technological Core promotion activities

- Women's Advisory Service
- ◆ Together with the authorities, the areas being transformed which could be worked with to incorporate the gender perspective were identified. The purpose was not to start from zero but rather to develop strategic alliances with instances already in place in the INA that wished for or needed change.
- ◆ Key informants in the different areas that were receptive to the approach were identified in order that they might contribute to opening up spaces and/or might become multiplier agents of the FORMUJER proposal.
- ◆ Every effort was made to show technical soundness in the relationship with each interlocutor and to provide technical contents to the promotion of the gender focus in training.
- ◆ A work method by demonstrational and transferable experiences was adopted, in which the joint operation of at least two components could be developed, so as to spread and visualise the systemic and comprehensive conception of the FORMUJER proposal. The demonstrational actions were carried out in areas that resembled the four components and in which there were well defined populations, defined strategic spaces, allied individuals willing to generate specific changes and/or needs that coincided with the Programme's methodological proposal. The demonstrational actions were those where FORMUJER had the most space for action, that allowed it to exert an influence to strengthen or promote transformations, and they were characterised by their potentiality for replication in diverse instances. Among examples of this mode of work are the identification and development of the competency based profile for silk screening in the Graphics Industries Core, the revision of programmes and modules from a gender perspective, the joint production with the Metalmechanics Core of the "Manual to encourage employability in the classroom", etc.
- ◆ The institutional rules and regulations were revised and, very specially, the Scholarship Regulations, to identify and eliminate gender marks. This strategy culminated with the inclusion of gender aspects in the reformulation of the institutional Vision and Mission, where FORMUJER played a leading role.
- ◆ The Staff Training Plan was conceived with a triple objective to:

- introduce reflection on gender in training;
- promote and develop methodologies to apply the focus on the specific area of action of the previously identified interlocutor populations;
- operate as a strategy for promotion and involvement of the staff.

FORMUJER decided to gradually generate its own demand according to institutional needs; it gradually planned to use the trial and error method, having to return to point zero often, and thus gradually defined and implemented different “roads to success” in which one or several of these strategies were placed in operation.

These advances along “critical routes” gradually became “joint achievements”, when mutual professional respect and horizontal teamwork was generated, and they were what made possible Programme acknowledgement as a technical benchmark, both in matters of gender and in training policies.

When there had been progress in institutional intervention and the four components had achievements to report in terms of adaptation and appropriation of the conceptual and methodological axes of the Programme, and with demonstrational experiences too, work was encouraged from the focalising logic involving the student population, understood as the formulation of strategies of comprehensive attention that would allow an increase in employability levels. Integration was broached both in terms of convergence of lines of action and of contents.

The greatest challenge for FORMUJER Costa Rica was to create paths, to find alternatives to influence and work with a supply planned two years in advance, with defined curriculum developments for each Core and according to the mode involved: Learning, Qualification, Complementation and Public Workshops. Moreover, with a list of participants that also obeyed pre-established and generic procedures. The conditions of this relationship with the student population, always given publicity by the INA organisational and technical structure, were decisive for structuring instances and possibilities of arrival and attention paid to women who, in turn, imposed a need to establish a typology of beneficiaries (INA/IDB women), to distinguish participants to whom the entire methodological package could be applied, from those that received only partial attention and/or application.

To work on the focalising logic, i.e., to address the attention of the student population, a range of strategies were also developed that were gradually supported and articulated with the conceptual bases and the memberships that were generated through the interventions to mainstream the gender perspective. Among them the following stand out:

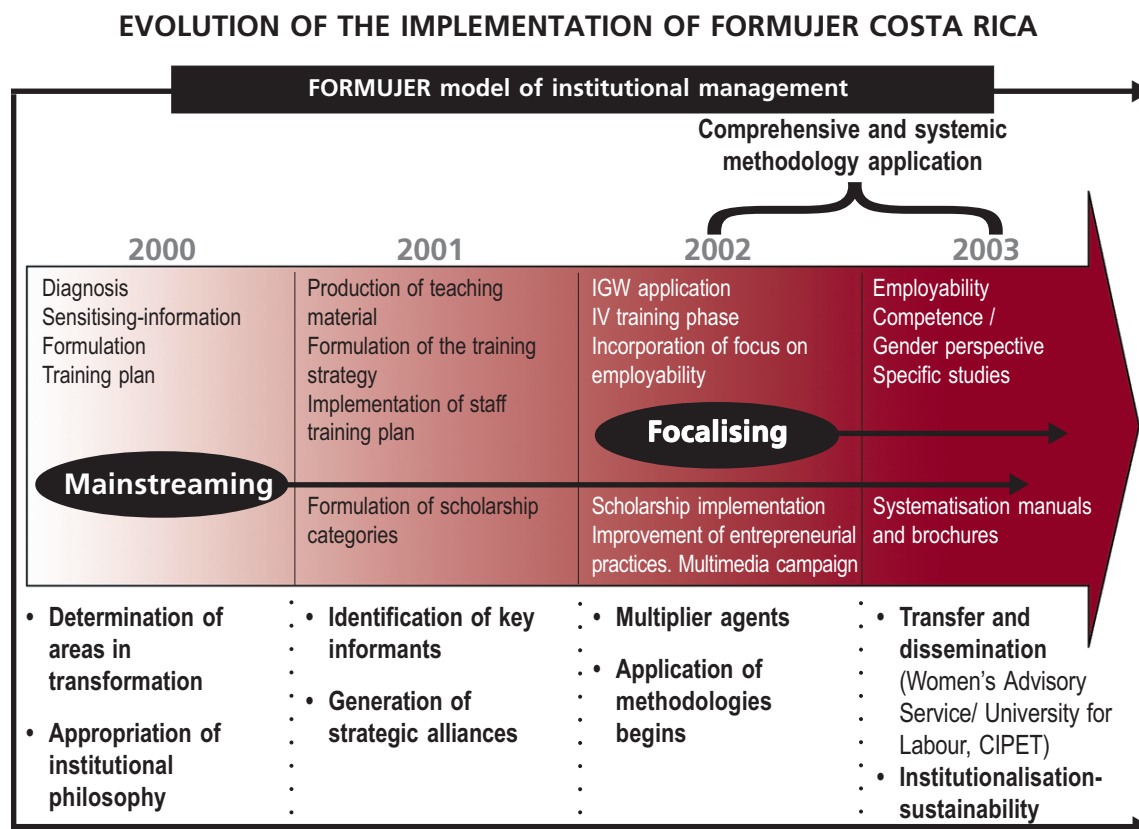
- ◆ in depth diagnoses of the Guidance and Social Work areas;
- ◆ the identification of possible women's groups with which the Programme could be linked, and of their training needs;
- ◆ the conceptual development and the promotion of the System of Information, Guidance and Intermediation of Employment with a gender perspective;
- ◆ joint work of the components of Liaison with the Productive Sector and Communication Strategy with the staff of Promotion of Cores and Training Centres, especially those of high technological content and "non-traditional" areas, to transfer to them tools and strategies to promote and increase female participation;
- ◆ drafting of criteria for assigning scholarships on the basis of gender and implementation of Transitory Regulations that allowed FORMUJER scholarships to be awarded;
- ◆ training plan and joint work with the Social Work staff for them to appropriate the approach and apply the criterion of gender condition in assigning scholarships;
- ◆ through the conceptualisation and implementation of the Integrated Guidance Workshops (IGW), employability approaches and personal projects of training and employment in training processes were included, and demonstrational experiences were generated to be applied to women beneficiaries of the Programme.

4. Implementation of the intervention model

The development and consolidation of the FORMUJER Costa Rica intervention model was gradually built and gone into in further depth during its execution, as was also the case with the strategic vision, that tried out diverse paths until it found the most effective for advancing in the integration of gender mainstreaming into policies and the adoption of specific actions of attention paid to the female population and particularly that of meagre resources. Because of this, this critical recovery could be achieved in no other way than by visualising the development of the construction and implementation of the Programme at the overall level and of each component, since a systemic conception is none other than to make explicit the principle of mutual transformation between the parts and of the latter over the system.

4.1 The overall process of implementation

In the following chart the evolution of the FORMUJER modus operandi is shown, indicating, in a parallel manner, methodological and strategic progress.



As was stated in point 3, in the year 2000 FORMUJER focused its efforts on the implementation of mainstreaming strategies, which was done jointly with sensitising actions, both within INA and externally, through information sessions on the Programme, sensitising sessions to analyse the receptivity and willingness of the entrepreneurial sector and the social setting regarding an INA intervention in favour of the equality of opportunities.

The year 2001 began with the publication of the first teaching materials that conveyed a distinctive communicational label to FORMUJER and started up the process of institutional recognition of the technical soundness of the NEU and its role as a reference point regarding the theme of gender and training. The need to implement and promote a gender focus in vocational training was validated, with shared and homogeneous frames of reference that would lead different INA population areas to “speak the same language”. The Training Plan opened up dialogue with the interlocutor populations, from the senior management level to teaching staff, in order to generate a proposal on gender in keeping with institutional interests and philosophy.

At the same time, in the month of May the first scholarships based on gender condition were awarded, promoting a novel focus on attention paid to women and on positive discrimination to diversify vocational options, and on the very concept of subsidy that became, towards the end of 2002, compensatory strategies in keeping with the conceptualisation effected by the Argentine team. Also in the last quarter of 2001, after the III Regional Workshop, FORMUJER intensified the stimulus in INA of the focus on improvement of employability and the work based on occupational projects, achieving a qualitative leap in terms of appropriation of the comprehensive proposal driven at the regional level.

At that moment FORMUJER had key informants from related areas, strategic alliances having been generated that allowed demonstrational experiences to be carried out. The curriculum revision from a gender perspective was transferred to the Planning area and employability became a topic of conversation, despite the difficulties and resistances that had been generated by the experience in competency based training with a gender perspective promoted in the area of silk screening. Occupational instead of vocational guidance was promoted, which implied a significant conceptual transformation. Regarding the Social Work area and as an effect of the training provided, there was agreement in that there

was a need to support women in high technology areas; moreover, there were two successful experiences of work with the Liaison Committees.

In the year 2002, focalising was worked on through training of the student population in the Integrated Guidance Workshops (IGW), the assignment of scholarships and the improvement of entrepreneurial practices promoted by the Liaison with the Productive Sector component. At this time there were multiplier agents in all areas who spread and encouraged the replication of the methodological proposal. The convergence of mainstreaming and focalising went further into depth regarding the comprehensiveness of the methodological proposal: there were advances in the transformation of the institutional area and the student population was supported under the same focus. The year closed with the multimedia campaign that established the INA image as an entity that values and supports female contributions to national development and with a sound proposal that conceives gender as base discrimination on which other social variables act and adopts the crossing of competencies and gender in curriculum design and as a teaching methodology to enhance employability.

In this way 2003 arrived in which the conditions were such that they enabled an important leap in terms of dissemination and sustainability. There are successful pilot actions distributed among all INA technical areas; there is recognition in the institutional area, the coherence and potentiality of the model to strengthen and provide quality to vocational training has been demonstrated; and, furthermore, tangible products of the proposal can be exhibited: systematisation and dissemination brochures, and guides and manuals for teachers, planners and guidance staff.

The keys of the management of the FORMUJER Costa Rica model were:

- ◆ *institutional negotiation on a permanent basis;*
- ◆ *incorporation of the feedback principle and continuous improvement of its formulations;*
- ◆ *adaptability and flexibility when facing new situations and changes occurring during execution.*

4.2 Implementation by components

Because components and lines of action are presented and analysed in specific modules of this series of FORMUJER Publications, only aspects that are relevant in terms of characterisation of the intervention model shall be addressed at this time.

➔ *Curriculum Design*

This was the component that opened the way for the development of the Programme with a very first awareness of gender issues and the revision of the curricula of modules and programmes of the Graphics Industry Core. Furthermore, it was the priority area responsible for the mainstreaming strategy through the Staff Training Plan. That Plan developed and promoted the demonstrational experiences of the decisive methodological innovations of the FORMUJER proposal. Among these, in articulated work with the Liaison component, the formulation of the design of the competency and gender based Vocational Profile of Silk Screening stands out.²

- ◆ Implementation of the training line began with short actions to heighten public consciousness at the request of some Cores. Later, the component generated its own proposal through a Training Plan that obtained the support of Administrative Management and the Technical Sub-management of INA. It developed a wide repertoire of materials and methodologies with plan guidelines for the incorporation of different population areas. All the methodologies and tools created and validated in the implementation of the plan were transferred to the Women's Advisory Service that multiplied the capacity of impact when it assumed complementary training as of the year 2002. Finally, employability training is formulated, articulated and reinforced by the Guidance and Social Work components.
- ◆ Curriculum revision, which required a greater degree of support alongside and mutual understanding between the NEU and INA, was gone into in greater depth as of 2002. The revision of language in the programme modules and/or certifiable graduations was initiated. Then came the turn of indirect revision on the basis of training of individuals responsible for the

² See FORMUJER, *Gender and training...*, op.cit.

curriculum development in the interested Cores and in the Women's Advisory Service, with which the methodology of the Institution was established. Finally, employability competencies were incorporated into curriculum development through joint work with the Metallic Constructions Sub-sector. This culminated with the inclusion of four socio-affective objectives, with a score for final evaluation, in the programmes of the modules "Oxy-acetylene Cutting and Welding" and "Sigma Welding and Cutting", and in 11 programmes of courses revised by the Sub-sector. With this experience dissemination began in 2003 in the Planning areas and the group of Cores.

- ◆ The production of teaching materials was articulated with the Communication Strategy. It began with the "Collection of brochures on gender in training" with subjects of technical interest written in accessible language. Later an "Equity Bulletin" was drafted, which included INA activities on gender to provide an integrated image of FORMUJER, INA and the Women's Advisory Service. At the same time, the "Guides and checklists for the incorporation of the gender focus in INA planning phases" were drafted, a long job which involved the use of feedback and was incorporated at the regional level.³ Finally, the "Manual with activities to stimulate employability in the classroom" was produced, which was supplemented by the "Guide for the revision of programmes of modules with a gender perspective". With these documents the process of conceptual maturing and joint construction of the FORMUJER proposal with INA was consolidated.

➔ *Link with the productive and social setting*

The conceptual evolution of this component is well expressed in the name change processed at the regional level: it went from visualising it as being responsible for incorporating the knowledge of the demand and for promoting articulation with the entrepreneurial sector, to redefining it as a promoter of diverse labour insertion strategies and of training actions identified on the basis of co-ordination and articulation with the multiple players of productive development: entrepreneurs, local development projects, municipal governments, community organisations, etc.

³ Included in Chapter I – Materiales de trabajo en FORMUJER, *Género y formación...* op.cit.

- ◆ In Costa Rica the first thing done was to address, in a broad and generalised manner, the heightening of awareness of the representatives of the entrepreneurial sector. The sessions became spaces of information on the Programme and of communication between INA and some productive sectors. Then came the qualification of spaces and the promotion of methodologies, together with Curriculum Development, for the definition and identification of vocational profiles and their competencies. In this line work was done on two axes: profile definition as a specific task and the opening up of spaces for discussion between INA and the sector in question that, in the demonstrational experience developed with the silk screening sub-sector, culminated with its incorporation into the Liaison Committee. Finally, these spaces became platforms to present the results of the studies carried out and as a way to link INA with the enterprises.
- ◆ Regarding markets studies, beginning with global and labour market trend (year 2000) analyses, specific studies and methodology formulations were made, for example, to measure the success of female micro-enterprises and identify their explanatory factors. At the same time, the forums, seminars and talks were specialised until they became reflection instances on technical aspects of the articulation between the productive sector and training.
- ◆ Lastly, a methodology of improvement of entrepreneurial practices was formulated which promoted the payment of systemic and personalised attention to micro-entrepreneurs: their capacity to understand the market was strengthened, as well as to identify and manage their training project; through the Guidance Workshops access to the technical and specific training they need is managed and organised and scholarships are awarded. In this way the potentiality of the articulating role the component must assume is also visualised.
- ◆ The intervention together with the Liaison Committees was also gradually specialised as experiences progressed. First they were used as platforms to identify vocational profiles with female insertion potentiality. Then, they were technically involved in determining sectorial and local training needs which allowed them to demonstrate the possibilities of redefining their role in INA operations. The strategy adopted was that of a personalised relationship of the Liaison entity with entrepreneurial representatives.

➔ *Complementary actions*

As is shown in chart 1, this title includes the Guidance and Scholarship System components.

◆ *Vocational and Occupational Guidance*

The leadership of this component was particularly forcible in focalising on the student population and systemically consolidating the model. The proposal that the work should be carried out based on occupational projects was the driving axis of the comprehensiveness of the intervention. Articulation with the Curriculum Development component to work on employability and project matters was basic to integrate into that component the focalising logic. Work began with the conceptualisation and promotion of the System of Information, Guidance and Intermediation of Employment (SIOIE), strengthening the systemic vision of the different processes that make up this system in INA, including in them Guidance and mainstreaming the gender perspective. In the year 2000 a multidisciplinary committee was set up with the participation of the different areas involved, which formulated a model of adequate functioning for INA institutionality. The intervention of FORMUJER was decisive both in conceptual terms and in terms of drive and promotion. On the basis of this work it was possible to visualise the need to reformulate the INA Guidance area, strengthening the vocational and occupational focus and, especially, so that it would fulfil its function to promote the diversification of female occupations and the removal of gender marks from the training supply. Work was done with the User Service Unit and, in a joint effort with General Management, USU, the Spanish Co-operation Agency and the ILO MATAC Project, Guidance Manuals for Searching for Employment that adopted a gender perspective and the occupational project methodologies of FORMUJER were produced.

Later, the formulation of a proposal to comprehensively attend to the INA student population was addressed, especially regarding women and those with meagre resources. In this area, work started in the participative workshops, to promote vocational choice unbiased by stereotypes; then it included the incorporation of the work based on occupational projects and the production and implementation of IGWs. This process was consolidated

on the basis of FORMUJER Exchange and Systematisation Thematic Workshops held in November 2002 in Costa Rica. Training for its application and methodological transfer included the Women's Advisory Service, the staff of Planning and the workers of the Interinstitutional Programmes ("Growing together" and "Building opportunities").

◆ *Scholarship System*

Conversations were held with the interlocutory population of INA Social Work staff.

It began with the revision of the rules and regulations and, particularly, with the Regulations on Scholarships to Students of the National Training Institute and nine institutional regulations, which made possible the adoption of important changes from a gender point of view. It continued with the production of categories of scholarships by gender condition which would be financed by FORMUJER, by head of household, by performance and by non-traditional or high technological content areas. Although this was a positive focalising and discriminating strategy, when it was used for training Social Work staff and for the development of cross-cutting competencies by involving in IGWs women who were awarded scholarships, it became a tool for mainstreaming the gender perspective.

➔ *Communication Strategy*

This is the line of action that opens up a space for FORMUJER's institutional immersion and generates the first technical and articulating recognitions, through the relationship with and the contributions to Communication Advisory Services and Women's Advisory Services. This point of departure, together with outlines for regional work, promotes the cross-cutting condition of the component, its articulating role and technical support role for the activities of the other components.

- ◆ It gets strongly and decisively involved with the Skills Development Plan and, especially, with the actions addressed to INA male population and the productive sector.
- ◆ The first FORMUJER documents drafted jointly with Curriculum Development with careful and attractive diagrams, create the identity of and a novel seal for the Programme.

- ◆ During the second year, the production of documents was essential to distinguish the actions of the Programme both internally and externally, to which is added the concretion of the first phase of the public campaign with the production of a series of radio spots. The production of communicational pieces was, at the same time, an element of methodological transfer and of strengthening of the Communication Advisory Service to institutionalise the gender perspective in the entire communicational policy of INA.
- ◆ In the year 2002, the public campaign was publicly launched, after long administrative proceedings. Campaign publicising was assumed by INA and contributed to modifying the institutional image, positioning it as an educational entity that promotes and is committed to gender equity.

5. Principal results attained

FORMUJER Costa Rica concluded its direct execution in September 2003, having devoted the last months to supporting and monitoring the institutional adoption of its proposal. The aim of the preceding paragraphs was to describe the conceptual, methodological and strategic construction of the intervention model. In this chapter, the focus is on the results obtained. It has been organised on the basis of Programme objectives, which are expressed in terms of goals achieved and/or capacities installed, and the boxes show the most significant qualitative and/or quantitative indicators for the attainment of those goals. In the other documents of this series there is a more detailed and accurate description of the specific results regarding the execution of each component.

- ➔ Gender equity and promotion of equality of opportunities have been considered as criteria guiding institutional policy and the design of the national policy of employment intermediation.

Institutionalisation of the gender perspective in the training process

- ◆ In the reformulation of institutional policies, carried out at the end of the year 2002 with the participation of FORMUJER, the following INA Mission was established:

"To foster economic and social growth through the opening up of training and skills development opportunities for the Costa Rican population, particularly the most disadvantaged population, developing for such purposes, continuous vocational training programmes, which not only prepare workers for productive work but also to continue higher education; propitiating the development of the different productive sectors in the country, in a sustainable manner and with high quality and competitiveness, thus guaranteeing to people their personal and vocational development with equity and social justice".⁴
- ◆ The "National Policy of Information, Guidance and Intermediation for Employment", approved by the Ministry of Labour and drawn up by an inter-institutional committee where FORMUJER participated representing INA, adopts equality of opportunities and equity as cross-cutting axes and incorporates developments of the Programme on this matter in its conceptualisation and implementation.

- ➔ The formulation of a comprehensive methodological and strategic proposal for the improvement of the quality, relevance and gender equity of the vocational training process, which is further transferable to other vulnerable populations.
- ➔ The strengthening of the technical capacity of the Women's Advisory Service through methodological transfer, training of its team and joint development of activities.

⁴ National Training Institute (INA), *Revista Técnica*, Volume 9, year 3, Unit of User Service, San José, Costa Rica, 2002.

Institutional appropriation and national dissemination of approaches and methodologies

- ◆ The Executive Presidency of INA ordered the full adoption of the methodological and strategic proposal by the Women's Advisory Service which shall be responsible for its application and continuity.
- ◆ The Executive Presidency is promoting the dissemination and consideration of the methodological developments and of the experience of the intervention model of FORMUJER within the framework of the University for Work Programme, a governmental initiative for a rational and more efficient use of human, logistic and material resources with a view to consolidating a national ongoing training system:
 - Has requested FORMUJER and the Advisory Service to implement a pilot programme aimed at poor populations in three INA Regional Areas to fully apply the Programme intervention model.
 - Has supported the instrumentation of an agreement with the Research and Improvement Centre for Technical Education (CIPET) for the transfer of the material prepared by the Program and for the delivery of an intensive course to 25 trainers to incorporate gender, employability and occupational project in the training methodologies. The intervening teachers shall multiply the proposals towards the inside of CIPET and INA thus expanding the institutional parameters and the training of future Costa Rican technical teachers shall be permeated with the approaches developed.
- ◆ INA has assumed, as unplanned counterpart, the resources to transmit the advertisement prepared by FORMUJER and the commitment to broadcast them in all the radio and television channels in the year 2003. The radio spots are still being transmitted.
- ◆ The Guides to Orient and Search for Employment of the MATAC Project (*Proyecto de Modernización de las Administraciones del Trabajo de América Central, Belice, Panamá y República Dominicana*), have included the gender perspective and the concept of guidance and occupational project and, through the same, the proposal of FORMUJER shall be applied in the guidance actions of the Ministry of Public Education, disseminated in the sub-region and thus, it shall be strengthening the actions taken by the ILO regarding such aspect.

- ➔ The demonstration of the viability and effectiveness of a systemic vision of institutional policy and practices, in an organisation with as complex and large a structure as INA, and of its benefits in terms of quality improvement, relevance and equity of training supply.
- ➔ The generation and formulation of an institutional management strategy based on negotiation, promotion of dialogue, and the opening up of instances and spaces for interaction and joint work among the different institutional populations and areas, promoted a systemic vision and had very beneficial effects in terms of staff motivation and innovation in the organisational culture.
- ➔ The development of a process and of implementation strategies which are compatible and functional as regards the organisational and administrative characteristics, conditions, times and practices of INA, which was one of the keys to the success and appropriation of the FORMUJER proposal.
- ➔ The development of methodologies, instruments, human and technical capacities and the sufficient and necessary demonstrational experiences for the institutional adoption of the objectives and approaches of the Programme.

Construction of the conceptual and instrumental bases and implementation of demonstrational experiences for the transferability of the employability and gender approaches and methodologies to the institutional setting

- ◆ Promotion and strengthening of the Information, Guidance and Employment Intermediation System of INA which includes, as does the national policy on the matter, the gender perspective and the reformulation of occupational guidance, making operational joint and articulated work between populations (Statistics, Guidance, Social Work, USU, etc. areas).
- ◆ Implementation of a Communication Strategy which mobilised and articulated the different populations of INA for the institutionalisation of the gender perspective in the preparation of material, in the delivery of activities and in the construction of the institutional image. 26,500 publicising materials were distributed.

- Establishment of homogeneous and shared reference frameworks in all INA population areas:
 - 437 persons received gender awareness inputs
 - 357 persons received training with more than 8 hours of lectures on gender and the methodologies developed
 - The distribution of the trained persons shows that all the selected population areas were covered: technical and administrative heads (37), Planning (24), Women's Advisory Service (5), Social Work (28), Guidance (14), Promotion (18), User Service Unit (19), Public Workshops (22), Teachers (190).
 - Staff from the Ministry of Education and from the National Programmes was included, thus expanding the sphere of incidence of the FORMUJER proposals.
- ◆ 58 different teaching and publicising materials with a circulation of more than 12,000 copies to strengthen appropriation and application of methodologies and strategies prepared and distributed as a result of the complementation among components. By way of example the following may be highlighted:
- "Comparison lists for the incorporation of the gender approach in curriculum development"
 - "Guide for programme revision from the gender approach"
 - "Guide for the detection of the handling of the hidden curriculum"
 - "Collection of brochures on Gender in Vocational Training"
 - Training Equity Bulletin with 3 different editions
 - "Occupational orientation guide – Comprehensive Vocational-Occupation Guidance Workshops (IGWs)"
 - "Manual to stimulate employability in the classroom"
 - Information brochures on "Productive setting linking strategies", "Gender perspective mainstreaming and sustainability strategies" and "Strategies for scholarship awards under gender conditions".
- ◆ Curriculum revision from the gender approach, directly or indirectly, of 96 course modules and 19 certifiable graduates.

- ◆ Incorporation of the contents of gender and employability training in curriculum development through the preparation of the “Manual” with 40 exercises for classroom use.
- ◆ Incorporation of socio-affective contents in the Occupational Profile of Welding and Cutting with Protected Steel Arch and in 11 programmes of courses of the curriculum proposal of the Metallic Constructions Sub-sector.

Formulation and validation of methodologies and strategies for articulation with the productive and social setting

- ◆ Validation of methodologies and joint work practices with the productive sector for the detection of training needs and for the preparation of occupational profiles according to labour competency and with a gender perspective. The demonstrational experience developed was the “Technical person’s competency profile in Manual and Semi-automated Silk Screen Printing”.
- ◆ Formulation and implementation of the methodology of “improvement of entrepreneurial practices”. Significant improvement was attained in several of the management indicators of the productive units: reorganisation of the management systems, identification of potential clients, improvement of internal communication channels and with external interlocutors, etc. This simultaneously configures a demonstrational experience of the articulating and promoting role of the function of linkage with the setting, of methodology aimed at the micro-entrepreneurial sector from a gender perspective, of systemic intervention (joint work with Guidance for applying IGWs, with Scholarships, and with INA for the development of the technical training courses) and of focalisation in the beneficiary population.
- ◆ Conduction of 4 market studies which substantially and methodologically strengthened the institutional policies due to the information contributed by such research, the development of methodologies of labour market analysis with a gender perspective and, for case studies and sector specific studies, the definition of indicators of micro-entrepreneurial activity success, etc. Simultaneously, they become concrete demonstrational experiences to be disseminated.

- ◆ Acceptance and publicising of the specific studies within INA, both, as regards supply (micro-entrepreneurial supply from the textile sector) and demand, (research to define quantitative and qualitative needs of representatives of the entrepreneurial sector of the Sector Committee of the Atlantic Region) which positioned FORMUJER as a technical referent for this kind of research and for articulation work with the Regional Entities.
- ◆ Novel approach to the quantitative and qualitative evaluation of the analysis of demand for Public Workshop courses by the population and the productive sector which substantively contributed to the reformulation of the INA courses.
- ◆ Promotion of the technical role of the Liaison Committees and development of three demonstrational experiences of the benefits and potentialities of the co-ordination and joint work between INA and the productive sector (Graphics Industries, Electronics and Atlantic Region).
- ◆ Consolidation of a range of awareness and articulation innovative strategies which resulted in:
 - 379 sensitised entrepreneurial representatives who are aware of the FORMUJER proposal
 - 202 contacted enterprises
 - 38 publicising actions carried out
 - 3 "Link with the entrepreneurial sector" brochures prepared in articulation with the Component of Communication Strategy.
- ◆ Delivery of the "Employment Management Course", an INA, ILO, AECI inter-institutional activity, which complemented the effort of the preparation of the MATAC Guides with promotion and strengthening for their application and for the incorporation of a systemic vision in the work of the User Service Unit.

➔ The formulation and implementation of a systemic strategy which includes the approaches of the FORMUJER model for focalising on the beneficiary population and, simultaneously, in agreement and feasible with regard to the characteristics of the INA regular training supply, in terms of specialisation, available modalities and organisational and administrative procedures.

- ➔ The adaptation to Costa Rica of the training proposals for employability and occupational project through the design of the Integrated Guidance Workshops (IGWs) and the manuals and Guide for their application. By means of this line of work, it was possible to establish, in articulation with the Training Plan, the platform for its dissemination in INA. Such spreading will depend on the Guidance Area's willingness to introduce changes. Its transfer has been more intense outside than inside the Institution, insofar as this conceptual development has permeated the MATAC Project and the Ministry of Education.
- ➔ The institutional appropriation of the criteria for awarding scholarships according to gender condition as a complementary and broad strategy which fosters occupational diversification, addresses specifically poor women or women affected by discriminations and gender-excessive demands. Likewise, it becomes a teaching tool, in articulation with the IGWs, to support the removal of gender marks, strengthen employability competencies and the entrepreneurial capacity of the beneficiary men and women.
- ➔ The realisation of demonstrational experiences involving the application of the methodologies in the two specific aspects of the focalising strategy, which at the same time are complementary to the objectives of employability enhancement and the increase in the quality and relevance of training: the diversification of participation in institutional enrolment and access, permanence and broadening of opportunities for poor women.
- ➔ The definition of criteria to categorise the population covered by FORMUJER by totally or partially applying the methodologies: Women and INA/IDB Courses.

Construction of the conceptual and instrumental bases
and demonstrational experiences for the transferability of approaches and
methodologies aimed at the student population

- ◆ Promotion of occupational project based work as an articulating axis of training and labour insertion, incorporation of gender and training on competencies for employability, and integration among components (Guidance, Curriculum Development, Scholarships and Liaison) through the formulation and application of the Comprehensive Guidance Workshops and the opening up and involvement of the Planning staff from the exchange instances with representatives of FORMUJER Argentina.
- ◆ Design, publication and dissemination of the Orientation Guide which contains 4 Manuals for practice work to be used with the students in the classroom:
 - 72 persons trained to be multiplying agents in the application of IGWs, 33 of which belong to INA (Guidance and Women's Advisory Service) and 39 belong to other institutions (MEP and suppliers of the inter-institutional Programmes "Growing Together" and "Building Opportunities")
 - 217 women from the modalities of Learning, Qualification, Complementation and Public Workshops were trained with 130 hours of direct IGW application by FORMUJER, through joint work of the Guidance, Scholarship and Liaison components
 - 18 workshops delivered.
- ◆ Institutional formulation, instrumentation and dissemination of the Scholarship System according to gender condition:
 - Revision of institutional standards and drafting of the Scholarship Provisional Regulations
 - 22 trained social workers with effective experience in granting scholarships
 - 339 female scholarship holders, with multiple cases of coincidences in two categories (e.g. high technological content and head of household)
 - 75 female scholarship holders receive training in Integrated Guidance Workshops.

- ◆ Relevant proportional increase of female participation in areas where the methodologies worked out were applied:
 - 30% in Electronics, Graphics Industries and Crafts Processes; 50% in Materials Technology and 100% in Metallic Constructions.
- ◆ Demonstrational experience of comprehensive focalising and intervention of components in the Public Workshops of Alajuela and Alajuelita (study of training needs, call up and direct relationship with poor women and with women's associations, training of staff, IGW application and scholarships related to gender, especially in the case of heads of households).
- ◆ 26 female micro-entrepreneurs improved their management indicators and their employability through their participation in the experience of improvement of entrepreneurial practices.
- ◆ 1,000 women were indirectly attended by the Programme, including those who attended courses revised by the Curriculum Development component and those who attended courses whose teacher was trained by FORMUJER.
- ◆ 100 courses applied some of the methodologies or strategies of FORMUJER.

6. Some lessons learned

The aim of this section is to supplement the critical recovery of the implementation process of the Programme, previously carried out regarding some of the most significant learning processes, concerns and alerts generated in the NEU, in the understanding that, with a similar weight to that of the achievements and impacts, they are important contributions to the attainment of the purpose of strengthening institutions and labour training policies.

- ➔ Spiralling progress, exploration and trial of paths to success, work in phases and the logic of the process have been the distinctive strategic characteristics of FORMUJER Costa Rica. These allowed it to begin with a gender mainstreaming objective and to conclude with a comprehensive, broader methodology proposal, aimed at improving the quality of vocational training, which places the axis in the individual situated in a specific context, and because of that may be replicated and extended to other population groups affected by different manifestations of vulnerability and discrimination.
- ➔ The generation of demand itself proved to be the most effective and appropriate strategic option to establish and position a topic such as gender, which proposes significant changes within an entity that did not perceive it as necessary and even showed signs of resistance and discredit.
- ➔ To initiate the implementation of the proposal by mainstreaming the gender perspective allowed the paths and gaps to position the Programme and its proposal to be identified. Likewise, it led to the generation of strategic allies, who believed in it and felt committed, and gradually multiplied the capacity of arrival and contributed to the institutionalisation and appreciation of the Programme as a reference point regarding gender. This first positioning and the continuous demonstration of technical suitability and soundness in the training issues became the platform for the identification and joint construction of demonstrational experiences, which were the spearheads of the national validation and adaptation of the regional proposals and methodologies.
- ➔ The other key to the strategy implemented was the comprehensive and systemic conception occurring, both in the formulation of the general strat-

egies and methodologies and in addressing the different components, which allowed the achievements of each of those components to provide feedback and act as a demonstrational effect of the general conception.

- ➔ Although it implied more time and resources, the attainment of experiences and versions of its own, i.e., generated and experienced by INA staff, was essential to permeate the institutional culture and establish the Programme as part of the daily routine and not as a parallel or confrontational space. This institutional implantation was a requirement to place a value on the regional condition of the Programme. Once this recognition was attained, the appropriation, feedback and exchange with regional developments were deepened and sped up. This was essential to progress in strengthening and consolidating the comprehensive and systemic proposal.
- ➔ In the light of the results obtained, it can be asserted that, for historically highly structured and large entities such as INA, it is necessary and effective to develop a first instance in which time, resources and efforts are invested for the purpose of integrating and adapting proposals to institutional style and characteristics. Likewise, the first actions must be directed at achieving communicational impact: to inform, from the beginning, at all institutional levels, on all the objectives and management modalities of the Programme, establish easy channels of interrelation and joint work, establish, from the start, the seal of identity of the intervention, to subsequently achieve cumulative effects, ensure broad impact in the presentation, incorporate novel, colourful designs and develop a consistent, sound communicational proposal, in accordance with the conceptual and technical postulates of the proposal, and integrated into its modus operandi.
- ➔ The interventions aimed at developing and validating methodologies and strategies to generate transformations, both in terms of practice and of institutional culture, are gradually being constructed, redefined and revised as their execution progresses. However, this situation is not usually taken into account in the design, and when the proposal has matured, and there are products available and results begin to be visualized in terms of dissemination and institutionalisation, the intervention concludes, which may weaken its sustainability and waste opportunities to maximise what has been achieved. Therefore, it would be necessary to design them with a certain process logic and in phases, where the transfer and sustainability

stage would have its own time and, ideally, would be adjustable, flexible and in keeping with institutional peculiarities and the implementation strategy developed. A categorical expression of this need, in Costa Rica's experience, is the fact that FORMUJER is finalizing its work at the time when the best conditions to generalise proposals and ensure sustainability are being displayed, as can be seen in section 7.

➔ By way of example we could mention:

- The methodological proposal to enhance employability through the design and management of the occupational project, as the structuring axis of the teaching/learning process of the participants but also of the institutional training supply, was a process of joint construction and feedback among the countries and the regional co-ordination that reached its maximum consolidation in the year 2002. FORMUJER Costa Rica consistently incorporated it following the Thematic Workshops on Exchange and Systematisation; therefore, although the appropriation by INA has experienced substantive advances, it has not been concluded and requires in-depth training for the Institution to visualise it and generalise it.
- The Programme concludes after having established a conceptual platform, instruments and successful experiences that may be transferred to other areas to obtain institutional awareness regarding the need to incorporate a systemic approach to institutional policy and work, and a dual address –cross-cutting and focalised– of the gender perspective. However, and despite advances and efforts made, it did not manage to influence, e.g., the formulation of INA's general goals, in the 2002-2006 Development Plan that maintains the concept of high coverage without incorporating diversification and participation in, e.g., high technology areas.
- FORMUJER has consolidated a methodology proposal that is applicable by the INA population itself, by institutional multiplying agents who appropriated the methodology and execute it, this being one of the most important dimensions of sustainability, for which it worked from the beginning of its execution. Likewise, it has strengthened the Women's Advisory Service, through methodology transfer and train-

ing. At the same time, it has transcended the institutional space, to permeate with its proposals other areas of national policies and *modus operandi*, and has proved the potentiality of developing alliances and co-ordination strategies (MATAC Project, Ministries of Labour and Education, University for Work Programme, etc.).

- FORMUJER could only achieve a few experiences of successful labour insertion of trained women, because the incorporation of labour practices as part of training, in INA, is only possible in the learning modality which comprises only 4% of the female population. The amendment of the Regulations in order to progress in this line, is still pending.
- Overcoming of resistances that can still be observed in certain populations, the universalisation within INA of the proposal, especially regarding its systemic approach, and the deepening and sustainability outwards are challenges which still remain to be met.

➔ The success of the FORMUJER proposal is partly due to: the methodological consistency between the conceptual model and the management model and the importance given to the latter. One of the priority methodological axes of the Programme was the appreciation and recovery of the institutional strengths and peculiarities which are used jointly to incorporate the gender perspective and develop methodologies for its concretion. The application of this methodology to the management setting, made possible and promoted the gradual construction of its strategies, building on explorations and acknowledgments of institutional strengths and characteristic features. Thus, each country and each institution made its own way, although based on what was learned from and supported by the advances of others. This was possible due to the existence of the regional co-ordination organ that identified this complementation and promoted its appropriation and integration. In the case of Costa Rica, the willingness and effort made to learn about and interpret institutional operation and the development of a highly negotiating management style, were definitively determining factors for designing and implementing the intervention model and for overcoming the vision of work as assistance with a gender perspective that prevailed in the Institution.

- ➔ The management problem in FORMUJER Costa Rica deserves to be especially mentioned given that its resources, which involved IDB funds and counterpart funds, were incorporated into the institutional budget of INA, and therefore, the NEU had no access to them nor was it able to exert direct management. This demanded a large investment of time, energy, creativity and negotiation from the national co-ordination to reconcile standards and budgets of the Agreement with the administrative procedures of INA, especially in terms of contracting services and consultancies. It had a categorical incidence on planning and meeting schedules, and implied, as regards co-ordination, working with greater identity on the administrative activities, thus unbalancing the technical work. Although this factor rendered the execution more complex, it also served to gather all the management experiences and resources which are very enriching for future interventions. In this sense, the fact that the Programme had a follow-up and revision mechanism, such as the Regional Workshops, was essential for the revisions to be agreed upon as work progressed. Moreover, the support and desire for flexibility of the Administrative Management of INA and the IDB, both, at the country office level and that of the Women in Development Unit, and the interrelationship with regional co-ordination, were essential to identify and process the adaptations and procedures for the execution of the Programme. As an example of this, and as regards the regional dimension, the continuity of its co-ordination as of May 2002 was authorised and the Exchange Thematic Workshops were delivered, something that was not initially planned. Both instances, as is mentioned in Chapter II of this book, were vital for the methodological consolidation and achievements of the Programme.

7. Sustainability and transfer of the intervention model

In March 2003, the IDB approved an extension of a disbursement until 30 September, which enabled dissemination and transfer actions regarding the intervention model to be solidified and addressed in greater depth, as well as the definition and formalisation of a Sustainability Plan that was approved by the Executive Presidency.

Through the Sustainability Plan, INA agreed to:

- ➔ Redefine the current role of the Women's Advisory Service in order to fully assume the FORMUJER proposal, and implement and provide continuity to the methodologies for mainstreaming the gender perspective, as well as those aimed at disadvantaged populations.
- ➔ Go into depth as regards appropriation of gender approaches, employability training, cross-cutting competencies and construction of a personal training and employment project, especially by the teaching and Planning staff, in order to advance in its generalised adoption.
- ➔ Institutionalise the methodology for specific studies with a gender perspective (studies of training needs and follow-up of training results).

In that regard, the Executive Presidency issued a general outline of work addressed to the Women's Advisory Service, entrusting it to assume the technical role performed by FORMUJER and to carry out the following actions:

- ◆ Assume the conceptual and methodological proposal of FORMUJER as a general outline within its institutional work and apply its systemic and comprehensive approach when working with the different population areas of INA.
- ◆ Execute and propose actions leading to this objective, placing special emphasis on:
 - Curriculum development: boost and promote the joint application of the employability, gender and competency based training approaches, and provide continuity to and broaden the coverage of staff training on Gender in Vocational Training, applying the methodology and material developed by FORMUJER.
 - Guidance: promote the work methodology by project and the application of the Integrated Guidance Workshops, both in attention to students and in institutional work.
 - Liaison with the productive setting: strengthen the link between curriculum supply and labour demand through joint actions with the Liaison Committees, making specific analyses with a gender perspective and generating instances of sensitisation of the entrepreneurial sec-

tor. Likewise, apply the methodology of improvement of entrepreneurial practices regarding the micro-entrepreneurial sector.

- Scholarship system according to gender condition: promote, assign and follow-up the awarding of this kind of scholarships, by the Social Work staff.
- Communication: carry out, in co-ordination with the Communication Advisory Service, actions aimed at disseminating and promoting the institutional commitment to equal opportunities.

These provisions have been supported through the formulation of work plans by component of the Advisory Service in which the co-ordinator of FORMUJER took an active part.

As one of the last activities of the Programme, and together with the Advisory Service, a Seminar-Workshop on employability and occupational project strengthening was held, addressed to the planning, curriculum development and teaching staff of INA in which, for the first time in the Institution, joint work among members of all the Cores was approved. The regional co-ordinator and two members of the team of FORMUJER Argentina participated in this activity, and it enabled the exchange and transfer of all the regional experience and developments on the different issues. In view of the acceptance, enthusiasm and commitment of the participants, the plans of the Advisory Service are being reviewed and strengthened in order to attend to demands for support in the implementation in their respective areas of incidence.

In terms of institutionalisation, these achievements have been reinforced and increased as of March 2003, due to the already mentioned decision of the Executive Presidency to promote the proposals of FORMUJER within the setting of the University for Work Programme. Said Programme aims at articulating the economic-productive sector with the social sector and fosters the execution of agreements with the Ministry of Public Education, all public universities and schools, with the purpose of carrying out a process of equivalence, revision and recognition of the programmes and subjects taken in INA which may enable workers and students to continue their studies and, consequently, the instrumentation of continuous training in Costa Rica. The inclusion of the FORMUJER proposal within this framework, not only entails a qualitative leap forward in terms of dissemination and sustainability, but also is contributing to strengthen public

policies in terms of gender equity and an important contribution is being made to improve employability and training opportunities for men and women, especially those who live in conditions of poverty or who carry out micro-entrepreneurial activities and need support to improve their competitiveness.

The lines of action that are being developed in this regard are the following:

- ➔ Generation of conditions for implementing a pilot project of comprehensive application of the FORMUJER methodology aimed at poor women and men, in a minimum of three Regional Areas of INA selected according to their potentialities for development and employment. Through that project –which shall be developed with INA’s own resources that have already been earmarked in the budget- INA will be performing and contributing to the general outline of the National Development Plan and to its major objective: fighting against poverty. The execution of this project shall be undertaken by the Women’s Advisory Service supported by the Regional Co-ordinator of FORMUJER. Within this line, promotion and exploration meetings have already been held with all the Regional Directors. As a result of these instances, four Regional offices have stated their interest in participating in the project. All those offices have persons who have been trained by FORMUJER and belong to the different strategic areas. This constitutes an important base of capabilities and support to begin the implementation of the project. Together with the Advisory Service, the Regional Co-ordinator carried out an analysis of the human and budgetary requirements to undertake this experience and filed the application and proposals for candidates with the Presidency and the University Programme that is processing its procurement. On the other hand, considering that the financing provided by the IDB for the regional FORMUJER Programme has concluded, Cinterfor/ILO has agreed to make the continuity of the technical support viable through the inclusion of the project in its Programme sustainability and dissemination plan, as well as among the objectives of technical co-operation with INA for the next two years.
- ➔ The delivery of the “Gender and Employability Approach as Cross-cutting Axes in Curriculum Design” course in the month of September 2003, for twenty teachers from CIPET and five teachers from INA, where FORMUJER will transfer its experiences and methodologies to promote

the incorporation of gender, employability training and occupational project approaches in the Costa Rican technical education system. Considering that the primary role of the CIPET is to train and update the teaching staff of technical education and the technological programmes of academic schools, the ultimate objective of this course is to have a team of trainer trainers incorporating, to their suitability for skills development and competency based training, these approaches which add relevance and quality to the training supply and also increase their capacities to reach the disadvantaged population pursuant to their awareness of the successful experiences developed by FORMUJER. This team shall, in turn, train INA teachers who shall undertake the responsibility to disseminate and multiply these approaches and methodologies within the Institution. This is an inter-institutional activity which is governed by an agreement that specifies the commitments and contributions of all the participating entities. In this regard, the FORMUJER Programme values this activity and has regarded it as an important expression of the articulation and complementation efforts and contributions among all its executing entities. Thus, the Programme has made all the national and regional materials prepared available, authorising their faithful reproduction for teaching purposes, and upon being authorised expressly to do so, states the following: FORMUJER Costa Rica undertakes the reproduction of such material in a specially designed electronic version, as well as all the logistical support, and to authorise the participation of the Regional Co-ordinator; FORMUJER Argentina authorizes and assumes the costs of the presence of its specialist in curriculum development and shares with Cinterfor/ILO those related to its specialist in occupational projects, belonging to one of its co-executing VTIs.

All of the above configures a fertile scenario, with enormous impact as regards dissemination and sustainability of the intervention model in which the finalisation of the execution of the Programme constitutes a factor of weakness which should be compensated through the technical and financial strengthening of the Women's Advisory Service.

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