

# 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
  - 2.2 The institutional framework
3. Design of the intervention strategy
4. FORMUJER model implementation
5. Principal results attained
6. Lessons learned
7. Dissemination and sustainability of the intervention model



## 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 km<sup>2</sup>, 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”<sup>1</sup> and to support and accompany the construction of the conceptual developments on competency based training. Although these

<sup>1</sup> 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 coordinated 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 Publications*<sup>2</sup> 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:

<sup>2</sup> 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”<sup>3</sup> was published as an instrument, having been produced during the previous Gender Programme. It was distributed*

<sup>3</sup> 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”<sup>4</sup> 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.

<sup>4</sup> 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”<sup>5</sup>
- ◆ 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*

<sup>5</sup> 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:<sup>6</sup>

- 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.

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<sup>6</sup> 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.<sup>7</sup> 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:

<sup>7</sup> 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 FORMUJER 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:<sup>8</sup>
  - 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.

<sup>8</sup> 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,<sup>9</sup> 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.

<sup>9</sup> 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
<p><b>Responsibility shared by two levels: the executive level (Executive Management) and the operating level (Productive units).</b></p>	<p>Subscription of agreements and other linking mechanisms promoted from the executive levels.</p> <p>Incorporating indicators to monitor this operation in the annual plans.</p> <p>Promoting and implementing a systematic training plan for the staff in charge of entrepreneurial relationship actions.</p>	<p>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.</p> <p>The teaching -technical staff establishes a direct relationship with its sector.(annual goals)</p> <p>Reformulation of the annual plans, incorporating agreements for their implementation.</p>
<p><b>Designing and promoting an employability training package for enterprises of different levels.</b></p>	<p>Coordinate all the activities among Foundations to avoid overlapping.</p> <p>Tailor the employability training package to meet enterprise requirements.</p>	<p>Execute the Employability package tailored to meet enterprise requirements.</p>

COMPONENT II – CURRICULUM DEVELOPMENT		
Action or recommendation	Strategies and policies	Operation
<p><b>Incorporating gender and employability training modules in formal institutional curriculums.</b></p>	<p>Establishing rules and procedures for their incorporation.</p> <p>Setting up a revision and design committee for a national employability training proposal.</p>	<p>Implementation and follow-up of the proposal.</p> <p>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.</p>
<p><b>Planning, systematising, and developing gender, employability and occupational competency workshops, aimed at the whole staff.</b></p> <p><b>Including the new Occupational Project and employability training concept in the training of directors and executive staff.</b></p>	<p>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.</p>	<p>Developing and monitoring workshops, and supporting their dissemination to other Foundations.</p> <p>Programming permanent training actions.</p> <p>Socializing, spreading and ensuring the functionality of all the material and bibliography received by the Executive Managements.</p>

## 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 departmental 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.	<p>Holding at least one national technical meeting a year for follow-up and monitoring purposes.</p> <p>Constituting departmental committees represented at the CNT by the Director or Manager.</p>
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.