

TC Document

I. Basic Information for TC

▪ Country/Region:	COLOMBIA
▪ TC Name:	Labor inclusion program for migrants and host population in transportation non-conventional jobs
▪ TC Number:	CO-T1697
▪ Team Leader/Members:	Zegarra Azcui, Francisco (SCL/MIG) Team Leader; Ariza Donado, Natalia (INE/TSP) Alternate Team Leader; Bocarejo Suescun, Diana (SCL/GDI) Alternate Team Leader; Acevedo Calle, Daniela (LEG/SGO); Crausaz Sarzosa, Ernesto Patricio (VPC/FMP); Gonzalez Velosa, Carolina (SCL/LMK); Hillman, Eugenio F. (VPC/FMP); Isabela Mourino Aoun (ORP/REM); Juliana Sanchez (SCL/LMK); Laura Casas Rojas (SCL/LMK); Mendoza Centellas, Mariana Beatriz (ORP/GCM); Sandra Orozco (CSD/RND); Sobral De Elia, Mariana (SCL/MIG); Manuela Palacio
▪ Taxonomy:	Client Support
▪ Operation Supported by the TC:	.
▪ Date of TC Abstract authorization:	.
▪ Beneficiary:	Secretaria Distrital del Movilidad de Bogotá (Bogotá District Mobility Secretariat)
▪ Executing Agency and contact name:	Inter-American Development Bank
▪ Donors providing funding ¹ :	Canada Cooperation Framework(CCF)
▪ IDB Funding Requested:	US\$420,000.00
▪ Local counterpart funding, if any:	US\$0
▪ Disbursement period (which includes Execution period):	24 months
▪ Required start date:	April 20, 2023
▪ Types of consultants:	Firms and individuals
▪ Prepared by Unit:	SCL/MIG-Migration Unit
▪ Unit of Disbursement Responsibility:	CAN/CCO-Country Office Colombia
▪ TC included in Country Strategy (y/n):	Yes
▪ TC included in CPD (y/n):	Yes
▪ Alignment to the Update to the Institutional Strategy 2010-2020:	Social inclusion and equality; Productivity and innovation; Institutional capacity and rule of law; Environmental sustainability; Gender equality

II. Objectives and Justification of the TC

2.1 The general objective is to support the labor inclusion of women, migrant and local host populations in the transport sector of the Bogotá District. The specific objectives are: (i) strengthen training and hiring programs for women, migrants and vulnerable populations as drivers and mechanical technicians; and (ii) support the institutional strengthening of the Bogota District Transport Operator *La Rolita*.

¹ These funds will be administered by the IDB through a Project-Specific Grant (PSG). The Canada Cooperation Framework (CCF) will make a non-reimbursable contribution of CAD \$529,695.6 which is equivalent to US\$420,000 at the exchange rate of 1.26118 CAD to US\$ as of April 13, 2022.

2.2 Organization of the Transport Sector in Bogotá. The District Mobility Secretariat (SDM, per Spanish acronym) is the head of the transport sector in Bogotá; it articulates policies and implements strategies to achieve multimodal, sustainable, and safe transport. The SDM is the authority of the Integrated Public Transport System of Bogotá (SITP) which aims at providing 100% of the public transport service in the city. This system is made up of a Bus Rapid Transit (BRT) network -Transmilenio- which consists of a high-capacity bus service that operates on segregated "trunk" roads, a cable car, feeder buses that bring users closer to "trunk" roads and local buses that share the roads with cars. The modernization of the system began in the 2000s and involved significant investments to improve infrastructure, operationalize and integrate tariffs and services, and deploy a modern and environmentally sustainable fleet, including the largest fleet of electric buses outside of Chinese cities (1485 electric buses). Transmilenio S.A. is the managing body of the SITP and delegates the operation of services to private operators and to Operadora Distrital de Transporte S.A. "La Rolita", the District transport operator created in 2021 with a focus on inclusive and sustainable mobility, which began in September of 2022 the operation of 195 electric buses to serve the Perdomo area in the south of the city.

2.3 Demands in the transport sector. Currently in Bogotá there are 10,900 buses in total, operated by more than 24,474 drivers² to meet a demand of around 13.3 million daily trips³. Although the unemployment rate in Bogotá is 12.6%⁴, the SITP has a shortfall of around 3,000 drivers mainly due to the lack of qualified personnel⁵. As expressed by the private operators that are currently operating the SITP of Bogotá, the system requires to incorporate workers with specific competencies and knowledge in the structure and parts of buses that are part of the SITP fleet, traffic regulations, traffic routes, organizing logistics, maintenance, and operation of the SITP. For this reason, there is a need to train and link personnel in positions that require different types of training, including professionals, technicians and technologists in mechanics, electricity and welding.

2.4 Women participation in the transport sector. The unemployment rate for women in Bogotá is 14% (November – January 2023) against 9% for men⁶. Despite job opportunities in Bogotá's transport sector, data from 2023 show that only 2.8% of the SITP conducting personnel are women⁷. Women face challenges to access job vacancies and commit to long-term employment in the transport sector such as: negative perception of private transport operators, low access to training and lack of certified experience in driving, reluctance from the family environment, lack of infrastructure for women (i.e., bathrooms) in yard-workshop areas, incompatibility of operating hours with care activities and little knowledge about training programs and job offers due to low dissemination and lack of an inclusive language in communication⁸. Earnings of female drivers are also a challenge, a 2018 study on the Boston Mass Transit System showed that they earn an average of \$0.89 USD for every dollar earned by men, largely because men work more paid overtime, and women take more unpaid leave to care work at home and care for others⁹.

² Data from Transmilenio S.A. provided by the Bogotá District Mobility Secretariat

³ Bogotá Mayor's Office (2019). Caracterización de la movilidad – Encuesta de Movilidad de Bogotá 2019

⁴ DANE, 2023. Boletín Técnico - Gran Encuesta Integrada de Hogares (GEIH)

⁵ <https://www.eltiempo.com/bogota/sitp-operadores-estiman-que-faltan-mas-de-3-000-conductores-709436>

⁶ DANE, 2023. Boletín Técnico - Gran Encuesta Integrada de Hogares (GEIH)

⁷ Data from Transmilenio S.A. provided by the Bogotá District Mobility Secretariat

⁸ Bogotá District Mobility Secretariat, 2021. Empleabilidad de mujeres en oficios no convencionales (conducción y mantenimiento automotriz eléctrico) operador público.

⁹ Bolotnyy & Emanuel, 2020.

2.5 The transport sector, due to its current masculinization, was identified by the SDM and the Women's Secretariat as an attractive sector for the promotion of gender equality and labor market integration initiatives. A training and outreach strategy for women as electric bus drivers, implemented by the District in 2021-2022 with support from the Bank, shows the potential benefits of including women in the city's transport sector through differentiated strategies that address gender barriers before and during their professional cycle. The strategy benefited 450 women that today are starting to work as drivers of *La Rolita*, thanks to the upskilling from a regular driver's license to a heavy vehicle license, a course in professional eco-driving electric buses, and training in complementary courses (from the Women's Secretariat) in socio-emotional skills, financial education, and digital skills. As a result of this initiative and others to mainstream gender inclusion in *La Rolita*, 47% of the fleet's operating personnel are currently women drivers, exceeding the levels of participation generally seen in the sector. Also, the percentage of women working in the SITP went from 0.5% in 2021 to the actual 2.8%. These women were not previously linked to the formal or informal labor market of the transport sector.

2.6 **Migration context and its impact on the labor market.** Between 2014 and 2022, the migrant population from Venezuela in the country went from 23,573 to 2,894,593¹⁰, increasing the challenges to guarantee the provision of public services and economic opportunities for all. Migrants have higher participation rates in the labor market than the Colombian national average (68.8 – 72.8% vs. 64.3%)¹¹; however, they show higher unemployment rates (12.2 - 20.7% vs. 10%).¹² The gaps in access to employment are more pronounced for migrant women: by 2020 the unemployment rate for women was 34.6%, while for men it was 14.3%.¹³ Bogotá is the largest host city for Venezuelan migrants in the country, with 614,974 immigrants that represent 21% of total migrant population in the country and 8% of the city's population¹⁴. Despite the efforts to integrate migrants, they present an inferior socioeconomic performance compared to the host population. For instance, the unemployment rate of the migrant population that lived in Venezuela 12 months ago is 8 points above that shown by the District.¹⁵

2.7 Both in Bogotá and throughout the country, the transportation and storage sector employ 7% of all workers.¹⁶ Given the relevance of the transport sector, the country and the District have taken measures to promote the involvement of the migrant population in the SITP. For instance, the Resolution 20223040044715 of August 8, 2022, from the Ministry of Transportation, ruled the use of the Temporary Protection Permit in transit and transportation procedures, allowing migrants to acquire a driver's license in Colombia, something essential to become drivers in any transport company. In the same way, the High Council for Migration Affairs of the District, implemented pilot projects to promote the employment of migrants by SITP parent companies. According to the Pulse of Migration

¹⁰ Migración Colombia, 2022. Migrants in Colombia as of October 2022.

¹¹ DANE, 2023. [GEIH Mercado Laboral. Marzo 2023.](#)

¹² DANE, 2023. [GEIH Mercado Laboral. Marzo 2023.](#)

¹³ DANE, 2021. [Nota Estadística: Población Migrante Venezolana en Colombia, un panorama con enfoque de género.](#)

¹⁴ Migración Colombia, 2022. Migrants in Colombia as of October 2022.

¹⁵ DANE, 2023. [GEIH Mercado Laboral. Marzo 2023.](#)

¹⁶ DANE, 2023. [Principales Indicadores del Mercado Laboral](#)

Survey, 7% of migrants claimed to have worked in a job related to the transportation and storage sector while living in Venezuela.¹⁷

2.8 Justification. The District of Bogotá and the SDM recognize the opportunities to generate jobs and train personnel in the provision of public transport service, under an inclusion approach. Seeking to address the challenges of the sector to link drivers who meet the Transmilenio S.A. special qualification requirements, and simultaneously advance in the economic inclusion of women and vulnerable groups, building on the significant progress achieved with the support of the IDB in recent years, the District through the SDM requested support from the Bank to strengthen its capacities in training migrants, women and other vulnerable population in trades of the transport sector, and in strengthening *La Rolita* as a public training center that will ensure the sustainability of the programs.

2.9 This request is in line with the National Development Plan 2022-2026 and the District Development Plan 2020-2024 that seek to expand opportunities for economic inclusion of vulnerable groups in the country with a gender and differential approach. It is also in line with policies such as: the National Policy for Gender Equality for Women (CONPES 4080) whose strategies include economic autonomy, as well as social and productive development of women, and demand their labor inclusion in the public transport system; and the District Policy on Women and Gender Equity that seeks to mainstream the gender approach in sectors such as transport and institutions such as Transmilenio S.A. to guarantee women's rights, including economic rights. Additionally, the request is important to advance in the implementation of the Strategies Attention to Migration from Venezuela (CONPES 3950) and Integration of the Venezuelan Migrant Population as a Development Factor for the Country (CONPES 4100) which highlight the importance of providing job opportunities for migrants to enable their long-term integration and their contribution to the social and economic development of host communities.

2.10 Synergies. By attending the District's request, this TC will complement the Bank's actions in terms of labor inclusion of the migrant population in Colombia, sustainable urban mobility in Bogotá, and green employments with a gender approach. Synergies will be created with the Program to Strengthen Employment Policies (CO-L1250) that seeks to improve the employability of the Colombian and migrant workforce by increasing coverage and effectiveness of employment policies, improving job training quality and broadening the scope of job competitive certification. Additionally, the TC will extend the support provided to *La Rolita* through the Program for Sustainable Urban Transport in Colombian Cities (CO-T1558) that financed the structuring of the financial, organizational, legal, and technical components of the operator contributing to its legal establishment in 2021. It will consider lessons learned with the Program for the Implementation of Sustainable Mobility in Colombian Cities (CO-T1566), that financed training programs for women and an impact evaluation, as well as other lessons that will be identified with the regional program Support to the Laboratory of Public Policies in the Transportation Sector (RG-T3854) that in 2022 initiated two impact evaluations in Bogotá and El Salvador, focusing on training programs for women electric bus drivers in Bogotá; results will be presented in 2023 to share lessons for its improvement and replicability.

2.11 Strategic Alignment. This TC is consistent with the Second Update of the Institutional Strategy of the IDB Group 2020-2024 (AB-3190-2) as it is aligned with the development

¹⁷ DANE, 2021. [Encuesta Pulso de la Migración](#).

challenges of: (i) Social inclusion and equality, by supporting the labor inclusion of vulnerable populations in the transport sector, including migrants; and (ii) Productivity and innovation, by supporting migrants and host population in the development of relevant skills required to work in the urban transport sector, and by promoting policies and strategies that improve human capital, focusing on productivity and employability. It is also aligned with the cross-cutting issues of: (i) Gender equality, by supporting training and promoting employability opportunities for women; (ii) Institutional capacity and the rule of law, by strengthening the capacities of public institutions in certification of competencies and training for labor market integration in the transport sector; and (iii) Environmental sustainability, by promoting access to jobs that contribute to the sustainable urban transport. The program will contribute to the Corporate Results Framework (CRF) 2020-2023 (GN-2727-12) through indicators that measure: beneficiaries of initiatives that support migrants and their host communities, beneficiaries of employment initiatives, and countries with strengthened gender equality and diversity policy frameworks.

- 2.12 The Program is also aligned with the IDB Group Country Strategy with Colombia 2019-2022 (GN-2972), in the: (i) strategic area of increasing social mobility by providing access to training and employment opportunities for the migrant population in Bogotá, with special attention to Venezuelan migrants; and (ii) the cross-sectional area of gender and diversity. In addition, the TC is in line with the following Bank sector frameworks: Migration (GN-3021) as the activities foster equal and fair job opportunities as well as institutional capacities to integrate migrants in destination countries; and Transportation (GN-2740-7) as it supports the continuity of public transportation services in Bogotá through solutions that address the labor challenges within the sector. Finally, the TC contributes to the ultimate outcome of the Canadian Results Framework fostering the socio-economic integration of Venezuelan migrants and re-turned emigrants, particularly women.

III. Description of activities/components and budget

- 3.1 **Component 1: Training programs for women, migrants, and local communities in transport sector trades.** This component will finance the training of migrant and local vulnerable populations with a gender focus, as drivers and maintenance mechanics for the Bogotá SITP. These trainings will include: (i) the recategorization of Venezuelan migrant from their B1 license (license to drive light vehicles for private use) to a C1 license which allows them to drive light vehicles for public transport services, as they cannot validate their Venezuelan C1 license in Colombia; (ii) the recategorization of Venezuelan migrants, women and other local beneficiaries from a C1 to a C2 license that allows them to be drivers of medium-size vehicles for public transport services; and (iii) technical training and short-term classes to get certified as mechanic, electrician, washing, maintenance or bodywork technicians. These activities will include the selection process of both migrant and local beneficiaries and two independent supervisors to monitor the entire process from selection to training and articulation with the operator.
- 3.2 To contribute to the reduction of gender gaps and barriers to access the transport labor market, the activities will incorporate inclusive calls thought for the target groups¹⁸, selection process supported by women experts in psychosocial accompaniment, transport scholarships for the beneficiaries, training programs in key areas demanded by the

¹⁸ The target groups will include women, migrants, and other vulnerable groups from host communities, for instance population LGBTIQ+.

transport sector, articulation with *La Rolita* and other public transport operators with whom the SDM has been mainstreaming a gender and differentiated approach, and complementary soft skills such as willingness to learn, teamwork, assertive communication, citizen service management and adaptability. Actions will be implemented in coordination with the SDM to disseminate calls and link beneficiaries with operators, and with the District Secretariat for Women to articulate strategies for women integration.

3.3 Component 2: Institutional Strengthening of *La Rolita*. This component will strengthen institutional capacities of *La Rolita* to promote long-term access to training and job opportunities for local and migrant populations in vulnerability, particularly women. It will finance: (i) selection, training, and certification of women trainers in the C2 and C3 levels (medium-size buses and articulated buses respectively)¹⁹ to strengthen the operator as a training center; and (ii) the strengthening of its gender approach and care system, including designs and improvements for wellbeing spaces for employees, their families, or dependents, in articulation with the District's care system. This activity will be articulated with the District Secretariat for Women and the District's care system to link the strategies that seek to respond to gender barriers in the access and permanence in labor inclusion programs. Also, to incorporate gender approach recommendations in *La Rolita* and extend the coverage of some care services provided by the "Manzanas del Cuidado" (in English "care blocks") to its Patio Taller²⁰. Finally, the component will finance communication and dissemination of the Program's results.

3.4 This TC will be financed through non-reimbursable resources. The Canada Cooperation Framework (CCF) expects to commit US\$420,000. No local counterpart contribution is estimated within the budget.

Indicative Budget (US\$)

Activity/Component	Description	IDB-CCF	Total
Component 1. Training program for women, migrants, and local communities in transport sector trades	Activities for selection, training, and certification of women from migrant and other vulnerable populations.	349,000	349,000
Component 2. Institutional Strengthening of <i>La Rolita</i>	Activities for institutional strengthening of <i>La Rolita</i> , communication and dissemination.	50,000	50,000
Administrative Fee (5%)²¹		21,000	21,000
TOTAL		420,000	420,000

3.5 Expected results. With the delivery of the products, the Program expects to benefit women, migrants, and local communities, facilitating their labor inclusion in the transport sector through training and strengthened institutions. Key result indicators are related to: (i) population benefited from training and hiring programs strengthened for their inclusion

¹⁹ This activity includes transport scholarships for beneficiaries.

²⁰ The articulation with the District Secretariat for Women will be channeled through the District Mobility Secretariat and will also be carried out with other relevant District dependencies such as Education, Social Integration, Health, and Culture, Recreation and Sports.

²¹ The 5% administrative fee (US\$21,000) is estimated based on the total amount approved for the Program (US\$420,000).

in the transport sector; and (ii) transport sector institutions strengthened to integrate them in the labor market.

- 3.6 Resources of this project have been received from the Government of Canada, acting through the Department of Foreign Affairs, Trade and Development through a Letter of Contribution to Donor Account dated March 31, 2022. Such resources will be administered by the IDB as Project Specific Grants (PSG). A PSG is administered by the Bank according to the “Report on COFABS, Ad-Hocs and CLFGS and a Proposal to Unify Them as Project Specific Grants (PSGs)” (Document SC-114). As contemplated in these procedures and the abovementioned Letter of Contribution, the commitment by the Government of Canada will be established through a separate confirmation of the Donor’s intention to fund this project. The resources for this project will be administered by the Bank and the Bank will charge a non-refundable administration fee of 5% of the contribution to this project, which is identified in the budget of this project. The 5% administration fee will be charged upon the Bank’s approval of the operation and following the transfer from the General Donor Account (GDA) to the Canada Cooperation Framework Account (CCF), where the resources of this project will be administered from.

IV. Executing agency and execution structure

- 4.1 The Executing Agency (EA) will be the Inter-American Development Bank (IDB), at the request of the beneficiary, in accordance with the guidelines and requirements established in the Technical Cooperation Policy (GN-2470-2) and in the TC Operational Guides (OP-619-4), through the Migration Unit (SCL/MIG) and the Transport Division (INE/TSP), and in coordination with the Gender and Diversity Division (SCL/GDI) and the Labor Market Division (SCL/LMK).
- 4.2 The Bank will be the EA considering that: (i) in 2023 the District will hold territorial elections and the Law of Guarantees will take effect, which could cause delays in the decision-making process and decelerate the execution of the TC, therefore the achievement of its objectives in a timely manner; and (ii) the SDM is obliged to carry out internal processes that would take considerable time to manage the expansion of its fiscal quota, enable the use of the first disbursement, and advance with the fulfillment of the goals during the first year. The Bank, as EA, has the possibility of generating articulation and complementarity between the different IDB transport, migration, gender, and labor market initiatives in which Bogotá participates, to maximize its scope and impact; as well as contributing to the positioning of the project with the new government.
- 4.3 The Bank will execute the TC in coordination with the SDM that leads the policies for the city’s mobility system and acts as a transit and transport authority. The SDM will provide support in the: (i) dissemination of selection processes; (ii) preparation of technical documents; (iii) supervision of activities; and (iv) articulation with SITP operators.
- 4.4 **Procurement.** Procurement (Annex IV) will be executed in accordance with the Bank’s policies, namely: (a) Contracting of individual consultants, as established in standards AM-650; (b) Contracting of consulting firms for services of an intellectual nature according to GN-2765-4 and its associated operating guides (OP-1155-4); and (c) Contracting of logistics services and other non-consulting services, in accordance with the policy GN-2303-28. The knowledge products derived from the Program will be property of the Bank and may be reproduced with attribution to the IDB for non-commercial purposes.

4.5 Supervision. The supervision of this TC will be carried out under the direction of the team leader and alternate team leader. The project team will be responsible for the monitoring of activities required to achieve the expected results, in articulation with the District Mobility Secretariat. The TC will be monitored and evaluated in accordance with the Bank's requirements and through the Results Matrix. Annual reports and a final report for the Bank and the donor will be prepared by the project team in Convergence, in compliance with the stipulations of the Administration Agreement.

V. Major issues

5.1 Colombia will hold subnational territorial elections in 2023. The main potential risk is related to the possession of a new administration of the District that could lower the priority of the project itself or impact the continuity of *La Rolita*. This risk is considered low, since the project and the institutional mission of *La Rolita* are aligned with the National Development Plan 2022-2026, which includes as part of its pillars care services, training opportunities and labor market integration for women and vulnerable groups, integration of migrants, and economic empowerment for women. However, to mitigate this risk the CT will finance: (i) activities for strengthening *La Rolita* in gender and care services that are prioritized by the Colombian government; (ii) communication activities that, if required, will support campaigns or dialogues with the new teams in the District to position the project; and (iii) activities that can be carried out by companies or public entities that will not be affected by the changes in the local government and that are capable of promoting links between beneficiaries and *La Rolita* and, if necessary, links with other operators.

5.2 No risks are estimated in the recategorization process and training activities since the responsible operators can issue licenses and certifications independently and continuously during the change of local administration. Neither for courses in trades, since there is the possibility of contracting learning service entities that are not subject to changes during this transition, for example, national entities.

VI. Exceptions to Bank policy

6.1 No exceptions to Bank policy have been identified.

VII. Environmental and Social Strategy

7.1 This TC will not finance feasibility or pre-feasibility studies for investment projects or associated environmental and social studies, and therefore does not meet the applicable requirements of the Bank's Environmental and Social Policy Framework.

Required Annexes:

[Request from the Client - CO-T1697](#)

[Results Matrix - CO-T1697](#)

[Terms of Reference - CO-T1697](#)

[Procurement Plan - CO-T1697](#)