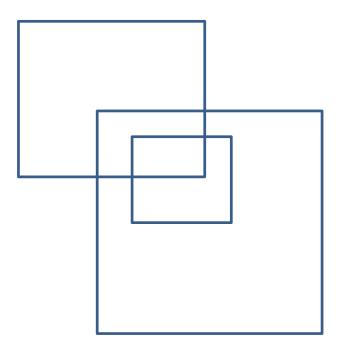


Case study: Colombia investment, export promotion and workers' rights

Maria Alejandra Gonzalez-Perez Camilo Piedrahita Vargas Laura Jaramillo Echeverri Tatiana Restrepo Rey



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Gonzalez-Perez, Maria Alejandra; Vargas, Camilo Piedrahita; Echeverri, Laura Jaramillo; Rey, Tatiana Restrepo

Case study: Colombia investment, export promotion and workers' rights

ISBN: 978-92-2-132161-3 (print) 978-92-2-132162-0 (web pdf)

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Acknowledgements

The authors would like to recognise the time and information provided during the data collection process provided by Mr. Juan David Tous, Mr. Juan Fernando Velez-Ocampo, Mr. Nicólas López, Mr. Erika Villareal, Mr. Daniel Garcia, Mr. Lorena Rivera, Mr. Carlos Abray Zapata, Mr. Andrés Sarmiento, Mr. Jhon Jairo Gallego, Mr. Guillermo Zapata, Mr. Gilberto Antonio Torres, Ms. Ana Maria Gomez-Trujillo, and Mr. Santiago Viera. Finally, we would like to thank Mr. Ronald S. Wolf for his assistance in proof-reading this report.

The report was condensed and edited by Johannes Weiss under the supervision of Emily Sims, Senior Specialist Multinational Enterprises and Enterprise Engagement unit.

¹ Maria-Alejandra GONZALEZ-PEREZ (PhD, MBS, Psy) is Full Professor of Management at Universidad EAFIT (Colombia). Maria-Alejandra is the Vice-President of Administration at the Academy of International Business (AIB) (2015-2018), coordinator of the Colombian universities in the virtual institute of the United Nations Conference for Trade and Development (UNCTAD) since 2009, Distinguished Fellow of the Association of Certified Commercial Diplomats; Research Partner at the CEIBS Center for Emerging Market Studies, and Editor-in-Chief of the business journal AD-minister. Dr. Gonzalez-Perez holds a PhD in International Business and Corporate Social Responsibility, and a Master's degree in Business Studies in Industrial Relations and Human Resources Management from the National University of Ireland, Galway. Email: mgonza40@eafit.edu.co

Camilo PIEDRAHITA VARGAS is the Dean of the Law School at Universidad EAFIT (Colombia). Associated Professor of Labor and Social Security Law.) Member of the Latin American Institute of labor and social security law. Professor Piedrahita Vargas holds a Master's degree in Law and Economics from the Universidad Externado de Colombia. Email: cpiedra8@eafit.edu.co

Laura JARAMILLO ECHEVERRI is a Lawyer from Universidad EAFIT (Colombia), and holds a Master in Intellectual Property, Industrial Property and New Technologies (LLM, IP & IT) from the Universidad Autónoma de Madrid. Email: laurajlloe@gmail.com

Tatiana RESTREPO REY is an International Business Negotiator with an emphasis in Marketing from Universidad EAFIT. She also studied at Kyung Hee University in South Korea. Email: tatianarestreporey@gmail.com

Foreword

Job creation, skills development and promotion of respect for workers' rights are central to sustainable development and more inclusive growth. This is especially true for linkages between MNEs and local small and medium-sized enterprises (SMEs), which may have a lot to learn from larger, globally competitive enterprises. As local enterprises increase their productivity and competitive position, they improve their capacity to provide quality jobs which respect workers' rights. The quality of the jobs created, both directly and indirectly from investment play a crucial role in advancing social development.

The ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration) contains principles addressed to governments, enterprises and social partners with the aim to stimulate the positive contribution of multinational enterprises to economic and social progress and decent work for all, especially in the areas of employment, training, conditions of work and life and industrial relations.

Investment Promotion Agencies (IPAs) are the interface between government and investors. They are on the front line in carrying out government investment policies, making the case for why foreign investors should invest in their country. They also provide support to investors and in doing so gather valuable information which can help to refine government investment strategies and related policy areas. From their unique position, IPAs can play a vital role in shaping effective policies for driving sustainable development. They can raise awareness within government of the importance of attracting investment for local development while also raising awareness among foreign investors of how they can maximize their positive contribution to the communities and countries in which they operate. They can ensure sustainability components in all projects, Greenfield and others.

Within the broader framework of the 2030 Agenda for Sustainable Development and the Addis Ababa Agenda on Financing for Development, IPAs increasingly look for examples of successful investment policies and strategies in specific sectors and development contexts, and of how investment policies can be linked to broader policies for developing local industry, supporting entrepreneurship, building infrastructure and developing a skilled workforce whose rights are protected.

This case study evaluates the policies and practices that the Colombian government initiated to attract investment and promote exports based on improved respect for workers' rights; and to assess the impacts on workers' rights, productive employment, and equitable work.

Capacity building of IPAs and facilitating the exchange of experiences are key components of the partnership between the ILO and WAIPA (World Association of Investment Promotion Agencies) established in the context of achieving the decent work-related SDGs. Although every country's experience is unique, we trust that such case studies will provide insights for other IPAs and encourage them to study more carefully which policies and regulations are helping or hindering local enterprise development and decent work in their own countries.

Githa Roelans, Head Multinational Enterprises and Enterprise Engagement Unit Enterprises Department

1. Introduction

This case study evaluates the policies and practices that the Colombian government has initiated in order to attract investment, and promote exports based on improved respect for workers' rights. It seeks to assess to what extent the Colombian Policy for attracting foreign investment and promoting exports has had a positive impact on workers' rights, productive employment, and equitable work.

In this context, the ILO's Tripartite Declaration of Principles Concerning Multinational Enterprises and Social Policy (MNE Declaration) articulates the duties and responsibilities for MNEs operating in developing countries, encourages increasing employment opportunities and urges MNEs to consider host country policies regarding employment (Tamayo-Álvarez et al, 2014). However, in terms of investment and export promotion best practices, investment promotion intermediaries (IPI) generally do not prioritize the protection and advancement of labour conditions and workers' rights (World Bank Group, 2012).

2. Profile and context

The commitment of the government of Colombian President Juan Manuel Santos (2010-2018) towards strengthening economic performance and public policies, was recognised in 2013 when Colombia was officially invited by the Organisation for Economic Co-operation and Development (OECD), and given a roadmap in a formal accession process (OECD, 2013). This manuscript provides contextual information about Colombia with a special emphasis on labour issues.

A. Macro-economic situation

Colombia was recognised by the World Bank (2016) as the country in Latin America and the Caribbean that has made more progress toward better and more efficient business regulation. The area in which the country has made the most visible reform for business has been services for paying taxes electronically and getting credit (idem). In fact, "Colombia is now one of only three economies with a perfect score on the strength of the legal rights index" (World Bank, 2016:16).

In 2015 the Colombian emerging economy was negatively affected by a sharp decline in oil prices and the consequent strong devaluation of the Colombian peso (in February 2016 the exchange rate surpassed COP 3,350 to the United States dollar, and for many years this rate was below COP\$ 2000). It was expected that this would have a visible effect on different industries due to rising inflation and increased production costs. However, at the same time, exports might have been positively impacted (Banco de la República, 2016a).

B. Main social and labour challenges for Colombia

Colombia has undergone many changes in its recent history, with profound effects on its people and governing institutions. See Annex I which details key events of recent Colombian history. Since 2001, Colombia has experienced an economic transformation, partially because of the Democratic Security programme of Alvaro Uribe's government. During this time, violence and crime reduced significantly and economic growth was strong. However, inequalities still exist today. The main

continuing challenge for Colombia is the persistent level of inequality; the country has a GINI coefficient of 0.58 (World Bank, 2018). While significant improvements in forging direct investment are apparent, this has also translated into inequality within the society due to regional differences and low rates of distribution. In addition, Colombia faces structural problems in its labour markets that is evidenced through self-employment and informality. Also, half a century of internal conflict and violence has displaced a large percentage of the Colombian population.

Colombia has taken many steps towards protecting workers' rights. Annex II lists recent labour policies and regulations. As shown in Annex III, Colombia has ratified most of the fundamental ILO conventions.

3. Attracting investment and promoting exports

Taking into consideration the first trimester of 2016, Canada, Netherlands and United States, together comprised 58.5% of Colombia's FDI inflows. Canada alone accounts for 43% of total investment (ProColombia, 2016). In the period 1993 to 2004, FDI came primarily from USA, Spain, and financial centres of Panamá, Caiman Islands, Virgin Islands and Bermuda (Banrep, 2018). In 2010, the US remained the number one investor, investing 2.45 billion pesos with important firms such as ExxonMobil, Drummond and Chevron Petroleum. In the same year, other countries increased their investment, e.g. Mexico, which occupied second place with firms such as Telmex and Comcel, and France, ranked third, investing in Colombia with 43 different companies (Portafolio, 2011).

According to Invest in Bogotá, FDI in Colombian businesses have generated more than 30,000 direct jobs in Bogota since 2007 (La República, 2018) Juan Gabriel Pérez, Executive Director of the agency, affirmed that of all generated jobs, 59.9% were located in contact centres and the BPO sector, 10.6% in accommodation and tourism, and 9.7% in Information, Communication and Technology (ICT) and the software development sector. Nonetheless, new workplaces in the manufacturing industry were also important. 555 jobs were opened in the construction material sector, 272 in the cosmetic industry and 91 in pharmaceutics (Invest in Bogotá, 2014). On average, each investment supported by Invest in Bogota generated 113 jobs. The enterprises that generated the highest number of workplaces when investing in Colombia came from Spain, Argentina and United States.

UNCTAD (2016) stated that although FDI in Colombia is high, it has contributed relatively little to employment creation. For example, in 2011, the oil and mining sector represented 60% of FDI, and generated 3.8% of total new workstations (Lozano, 2012). In 2011, FDI in Colombia increased by 97.1%, reaching US13.297 million dollars (record level). According to DANE statistics, 30,000 new workplaces out of 806,000 were created due to FDI (DANE, 2012). In Latin America in 2014, the generation of jobs associated with FDI in the past 3 years increased to almost 1 million people. The country that benefited the most was Brazil with almost 32% of the total of jobs created, followed by Mexico 29%, Argentina 6.8%, and Colombia with 6.7% (Invest in Bogotá, 2014).

The government provides incentives designed to attract FDI, placing it among the top 18 economies to do so, according to the UNCTAD. Mechanisms include: free trade zones, "Zonas Económicas Especiales de Exportación" (Special Economic Zones for Exports, ZEEE) and investment agreements (ProColombia, 2014).

Free trade zones bring benefits to companies located within these designated areas with a low income tax of 15%, no custom taxes, no VAT for raw materials or finished goods purchased in national customs territory, and the possibility to make partial processes outside of the free trade zone for up to 9 months. ZEEs include special geographical areas located in Tumaco, Ipiales, Valledupar, Buenaventura and Cucuta, "which have special legal conditions in order to encourage investment and strengthen national export processes through incentives that facilitate the export of goods and services produced in the national territory (ProColombia, 2016)." Additionally, a team of lawyers is able to support ProColombia national offices and commercial offices around the world.

Furthermore, the Colombian government has put efforts into concluding FTAs and investment agreements "aimed at developing a stable and transparent economic environment in which contributions in capital can prosper (Santander Trade, 2018)." Colombia has current International Investment agreements with Mexico, Chile, the Northern Triangle, the EU, Canada, USA, Spain, Switzerland, Peru, China, India, the UK, Japan and the Pacific Alliance. These agreements were negotiated with the objective of creating and maintaining favourable conditions for foreign investors within Colombian borders. They are meant to have a just legal framework, with clear rules and FDI protection.

4. Investment and export promotion

ProColombia is the promotion agency of non-traditional exports, tourism, foreign direct investment (FDI) and Colombia's country brand. It was born on November of 1992 as Proexpo (later renamed as ProColombia). ProColombia's objectives include: promote foreign investment, attract more tourists, and create more multi-Latin enterprises able to conquer international markets and trigger exports. Only 3,170 of the 1.3 million enterprises registered in the country export (Revista Semana, 2014; ProColombia, 2016).

Figure 1: ProColombia logo 2016





Since 2004, ProColombia assumed the promotion of FDI. Colombia has climbed from being the 66th easiest destination in the world doing for business in 2006 (Doing Business, World Bank, 2006) to rank 54 (Doing Business, World Bank, 2016). Only Mexico, Chile and Peru exceed Colombia in Latin America.

Some of the activities that ProColombia focuses on are: (1) Identification of market opportunities, (2) Development of strategies for market penetration, (3) Internationalization of enterprises, (4) Assistance in developing action plans, (5) Contact facilitation between entrepreneurs and promotion, investment and tourism activities, (6) Specialized services for those interested in investing in Colombia, and (7) National and international alliances, private and public that enable a higher support for

different initiatives and a more extensive services portfolio. Moreover, ProColombia operates with 477 direct employees, 28 temporary and 17 via outsourcing, for a total of 522 (Fiducoldex-ProColombia, 2016a).

The recent achievements made by ProColombia are orientated to the objectives of the National Development Plan 2015-2018 and the Strategic Sectorial Plan for The Ministry of Commerce, Industry and Tourism:

- Diversification of markets, products and enterprises: 2,289 Colombian enterprises of goods and services from 22 departments reported to ProColombia exports of US\$2,011 million made by 4,573 buyers from 123 countries.
- 211 enterprises from 17 countries started an implementation plan to adjust their products and fulfil export requirements in order to export for the first time.
- 112 seminars in 32 foreign countries and 6 in Colombia to promote investment opportunities. 76 investors started investing in projects from 16 departments, for a value estimated on US\$2,350 million and 54,400 employees from 22 countries.
- ProColombia received the acknowledgement of "Best Office of Tourism in South America," by the World Travel Awards, 2015 for tripling its promotion in tourism in the last 5 years (ProColombia, 2016b).

A. Colombia country branding efforts

Due to drug trafficking, guerrilla warfare, and as a consequence human rights abuses, the country had for decades held a negative image in international markets. In order to increase the attraction of inward FDI, the country has designed and implemented different policies and initiatives. One of these initiatives is the strategic process of country branding through a collaboration between the national government and the private sector. Since September 2011, ProColombia has a specialised unit (Marca País) dedicated to manage Colombia's brand (Marca País Colombia, 2017).

Colombian branding efforts are designed to highlight the perseverance of the Colombian people; hard work, passion and strength that have made the country a better place to invest in and to travel to. These efforts are intended to replace the negative perception of Colombia as a dangerous place, with a volatile market, uncertain political environment, and a poor economic environment (Marca País, 2016). "Colombia is Passion" was the first chosen slogan used to promote Colombia as a brand in international markets. According to Simon Anholt, a specialist in country branding, a country that transmits a positive and strong image will be able to grow its exports and attract tourism and FDI (Proesa, 2014).

Figure 2: Logo of Colombia's country brand



"The Answer is Colombia" is the all-purpose current slogan designed to turn around Colombia's image, targeted toward a variety of audiences and designed for branding and international promotion. It seeks to create an integral image based on real, unique and differentiated facts highlighting culture, exports, investment and tourism (Marca País, 2016). The brand was presented in 2014; replacing the slogan "Colombia is

Passion", which had successful campaigns with associated slogans such as "The only risk is wanting to stay."

B. Colombia attraction of FDI and impact on labour rights

To attract investors, ProColombia offers free services to investors, such as personalized information, public and private sector contacts, international and national agendas, attention to established investors, and identifying market opportunities with commercial offices around the world (ProColombia, 2016).

5 Trade, FDI, and their implications for labour rights and working conditions

Evidence demonstrates that, in the case of Colombia, international trade and investment agreements have helped to elevate national labour standards. In Latin America, employment generation associated with FDI in the last three years has increased to positively affect almost one million people. In Colombia, thanks to FDI, 30,000 new companies were created that are formally and directly employing 806,000 workers (Invest in Bogotá, 2016). In 2011, the oil and mining sector represented 60% of FDI and generated 3.8% of total new positions.

The full list of trade and investment agreements signed by Colombia is shown in Annex IV. In the case of the FTA with the United States, Colombia has been forced to implement improved levels of labour conditions and protections, and to implement new laws to meet the agreed upon conditions. The agreements with the USA, Canada and Chile, require specific clauses regarding labour conditions. In the case of the agreement with the European Union, labour standards are included under the Trade and Sustainable Development Title (IX). "These Agreements are negotiated in parallel to Free Trade Agreements, and seek to improve working conditions and living standards in the signatory countries, and to protect and enhance basic workers' rights. Under these Agreements, participating countries commit to effectively enforce their own labour legislation, cooperate on labour matters, and promote certain key labour principles" (Labour Program-Government of Canada, 2015).

In regards to the bilateral agreements between Colombia and Chile, United States and the European Union, all affirm the obligations of the parties as members of the ILO and their commitments to the 1998 ILO Declaration on Fundamental Principles and Rights at Work (MinComercio, Industria y Turismo, 2016). These obligations include:

- (a) Freedom of association and the effective recognition of the right to collective bargaining;
- (b) The elimination of all forms of forced or compulsory labour;
- (c) The effective abolition of child labour; and
- (d) The elimination of discrimination in respect to employment and occupation.

The FTAs with Canada, Chile and United States and Colombia also include, as part of their General Obligations:

(e) Acceptable conditions of work with respect to minimum wages, hours of work and occupational health and safety; and

The Canada-Chile-Colombia FTA also includes:

(f) Providing migrant workers with the same legal protections as the Party's nationals with respect to working conditions.

In the case of the Colombia-South Korea FTA, labour issues are included only as cooperation between both countries. Regarding the Pacific Alliance, gender equality is included as an important item in their work issues agenda.

The Labour Action Plan of the Colombia-United States FTA has yielded an important and positive influence in establishing a set of regulations in Colombia. On April 2011, the governments of Colombia and the United States announced the "U.S. Colombia Labour Plan" which included specific actions to be implemented by the Colombian government in regards to labour rights, including prevention of violence and persecution against trade union members, while establishing sanctions for the perpetrators of such violent acts. Moreover, negotiations between the Obama Administration and the President of Colombia resulted in the Labour Action Plan, which was announced on April 7, 2011. The action plan obliges the Colombian government to take serious actions on labour conditions in order for the FTA to come into force. As a result of this labour action plan, a new Ministry of Labour in Colombia was re-established in 2011, providing the country with an independent institution dedicated full-time to workers' rights, employment protection and social security, social dialogue, child labour, gender equality, professional formation and all those items which are key to the establishment of peace and social justice. The Ministry has helped 620 Colombians to enter the labour market in the past few years (Ministerio del Trabajo, 2016c).

Additionally, a new department of Public Service of Employment was created to help employees find an adequate job according to their profile, and to assist employers to hire the best-qualified person with respect to their needs. This effort has helped a variety of municipalities in the country to more effectively reach out to their communities' constituencies, with 60 new centres of employment. Currently, the Public Employment Service has a presence in 87 municipalities, in all 32 departments, with 318 centres, able to assist 3,000,000 people per year (Ministerio del Trabajo, 2016c).

The Citizen Contact Centre is complimented by the COLaboura program. Its objective is to orient, inform and provide answers to requests regarding labour rights and obligations. By the year 2015, COLaboura is projected to assist 1,500,000 citizens; this goal was surpassed assisting a total of 1,556,470 users (Ministerio del Trabajo 2016c).

International and national civil society organisations, multilateral organisations, and governments of countries in the process of negotiating trade agreements with Colombia have all expressed deep concerns regarding human and labour rights. To that end, the country has made efforts to provide mechanisms to ensure the freedom of association as well as to enforce other key labour rights issues. For example:

- The Colombia National Protection Program is protecting 677 trade union leaders, and not one member has been killed since its inception (Ministerio del Trabajo, 2015).
- o In 2015, the Attorney General's Office captured 66 people and carried out 61 prosecutions. In the same year, it captured 5 people related to homicides from 2015, captured 48 linked to homicides committed in the previous years and made 73 new arrests (Ministerio del Trabajo, 2015).
- 22 new prosecutors have been identified to focus exclusively on violence against trade union members. Approximately 80 judicial police investigators support these prosecutors (Department of Labor-U.S.A. 2016).

Moreover, the Colombian government has established the following labour laws and enforcement mechanisms:

- Prohibition and sanction of third-party contracting arrangements that weaken worker's rights. According to the Colombian Ministry of Labour, US\$8 million in fines between January 2012 and October 2015 were paid to the Colombian government for this type of unlawful subcontracting (when subcontractors were hired to perform works which are core and permanent part of the business). These fines were collected form the five target sectors of the Action Plan which include: palm oil, sugar, mines, ports, and flowers. According to the Ministry of Labour, 229 visits were made to different businesses associated with these industries (Ministerio del Trabajo, 2015).
- o According to the Ministry of Labour, 2,000 Work Cooperatives, which used third party unlawful subcontracting, were closed by April 2016.
- o The number of labour inspectors increased from 424 to 904 since June 2011 according to the Colombian Ministry of Labour (Ministerio del Trabajo, 2015).

Formality of employment is one of the most important means of protecting workers. In the administration of President Juan Manuel Santos, the Job Creation and Formalization Law (Law of 1429 of 2010) was passed since informality is one of the main most prevalent problems of the Colombian labour market, with workers lacking pension plans, and health insurance while being exposed to professional risks. The law's main objective is to incentivize the creation of new workplaces, especially for vulnerable people who are easily marginalized, formalize enterprises and increase the income of those who remain in the informal economy. The law specifically promotes formal job creation for people under 28 years old, women older than 40 years old, female heads of households in level 1 and 2 of SISBEN, displaced and disabled people. In 2011, 13.7 million people in Colombia (or 68% of all workers) had an informal job (Presidencia, 2010).

The law has had some positive impacts: According to the data collected by the Registro Único Empresarial, for the period March 2012, 321,000 enterprises have benefited from the law, from which 233 are small enterprises. Furthermore, 416 formal jobs were created for young adults and 60,000 for women above 40 years old (La República, 2015).

6 The future: Colombian post-conflict

A key challenge facing the Colombian government in the context of the recently adopted pace agreement is an integrated program of rural labour reform. This reform must focus on the challenges associated with not only rural labour formalization but also the integration of protection of rural workers' rights in tandem with the application of ILO conventions. In addition, the government must create a comprehensive and progressive social protection plan and include other issues such as protection for maternity leave and issues related to the elderly. This plan must dignify rural labour conditions, with full implementation of labour inspection, contractual regulations, work day regulation, remuneration, subordination of all the norms regarding equitable work practices and rural work in particular to include equal labour conditions for men and women, and the fundamental right to work (Acuerdo de Paz, 2016).

The government asserts that the Peace Agreement will bring benefits to Colombian businesses, with the expectation of forging ahead with further direct investment in the country and to provide for a greater presence and security guarantees in rural areas.

Moreover, the national government ministry has encouraged existing businesses to accept and reinsert the newly integrated members of the FARC, estimated to be between 7,000 to 15,000 individuals. Governmental post conflict plans are cantered in the rural areas, and forecasts work opportunities for not only the demobilized members of the FARC but also for peasants. According to the National department of planning (DANE) the estimated growth for FDI will grow from 12 billion pesos to 26 billion, long term (Ministerio del Trabajo, 2016).

The principal goal of the Peace Agreement regarding labour issues is the achievement of equitable work and the democratization of labour relationships. This requires the need to recognize that inequality indicators indicate a degree of precarious work ahead in order to achieve long lasting peace. Colombia began a Peace Agreement with FARC armed group in 2011, aiming to put end to a civil war that began in 1964. For Colombia, this Peace Agreement represents a real challenge. For it to be successful and to provide for long lasting peace, its implementation needs to be well structured in regards to social and economic terms.

Peace implementation by design is a transitional process with a high degree of uncertainty, inevitable setbacks, and with inherent circumstances making it challenging to maintain the commitment of those rebel groups involved in process. As such, it is important to highlight the relationship between Peace Agreements and peace building. Post conflict peace building is a comprehensive strategy designed to assist areas of armed conflict during the transition from war to peace. Therefore, the government must identify and support structures which tend to strengthen and solidify peace in order to avoid relapse into conflict. One of the most complicated aspects in post-conflict recovery is the economy, which is very vulnerable to the consequences of the conflict, including destroyed infrastructure, poverty and disease (Wennmann, 2009).

The Peace Agreement between the FARC and the government includes many economic provisions and social inclusion areas in an effort to increase the viability of the post conflict situation for ex-combatants, war affected victims and populations. The goal is to strengthen disarmament, demobilization and reintegration. Importantly, these labour aspects of the agreement include a subtitle regarding labour inclusion, social dialogue, pension system and empowering of the regions that were affected the most by the conflict. The international community expressed interest and support for the process with international facilitators expressing confidence in the FARC's ability to provide logistical aid and consultations. Furthermore, former UN Secretary-General Ban Ki-Moon, pledged the ongoing support of the UN system for both sides as they "muster the equally determined and exemplary effort that will be required to implement the agreement." (UN News, 2016).

According to the Colombian national planning department (DNP), a peace deal with the FARC rebels could triple FDI in Colombia from the current \$12bn to \$36bn and increase its potential economic growth from 4.0% to 5.9% in the following three years (Colombia Reports). It would also increase the domestic consumer confidence, with a rise of 2.5% annual consumption, and according to the National Planning Department (DNP), FDI would improve the country's industries and help them become more competitive globally. The rise in demand would accelerate growth and increase per capita income to 54% (Dinero, 2016).

Mr. Simón Gaviria, Director of the DNP, stated that the main sectors of the economy that will benefit most from the Peace Agreement are: Agriculture, projected to rise 22% as a result of potential benefits to rural areas; and Industry, projected to rise 20% due to new investment in such things as primary and secondary roads as well as airport construction. These benefits are projected to be reaped once the Peace Agreement is

signed and in the first three years of the post conflict economy as revenues from peace building will be realized and economic stabilization sets in after the third year (Colombia Reports, 2016).

It is key to note that the rural areas of the country represent an important source of employment and may be to key to sustaining peace in the country. Approximately 6.6 million hectares of land were abandoned or stripped, representing 13% of the agricultural surface of the country. The government will need to work to empower the people living in those zones. In this context, the Peace Agreement was structured into four key components to address this rural transformation challenge: (i) achievement of qualitative and quantitative improvement access to land and provide the equipment to produce the land, (ii) implementation of programs for rural development, (iii) reduction of poverty and inequality in rural areas by assisting peasant families in terms of support for infrastructure, social services, and for social development, and, (iv) nutritional security which seeks to make Colombia self-sufficient in its food supply while increasing food exports (El Heraldo, 2016).

Nonetheless, there still are some challenges to be addressed in a country aiming for a long lasting peace and a successful end to the conflict: (i) recent violence and drugs surges (Fundación Ideas para la Paz, 2018; Valencia, 2017) (ii) lack of sufficient political support for the Peace Agreement, for instance 50.2% of Colombians voted against it in a national referendum on October 2016 (Mitchell, 2017), and in the legislative elections of March 2018 the political party (Centro Democrático) that won the largest number of seats in the Congress aims to make substantial modification to the agreement in the period (2018-2022) (Vargas, 2018); (iii) high levels of informality especially in rural areas with nearly 90% of informal labour (versus around 50% in main metropolitan areas) (DANE, 2018; Dinero, 2018); (iv) poor productivity in rural areas main due lack of infrastructure and technology in agriculture (the main employer in rural areas); and (v) lack of flexible policies and legal framework for facilitating incorporation of informal workers in the formal economy.

7 Conclusion

In summary, Colombia's policy initiatives in favour of reforming its labour and workplace policies are motivated by the following conditions:

- Extreme and general climate of violence (especially in the rural areas), and
- Pressures by foreign governments when negotiating FTAs.

A decline of inward FDI between 1997 and 1999 and the ensuing economic crisis of those years highlighted weaknesses in the Colombian economy in regards to international markets. To address the challenge, the national government enacted Decree 2080 in 2000, which intended to modify FDI regulation, and allow greater freedom of movement of foreign capital within the Colombian territory. Incentives were established in an effort to create competition between FDI and domestic capital while limiting restrictions on the flow of capital in an effort encourage FDI investments in a variety of sectors within the country, with the central bank as mediator. The decree, however, did not have the expected effect: Rates of investment stayed flat during the three year period, 2000-2003, with an average of US 2.208 million dollars invested each year. During this period, economic and political uncertainty remained. Security issues generated a climate of mistrust, discouraging capital investors to the country (ENS, 2010).

These dynamics, both domestically and internationally, began to change under the presidency of Alvaro Uribe Velez (2002-2010), with investors taking a renewed look at his democratic security policy. This policy began to change the investment climate prospective and in 2004 FDI started to grow rapidly. The first decade of the 21st century marked a period of significant vitalisation of the international economic relationships within the country. It also saw increased guarantees for entrepreneurs and greater commercial openness.

The government initiated custom free zones, providing fiscal benefits to those companies who made large investments in production capacity. Additionally, there was a reduction in the general income tax from 37% to 15%, which provided an incentive to import goods without needing to pay VAT. This regulation of the custom free zone was established by Law 1004 in 2005 and was further regulated by Decree 383 in 2007. These regulations were implemented in an effort to increase the economic development and competitiveness of the country, while creating economies of scale aimed at job creation (ENS, 2010).

However, according to the ministry of commerce, only 26.6% of the investment in custom free zones has taken place, while creating only 7.82% of the jobs expected. It is important to note that the custom free zone project intended to create 25,000 jobs, but still has not even delivered 10% of this target. This disappointing figure can be put into context by analysing the requirements of custom free zones: the highest requirement for job creation is only 50 new employment positions for investments exceeding three million dollars (ENS, 2010).

Colombia's Investment Promotion Agency, ProColombia, promotes not only investment, but also exports and tourism. Since 2004, ProColombia assumed the promotion of inward FDI through the Decree 5337 of December 22nd, 2004 of the Ministry of Commerce, Industry and Tourism. Colombia has become the 3rd friendliest destination in Latin America to do business according to Doing Business 2017 ranking of the World Bank. ProColombia doesn't have a direct influence when it comes to policy design or implementation. The agency only gathers information regarding specific needs, transferred from the Ministry of Commerce, Industry and Tourism, who are the ones involved in policy design and implementation. The promotion of FDI in Colombia also played an important role in improving labour conditions and rights.

The government's policy from 2002 to 2014 was divided into three main components: (1) defending human rights and protecting trade union members, which required State resources in enforcing security and investigation units, detention and the following of certain cases of violence against trade union members; (2) government promotion of dialogue for a more participative democracy, and (3) the achievement of results.

As a result of the government's actions and initiatives, the reduction of trade unionist deaths declined by 85.7% from 2002 to 2009. The government made considerable financial efforts to protect trade union leaders during 2001 to 2010 (Ministerio de Salud y protection social, 2010). Additionally, the government fought against impunity to address inefficiencies in the judicial system when dealing with crimes committed against trade unionists. From 2001 to 2010, 283 cases of human rights violations were solved, advancing enforcement, inspection and control through social dialogue and technical cooperation (Ministerio de Salud y protection social, 2010).

Annex I: Key events of recent Colombian history

 $\label{thm:colombian} \textbf{Table 1: Colombian recent history and implications for labour } \\$

Period	Most Important Events	Implications for labour		
The beginning of the 20 th century	 1921: Panama's independence from Colombia 1934-1938 and 1942-1945. Mandate of President Alfonso López Pumarejo (Marching Revolution) Dispute between liberal and conservative party was relatively peaceful. 	 Law 57 of 1915: specific issues regarding workplace health. Colombia becomes ILO member state in 1919. Law 37 1921: collective life insurance for employees. Law 10 of 1934: occupational disease, severance assistance, vacations and labour contracts. Law 96 of 1938: Creation of the Ministry of Social Protection. Law 44 of 1938: Creation of Compulsory Insurance. Labour Reform in Alfonso López Pumarejo mandate, second term: Law 6 of 1945. Important advancements in labour rights as: -Trade Union Figure Form -Right to strike -Recognition of labour contract -Maximum of 8 working hours per day. 		
"La Violencia" (The Violence) 1948-1953	 1948: Assassination of Jorge Eliecer Gaitán, presidential candidate representing working class, which leads to: 1948, April 9th: El Bogotazo. 1948-1957: 250,000-300,000 people killed in civil war, liberals against conservatives. 1958: Conservatives and Liberals agree to form National Front, other parties refused. 	Gustavo Rojas Pinilla mandate: -1954: recognition of women's right to vote. -Promote social reforms to benefit low-income families.		
Guerrilla War (FARC, EPL, ELN) 1960s-mid 1970s	Left-wing armed groups start to emerge: -1964: (ELN) National Liberation Army1966: (FARC) Revolutionary Armed Forces of Colombia, today's current biggest guerrilla group, in peace negotiations with Colombian government1967: (EPL) Maoist People's Liberation Army and -1971: M-19 guerrilla.	 Displacement of hundreds of victims from rural to urban areas. 1963: Ratification of Equal Remuneration Convention, C100 and Abolition of Forced Labour Convention, C105. 1969: Ratification with ILO, C029-Forced Labour Convention 1976: Ratification with ILO, C087-Freedom of Association 		

Drug trafficking and Pablo Escobar era mid 1970s- 1980s	1978 - 1993: More than 50,000 people are killed in the Drug Wars of the period.	 and Protection of the Right to Organize Convention. Law 9 of 1979: National Health Code was established 1983: Ratification of ILO Convention, Night Work of Young Persons, C006. In 1988, in the 4 major cities, there were 2,266,000 people employed, in 1990 only 19,000 more jobs were created.
Economic Openness 1990s	 1991: New constitution led by the "Séptima Papeleta" (student proposal of reforming and renewing social, economic and political terms). New constitution prohibits extradition of Colombians, legalizes divorce, and guarantees indigenous people's rights. Pablo Escobar is jailed. 1991: Universal health protection (Sisben), which grants subsidies to the most needed, is created. 1990: Modernization Program of Colombian Economy; Conpes document 2456. In October a new schedule is established to reform import regime and tariff reduction gradually in period 1990-1994 based on 3 reforms: Decree 686, 2184, 2755 of 1990. 1991: The 1990 initiative does not achieve the expected results: imports decrease due to the high expectation of lowering taxes in the future, resulting in inflation and currency revaluation. Widespread perception that Colombian agricultural sector is the most affected. 	 The Colombian Constitution of 1991 and international agreements regulate Colombian Labour rights, which includes right of association. Law 100 of 1993 and Decree Law 1295 of 1994: General System for Occupational Risks: prevention of accidents and occupational sickness. In 1994, 4.6 million join the pension system, increasing to 8.5 million in 2001.
The beginning of the new millennium and the Plan Colombia (2000-2002)	 2000-US government gives almost US \$1 billion in military aid to fight drug trafficking 2000-Peace talks between FARC and the government stop, because FARC argues that the government does not stop paramilitary groups. 2001-Pastrana extends the demilitarized area for eight months. 2002-Pastrana breaks three years of peace talks with FARC. 	 In 2002 Law 789 is promulgated creating norms for job generation and expanding social protection. Anyone who is economically dependent on someone else must have social security protection. Subsidies for SMEs to generate employment and skills development. 2002- Law 755: Paternal leavetime protection for the new-born.

	Government declares war zone after the rebels increase attacks.	
Alvaro Uribe's period (2002-2010)	 2002-Uribe planned austerity measures and political reforms 2003-Fighters form the right wing. United Self-Defence Forces of Colombia (AUC) begin to disarm. 2004-The AUC and government begin peace talks. 2005-Exploratory peace talks begin with the National Liberalization Army (ELN). 2006-Colombia and the US agree on a free trade agreement. The agreement awaits ratification in both countries. 2009-Alvaro Uribe offers FARC rebels peace talks if they stop criminal activities and declare cease-fire. 2009-Relations deteriorate with Venezuela, after plans to allow US troops to use Colombian military bases to fight drug trafficking. 2010-Venezuela cuts diplomatic ties with Colombia, after being accused of harbouring FARC rebels. 	 In 2003, with Decree 205, the government merges the Ministries of Social Protection and Labour Relationships into one. With Law 797, the government creates some reforms to the pension system. Independent works are required to pay contributions. In 2004, the government enacts Law 931 which prohibits the selection of workers based on age. In 2006, Congress passes Law 1010, which penalises work-related harassment with sanctions. In 2006, Law 1098 establishes a code for minors and teenagers. It sets the requirements for minor work regarding labour hours and workplace conditions and also establishes the right of association for minors. Law 1221 of 2008 promotes teleworking. Law 1080 of 2009 gives 5 days of special leave to workers when a family member passes away. Law 1429 of 2010 creates a regulation for job formalization and job creation with tax benefits to enterprises that formalise. It also includes direct employment protection to stop labour intermediation of work cooperatives.
Juan Manuel Santos Government (2010-2018): The Peace Process and the road to the OECD	 2010-Juan Manuel Santos is elected president and responds to FARC offer to talks, insisting that the rebels must first release hostages. 2010-Colombia and Venezuela restore diplomatic ties. 2011-Senate approves law to compensate victims of the civil conflict and return land to displaced people. 2011-US Congress passes delayed free trade agreement with Colombia, despite concerns over countries poor record of labour relationships 2012-Congress approves a law setting up guidelines for peace talks with rebels 	 Decree 4108 of 2011 gives the Ministry of Labour independence from the ministry of social protection. Law 1496 of 2011 establishes wage equality between men and women. Equality in wages, social benefits and the opportunity of promotion Decree 1092 of 2012: Trade union association right established in ILO conventions 151 and 154, regulating collective bargaining for public workers with expectations of wages and social benefit with the establishment by congress. Decree 089 of 2014 establishes freedom of association and collective bargaining, and regulates the coexistence of trade

- 2012-FARC declares two-month cease-fire, while peace talks begins with the government in Cuba.
- **2015**-Government declares bilateral cease-fire with FARC.
- 2015-Two sides set special courts for crimes committed during conflict, as a truth commission, and amnesty law.
- 2015-Two sides sign a deal on paying compensation to victims of the conflict.
- 2016-Government and FARC sign historic Peace Agreement that formally marks the end of a 52 year armed conflict.
- 2016-In October, voters reject government peace deal with FARC by a small difference in a national referendum. In November, both houses of Congress endorse a revised version of the Agreement.
- **2018** In May, Colombia became the 37th member of the OECD.
- 2018 –June 17th, Iván Duque Marquez from the Centro Democrático political party was elected the new President of Colombia.

- unions allowing for negotiation to obtain one collective bargaining agreement
- Law 1780 of 2016 promotes entrepreneurship and labour market access

Sources: Alcaldía de Bogotá, 1945; BBC, 2006; Caballero, 2011; El Tiempo, 1990; Garay, 2016; ILO, 2016; NPR, 2007; Ramírez, Guevara & Korena, 2003; Revista Dinero, 2013.

Annex II: Recent Colombian labour policies and regulations

Table 1: Recent Colombian labour policies and regulations

Regulation	Year	Торіс
Law 789	2002	Establishes norms for job generation and expands social protection. Anyone who is economically dependent on someone else must have social protection. Provides subsidies to SMEs to generate employment and incentives for internships.
Law 797	2003	Enacts some reforms to the pension system. Independent workers are required to pay contributions.
Lay 1010	2006	Regulates conduct that penalise work harassment with sanctions.
Law 1221	2008	Promotes virtual work (teleworking).
Law 1429	2010	Promotes job formalization and job creation with tax benefits to enterprises that formalize. Direct employment protection to stop labour intermediation of work cooperatives.
Law 755	2002	Establishes paternity leave with the new-born.
Law 1080	2009	Gives 5 days of special leave to workers when a family member passes away.
Law 1453	2011	Enacted in the context of Law 50 of 1990, which regulates the coexistence of collective agreements and collective bargaining, always respecting the equality of social benefits, as well as Law 1463, which establishes regulations for collective bargaining. Law 1453 states that collective bargaining is a protected conduct and that attempts against trade union rights will be penalised by the Ministry.
Decree 089	2014	Promotes freedom of association and collective bargaining, regulates the coexistence of trade unions, and protects negotiations to obtain one collective agreement.
Decree 1092	2012	Trade union association right were established in ILO conventions 151 and 154. In this context, Decree 1092 regulates collective bargaining for public workers with expectations of wages and social benefits.
Law 1496	2011	Establishes wage equality between men and women, as well as equality in wages, social benefits and career advancement opportunities.
Law 1610	2013	Regulates the inspection authority of the Labour ministry, including the right to impose sanctions on employers who violate labour regulations.
Decree 1072	2015	Simplifies, compiles and establishes the structure of the national regulatory system in the head of the Labour Ministry.
Decree 055	2015	Regulates inter affiliation of labour risks.
Law 1636	2013	Provides protection to laid-off workers.
Law 1780	2016	Promotes entrepreneurship and labour market access.

Decree 36	2016	Regulates the use of union contracts.
Decree 583	2016	Regulates intermediation and labour outsourcing.

The Colombian National Constitution of 1991 gives labour rights a fundamental status. It establishes social security, freedom of association and the right to collective bargaining. The constitution establishes labour rights as a social and economic right in the following articles:

- Article 25. Basic labour rights
- Article 26. Freedom to choose profession or occupation
- Article 39. Trade union association right and warranties to the union representatives
- Article 48. Social security essential right
- Article 53. Fundamental principles of the labour statute
- Article 54. The national and employer obligation to require and provide for employee disability protection
- Article 55. Collective bargaining right
- Article 56. Strike right except in essential public services
- Article 57. Participation of employees in business management
- Article 60. Employee access to enterprise property: When a public enterprise is sold, employees must have an opportunity to participate in buying stocks.
- Article 93. Labour conventions and treaties that are ratified by the country will prevail in the constitutional order.
- Article 215. Protection to not abandon labour conditions in state of emergency.

Annex III: ILO conventions ratified by Colombia

Table 2: ILO conventions ratified by Colombia

Convention	Date of Ratification	Status
C029 - Forced Labour Convention, 1930 (No. 29)	04 March 1969	In Force
C087 - Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)	16 November 1976	In Force
C098 - Right to Organise and Collective Bargaining Convention, 1949 (No. 98)	16 November 1976	In Force
C100 - Equal Remuneration Convention, 1951 (No. 100)	07 June 1963	In Force
C105 - Abolition of Forced Labour Convention, 1957 (No. 105)	07 June 1963	In Force
C111 - Discrimination (Employment and Occupation) Convention, 1958 (No. 111)	04 March 1969	In Force
C138 - Minimum Age Convention, 1973 (No. 138) Minimum age specified as 15 years.	02 February 2001	In Force
C182 - Worst Forms of Child Labour Convention, 1999 (No. 182)	28 January 2005	In Force
C081 - Labour Inspection Convention, 1947 (No. 81) Excluding Part II	13 November 1967	In Force
C129 - Labour Inspection (Agriculture) Convention, 1969 (No. 129)	16 November 1976	In Force
C144 - Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)	09 November 1999	In Force
C001 - Hours of Work (Industry) Convention, 1919 (No. 1)	20 June 1933	In Force
C002 - Unemployment Convention, 1919 (No. 2)	20 June 1933	In Force
C003 - Maternity Protection Convention, 1919 (No. 3)	20 June 1933	In Force
C004 - Night Work (Women) Convention, 1919 (No. 4)	20 June 1933	In Force
C005 - Minimum Age (Industry) Convention, 1919 (No. 5)	20 June 1933	Not in force Automatic superseded by on 02 Feb 2002 by convention C138

C006 - Night Work of Young Persons (Industry)	13 April 1983	In Force
Convention, 1919 (No. 6)		
C007 - Minimum Age (Sea) Convention, 1920 (No. 7)	20 June 1933	Not in force
		Automatic
		Denunciation on
		02 Feb 2002 by
		convention C138
C008 - Unemployment Indemnity (Shipwreck)	20 June 1933	In Force
Convention, 1920 (No. 8)		
C009 - Placing of Seamen Convention, 1920 (No. 9)	20 June 1933	In Force
C010 - Minimum Age (Agriculture) Convention, 1921 (No. 10)	13 April 1983	Not in force
		Automatic
		Denunciation on
		02 February
		2002 by
		convention C138
C011 - Right of Association (Agriculture) Convention, 1921 (No. 11)	20 June 1933	In Force
C012 - Workmen's Compensation (Agriculture)	20 June 1933	In Force
Convention, 1921 (No. 12)		
C013 - White Lead (Painting) Convention, 1921	20 June 1933	In Force
(No. 13)		
C013 - White Lead (Painting) Convention, 1921	20 June 1933	In Force
(No. 13)		
C014 - Weekly Rest (Industry) Convention, 1921 (No. 14)	20 June 1933	In Force
C015 - Minimum Age (Trimmers and Stokers)	20 June 1933	Not in force
Convention, 1921 (No. 15)		Automatic
		Denunciation on
		02 February
		2002 by
		convention C138
C016 - Medical Examination of Young Persons (Sea) Convention, 1921 (No. 16)	20 June 1933	In Force
C017 - Workmen's Compensation (Accidents) Convention, 1925 (No. 17)	20 June 1933	In Force
C018 - Workmen's Compensation (Occupational Diseases) Convention, 1925 (No. 18)	20 June 1933	In Force

C018 - Workmen's Compensation (Occupational Diseases) Convention, 1925 (No. 18)	20 June 1933	In Force
C019 - Equality of Treatment (Accident Compensation) Convention, 1925 (No. 19)	20 June 1933	In Force
C020 - Night Work (Bakeries) Convention, 1925 (No. 20)	20 June 1933	In Force
C021 - Inspection of Emigrants Convention, 1926 (No. 21)	20 June 1933	In Force
C021 - Inspection of Emigrants Convention, 1926 (No. 21)	20 June 1933	In Force
C022 - Seamen's Articles of Agreement Convention, 1926 (No. 22)	20 June 1933	In Force
C023 - Repatriation of Seamen Convention, 1926 (No. 23)	20 June 1933	In Force
C024 - Sickness Insurance (Industry) Convention, 1927 (No. 24)	20 June 1933	In Force
C025 - Sickness Insurance (Agriculture) Convention, 1927 (No. 25)	20 June 1933	In Force
C026 - Minimum Wage-Fixing Machinery Convention, 1928 (No. 26)	20 June 1933	In Force
C030 - Hours of Work (Commerce and Offices) Convention, 1930 (No. 30)	04 March 1969	In Force
C052 - Holidays with Pay Convention, 1936 (No. 52)	07 June 1963	In Force
C062 - Safety Provisions (Building) Convention, 1937 (No. 62)	04 March 1969	Not in force Automatic Denunciation on 06 September 1995 by convention
C080 - Final Articles Revision Convention, 1946 (No. 80)	10 June 1947	In Force
C088 - Employment Service Convention, 1948 (No. 88)	31 October 1967	In Force
C095 - Protection of Wages Convention, 1949 (No. 95)	07 June 1963	In Force
C099 - Minimum Wage Fixing Machinery (Agriculture) Convention, 1951 (No. 99)	04 March 1969	In Force

C101 - Holidays with Pay (Agriculture) Convention, 1952 (No. 101)	04 March 1969	In Force
C104 - Abolition of Penal Sanctions (Indigenous Workers) Convention, 1955 (No. 104)	04 March 1969	In Force
C106 - Weekly Rest (Commerce and Offices) Convention, 1957 (No. 106)	04 March 1969	In Force
C107 - Indigenous and Tribal Populations Convention, 1957 (No. 107)	04 March 1969	Not in force Automatic Denunciation on 07 August 1992 by convention C169
C116 - Final Articles Revision Convention, 1961 (No. 116)	04 March 1969	In Force
C136 - Benzene Convention, 1971 (No. 136)	16 November 1976	In Force
C151 - Labour Relations (Public Service) Convention, 1978 (No. 151)	08 December 2000	In Force
C154 - Collective Bargaining Convention, 1981 (No. 154)	08 December 2000	In Force
C159 - Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159)	07 December 1989	In Force
C160 - Labour Statistics Convention, 1985 (No. 160)	23 March 1990	In Force
C161 - Occupational Health Services Convention, 1985 (No. 161)	25 January 2001	In Force
C162 - Asbestos Convention, 1986 (No. 162)	25 January 2001	In Force
C167 - Safety and Health in Construction Convention, 1988 (No. 167)	06 September 1994	In Force
C169 - Indigenous and Tribal Peoples Convention, 1989 (No. 169)	07 August 1991	In Force
C170 - Chemicals Convention, 1990 (No. 170)	06 September 1994	In Force
C174 - Prevention of Major Industrial Accidents Convention, 1993 (No. 174)	09 December 1997	In Force
C189 - Domestic Workers Convention, 2011 (No. 189)	09 May 2014	In Force

Annex IV: Trade and investment agreements signed

Table 3: Trade and investment agreements signed by Colombia

Current Agreements	Туре	Subscribed	Came Into Force	Labour	
		2 202 2 2 2 2 2		Standards Included	
					De (An In De
CAN	Free Trade Agreement	May 26 th , 1969	October 16 th , 1969	Yes	Ins Soci an 58 Ins S Hea
Canada	Free Trade Agreement	November 21st, 2008	August 15 th , 2011	Yes	С
CARICOM	Preferential Trade Agreement	July 24 th , 1994	January 1 st , 1995	Yes	C (T entry
Chile	Free Trade Agreement	November 27 ^{th,} 2006	May 8th, 2009	Yes	С
Costa Rica	Free Trade Agreement	March 2 nd , 1984 May 22 nd , 2013	N.A August 1 st , 2016	No	
Cuba	Deepening trade	September 15 th , 2000	July 10th, 2001	No	
EFTA (Liechtenstein, Switzerland; Norway and Iceland)	Free Trade Agreement	November 25 th , 2008	Liechtenstein & Switzerland: July 1 st , 2011 Norway: September 1 st , 2014 Iceland, October 1 st 2014	Yes	(A
El Salvador, Guatemala and Honduras	Free Trade Agreement	August 9 th , 2007	Guatemala, November 12 th , 2009 El Salvador: February 1 st 2010	Yes	C (T entry

			Honduras: March 27 th , 2010		
European Union	Free Trade Agreement	June 26 th , 2012	August 1st, 2013	Yes	Title
MERCOSUR	Free Trade Agreement	October 18 th , 2004	Argentina, Brazil & Uruguay: February 1st, 2005 Paraguay April 19th - 2005	No	
Mexico	Free Trade Agreement	June 13 th , 1994	January 1 st , 1995	Yes	Cł (T entry
Nicaragua	Partial agreement	March 2 nd , 1984	September 2 nd , -	No	
Pacific Alliance	Trade and political platform	June 6 th , 2012	July 20th, 2015	Yes	Gen
Panama	Preferential trade agreement	July 9 th , 1993	January 18 th , 1995	No	
South Korea	Free Trade Agreement	February 21 st , 2013	July 15 th 2016	Yes	Co To St De Ar
United States of America	Free Trade Agreement	November 22 nd , 2006	May 15 th , 2012	Yes	C
Venezuela	Partial agreement	November 28th, 2011	October 19 th , 2012	No	
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