

PD-AAA-756-A1

5180096-12

AID 1020-25 (7-68)		SECURITY CLASSIFICATION		001 PROJECT NUMBER	
PROJECT APPRAISAL REPORT (PAR)		UNCLASSIFIED		518-15-995-096.3 1/p.	
(U-446) See M.O. 1026.1					

002 PAR	MO.	DAY	YR.	003 U.S. OBLIGATION SPAN	004 PROJECT TITLE
AS OF:	08	31	70	FY 66 Thru FY 72	INSTITUTIONAL DEVELOPMENT - LABOR
005 COOPERATING COUNTRY - REGION - AID/W OFFICE					
ECUADOR					

006 FUNDING TABLE

AID DOLLAR FINANCING-OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 19 70)	777 *	757	19	-	563	-	32	-	-	1	162
	205.0**	205.0	-	-	138.3	-	-	-	-	-	66.7
PROPOSED OPERATIONAL YEAR (FY 19 71)	205.0**	205.0	-	-	124.0	-	-	-	-	-	81.0

CCC VALUE OF P.L. 480 COMMODITIES (\$000) → Thru Actual Year : Operational Year Program :

007 IMPLEMENTING AGENCY TABLE

If contractors or participating agencies are employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate descriptive code in columns b and c, using the coding guide provided below.

TYPE CODE b	TYPE CODE c	d. IMPLEMENTING AGENCY	TYPE CODE		d. CONTRACT/PASA/VOLAG NO.	e. LEAVE BLANK FOR AID/W USE
			b.	c.		
1. U.S. CONTRACTOR	0. PARTICIPATING AGENCY	1. American Institute for Free Labor Dev.	1	2	AID/La-259	
2. LOCAL CONTRACTOR	1. UNIVERSITY					
3. THIRD COUNTRY CONTRACTOR	2. NON-PROFIT INSTITUTION					
4. PARTICIPATING AGENCY	3. ARCHITECTURAL & ENGINEERING	2.				
5. VOLUNTARY AGENCY	4. CONSTRUCTION	3.				
6. OTHER	5. OTHER COMMERCIAL					
	6. INDIVIDUAL					
	7. OTHER:					

PART I - PROJECT IMPACT

I-A. GENERAL NARRATIVE STATEMENT ON PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.

This summary narrative should begin with a brief (one or two paragraph) statement of the principal events in the history of the project since the last PAR. Following this should come a concise narrative statement which evaluates the overall efficiency, effectiveness and significance of the project from the standpoint of:

- (1) overall performance and effectiveness of project implementation in achieving stated project targets;
- (2) the contribution to achievement of sector and goal plans;
- (3) anticipated results compared to costs, i.e., efficiency in resource utilization;
- (4) the continued relevance, importance and significance of the project to country development and/or the furtherance of U.S. objectives.

Include in the above outline, as necessary and appropriate, significant remedial actions undertaken or planned. The narrative can best be done after the rest of PART I is completed. It should integrate the partial analyses in I-B and I-C into an overall balanced appraisal of the project's impact. The narrative can refer to other sections of the PAR which are pertinent. If the evaluation in the previous PAR has not significantly changed, or if the project is too new to have achieved significant results, this Part should so state.

008 NARRATIVE FOR PART I-A (Continue on form AID 1020-25 1 as necessary):

Actual obligations as of June 30, 1969.

** Estimated obligations for FYs 1970 and 1971

This PAR covers the period July 1, 1969 - March 31, 1970.

MISSION DIRECTOR APPROVAL →	SIGNATURE <i>[Signature]</i>	DATE 7/8/70
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PAR CONTINUATION SHEET	
This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.	

1-A, 008, Continued

This PAR covers the period July 1, 1969 through March 31, 1970. Since no unclassified PAR has been submitted on this project previously the following is a brief summary of the project's history. The first Labor Advisor to USAID arrived in 1959 as a result of the recognition of the increasing importance of workers and labor organizations in a program of economic expansion. The early years of the project provided participant training programs in Puerto Rico as well as labor education in Ecuador. By 1962 the Free Trade Union Confederation (CEOSL) had been organized to represent on a national basis the interests of free trade union members and the National Institute of Labor Education (INESE) began operating. In 1963 the development and administration of the labor program was turned over to AIFLD with the first country director arriving in 1963. Working through INESE to support CEOSL, the contractor provided training courses on a regional as well as a national basis, building up a staff of Ecuadoreans gradually reaching most of the nation. In addition to education, the program has included social projects providing equipment and other items to unions on a donation basis. The project was quite active in agricultural union development in Loja province and around Santo Domingo through 1968 when this effort began to receive less emphasis. In recent years the major activity has been in the more industrialized coastal region.

(1) Overall performance and effectiveness of implementation

Given the complexity of the labor development picture in Ecuador, the small number of organized workers and the divisions within that group, the formation of a free labor movement has been an impressive achievement of this project. Especially in the period covered by this PAR, much improved administrative procedures, trimming of local staff to a more reasonable size ^{and} an upgrading of the level of educational programs have greatly increased the effectiveness of the program.

(2) Contribution to sector and goal plans

The large sector of the Ecuadorean population not participating in the political and economic activities of the country includes many of the members and potential members of labor unions. The skills provided these persons in group organization and solidarity, and the additional income achieved by collective bargaining contributes to the goals of the country team. As yet these contributions are more potential than actual. In part they are delayed by the concentration of attention on the Unions and not reaching out toward a wider role in the nation. It is hoped that after the initial consolidation of the unions is achieved more influence can be exerted beyond the employer-employee context.

(3) Anticipated results compared to costs

The educational, human organization approach essential to this project is slow and expensive in terms of readily visible results. However, in that most of the resources are invested in leadership development it is felt that

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the costs have not been excessive. It is hoped that a careful comparison will soon be made of the relative costs and values of training outside Ecuador compared with in-country training.

(4) Continued relevance

Organized labor continues to be an increasingly more important sector of the population as industrial development advances. Providing this group with a structure, understanding of its importance and possibilities is essential to the on-going development of Ecuador.

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PART I-B - PROJECT EFFECTIVENESS

009

I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				6. PROJECT TOTAL FOR PROJECT LIFE
		3 ACTUAL CUM. TO DATE 3/31/70	4. AS OF PRIOR JUNE 30 1969		5. PLANNED BY NEXT JUNE 30 1971	
			a. PLANNED	b. ACTUAL		
	<p>The PIP for this project is in the process of being prepared. The output targets indicated below are illustrative of those to be included in the PIP.</p> <ol style="list-style-type: none"> 1. Collective bargaining agreements for CEOSL affiliated unions 2. Unions affiliated with CEOSL 3. Total membership 4. Dues collection by CEOSL from provincial federations 5. Number of available trained instructors in affiliated unions 6. Front Royal Training Program <ol style="list-style-type: none"> a. Trainees b. Activists, 9 mos. training program (3 of the above 8) 7. Organization of craft or trade unions 8. Affiliation of labor organization to International Trade Secretariat 9. Establishment of self sustaining federations 10. Social projects 11. Ecuadorean participants to ORIT and International Trade Secretariat conferences, congresses or courses 	70			125	
		300			335	
		23,000			35,000	
		15,000			20,000	
		43			100	
					8	
					3	
					1	
					1	
					3	
					6	
					6	

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PART I-B - Continued

010 B.2 - OVERALL ACHIEVEMENT OF PROJECT TARGETS

Place an "X" within the bracket on the following seven-point scale that represents your judgment of the overall progress towards project targets:



PART I-C - PROJECT SIGNIFICANCE

011 C.1 - RELATION TO SECTOR AND PROGRAM GOALS (See detailed instructions M.O. 1026.1)

This section is designed to indicate the potential and actual impact of the project on relevant sector and program goals. List the goals in col. b and rate potential and actual project impact in cols. c and d.

a. CODE NO. (AID/W USE ONLY)	SCALE FOR COLUMN c: 3= Very Important; 2= Important; 1= Secondary Importance SCALE FOR COLUMN d: 3= Superior/Outstanding; 2= Adequate/Satisfactory/Good; 1= Unsatisfactory/Marginal	c. POTENTIAL IMPACT ON EACH GOAL IF PROJECT ACHIEVES TARGETS	d. ACTUAL IMPACT ON GOAL TO DATE RELATIVE TO PROGRESS EXPECTED AT THIS STAGE
b. SECTOR AND PROGRAM GOALS (LIST ONLY THOSE ON WHICH THE PROJECT HAS A SIGNIFICANT EFFECT)			
(1)	Increasing the participation of low-income groups in the political, economic and social life of the country.	2	2
(2)	Promoting a more equitable distribution of income.	2	2
(3)			
(4)			

For goals where column c. is rated 3 or 2 and column d. is rated 1, explain in the space for narrative. The narrative should also indicate the extent to which the potential impacts rated 3 or 2 in column c. are dependent on factors external to the achievement of the project targets, i.e., is there a substantial risk of the anticipated impact being forestalled by factors not involved in the achievement of project targets. If possible and relevant, it also would be useful to mention in the narrative your reading of any current indicators that longer-term purposes, beyond scheduled project targets, are likely or unlikely to be achieved. Each explanatory note must be identified by the number of the entry (col. b) to which it pertains.

012 NARRATIVE FOR PART I-C.1 (Continue on form AID 1020-25 I):

A serious possible deterrent to full impact from this project is the general state of labor development in the country and its division in segments designated as free, communist and related to the Catholic Church. The struggles among these segments, while at present not violent, drain off some energies and divert resources that could be used much better in other ways. USAID support provides another factor of potential divisiveness; the identification of the free labor movement with U. S. labor movement leads to as much criticism as does U. S. government support.

The coming Andean Integration may also bring into industrial development factors that will seriously affect the labor movement.

In addition, the rapidly expanding petroleum industry around the new fields in northeast Ecuador injects new factors into the labor scene.

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518-15-995-096.3**PART I-C - Continued****C.2 - GENERAL QUESTIONS**

These questions concern developments since the prior FAR. For each question place "Y" for Yes, "N" for No, or "NA" for Not Applicable in the right hand column. For each question where "Y" is entered, explain briefly in the space below the table.	MARK IN THIS COL.
013 Have there been any significant, unusual or unanticipated results not covered so far in this PAR?	N
014 Have means, conditions or activities other than project measures had a substantial effect on project output or accomplishments?	N
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	N
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, unnecessary or subject to modification or earlier termination?	N
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	N
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	N
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	Y
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	N
021 <u>NARRATIVE FOR PART I-C.2</u> Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):	

019 Various social projects, housing, medical assistance and others have provided publicity opportunities.

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518-15-995-096.3**PART II - IMPLEMENTATION REPORT****II-A - STATUS OF SCHEDULE**022 A-1 - **INDIVIDUAL ACTIONS** (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a) PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(b) STATUS - PLACE AN "X" IN, ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
	<p>No PIP for this project has been prepared. The following major actions, past and future, are illustrative of those to be included in the PIP.</p> <p>Selection of affiliated unions most likely to need collective bargaining skills.</p> <p>Preparation of model collective bargaining contracts.</p> <p>Selection of target groups for possible membership in CEOSL.</p> <p>Training workshops on collective bargaining.</p> <p>Development of social projects to attract new members.</p> <p>Training activities for non-affiliated groups.</p> <p>Increase dues collection by increased information of relative dues contribution of groups.</p> <p>Formation of independent labor schools.</p> <p>Night training courses.</p> <p>Securing the affiliation of new unions to the corresponding International Trade Secretariats.</p> <p>* Planned for the future.</p>		<p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p>	

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PART II - Continued

023

II-A.2 - OVERALL TIMELINESS

In general, project implementation is (place an "X" in one block):

(a) On schedule	X
(b) Ahead of schedule	
(c) Behind schedule	
(1) AID/W Program Approval	
(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	
(3) Technicians	
(4) Participants	
(5) Commodities (non-FFF)	
(6) Cooperating Country	
(7) Commodities (FFF)	
(8) Other (specify):	

BLOCK (c): If marked, place an "X" in any of the blocks one thru eight that apply. This is limited to key aspects of implementation, e.g., timely delivery of commodities, return of participants to assume their project responsibilities, cooperating country funding, arrival of technicians.

II-B - RESOURCE INPUTS

This section appraises the effectiveness of U.S. resource inputs. There follow illustrative lists of factors, grouped under Implementing Agency, Participant Training and Commodities, that might influence the effectiveness of each of these types of project resources. In the blocks after only those factors which significantly affect project accomplishments, write the letter P if effect is positive or satisfactory, or the letter N if effect is negative or less than satisfactory.

1. FACTORS-IMPLEMENTING AGENCY (Contract/Participating Agency/Voluntary Agency)

024 IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:		032 Quality, comprehensiveness and candor of required reports	P
		033 Promptness of required reports	P
025 Adequacy of technical knowledge	P	034 Adherence to work schedule	P
026 Understanding of project purposes	P	035 Working relations with Americans	P
027 Project planning and management	P	036 Working relations with cooperating country nationals	P
028 Ability to adapt technical knowledge to local situation	P	037 Adaptation to local working and living environment	P
029 Effective use of participant training element	P	038 Home office backstopping and substantive interest	P
030 Ability to train and utilize local staff	P	039 Timely recruiting of qualified technicians	
031 Adherence to AID administrative and other requirements	P	040 Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

041 IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:		TRAINING UTILIZATION AND FOLLOW UP	
		052 Appropriateness of original selection	
PREDEPARTURE		053 Relevance of training for present project purposes	P
042 English language ability		054 Appropriateness of post-training placement	
043 Availability of host country funding		055 Utility of training regardless of changes in project	
044 Host country operational considerations (e.g., selection procedures)		056 Ability to get meritorious ideas accepted by supervisors	
045 Technical/professional qualifications		057 Adequacy of performance	
046 Quality of technical orientation		058 Continuance on project	P
047 Quality of general orientation		059 Availability of necessary facilities and equipment	
048 Participants' collaboration in planning content of program		060 Mission or contractor follow-up activity	
049 Collaboration by participants' supervisors in planning training		061 Other (describe):	
050 Participants' availability for training			
051 Other (describe):			

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PART II-B - Continued

3. FACTORS-COMMODITIES

PLACE AN "X" IN APPROPRIATE BLOCK:	062 FFF	063 NON-FFF	064 NO COMMODITY ELEMENT	X	072 Control measures against damage and deterioration in shipment.
065 Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).					073 Control measures against deterioration in storage.
066 Quality of commodities, adherence to specifications, marking.					074 Readiness and availability of facilities.
067 Timeliness in procurement or reconditioning.					075 Appropriateness of use of commodities.
068 Timeliness of shipment to port of entry.					076 Maintenance and spares support.
069 Adequacy of port and inland storage facilities.					077 Adequacy of property records, accounting and controls.
070 Timeliness of shipment from port to site.					078 Other (Describe):
071 Control measures against loss and theft.					

Indicate in a concise narrative statement (under the heading a. Overall Implementation Performance, below) your summary appraisal of the status of project implementation, covering both significant achievements and problem areas. This should include any comments about the adequacy of provision of direct hire technicians as well as an overall appraisal of the comments provided under the three headings (b, c & d) which follow. For projects which include a dollar input for generation of local currency to meet local cost requirements, indicate the status of that input (see Detailed Instructions).

Discuss separately (under separate headings b, c & d) the status of Implementing Agency Actions, Participants and Commodities. Where above listed factors are causing significant problems (marked N), describe briefly in the appropriate narrative section: (1) the cause and source of the problem, (2) the consequences of not correcting it, and (3) what corrective action has been taken, called for, or planned by the Mission. Identify each factor discussed by its number.

079 NARRATIVE FOR PART II-B: (After narrative section a. Overall Implementation Performance, below, follow, on form AID 1020-25 I as needed, with the following narrative section headings: b. Implementing Agency, c. Participants, d. Commodities. List all narrative section headings in order. For any headings which are not applicable, mark them as such and follow immediately below with the next narrative section heading.)

a. Overall Implementation Performance.

The implementation of this project has been satisfactory on the whole. The current reporting period can be characterized as a time of tightening administrative procedures, increased effectiveness of a smaller group of local personnel and a gradual move in education courses from broad membership to selected leaders, leaving the basic courses to local union education committees.

b. Implementing agency - As in the past, the somewhat sensitive nature of the project, and the strong U.S. support has contributed to an activity rather independent of USAID activities. Relationships between the contractor and his representative and USAID have improved somewhat during this reporting period.

c. Participants - The participants trained under this program have generally made a significant contribution to the labor movement upon their return to Ecuador. This is largely the result of the advance planning and the provision of necessary financing which make it possible for them to work in union organization and education for a significant period upon their return.

d. Commodities - N.A.

CEOSL, the Confederation through which a major portion of the project resources and attention is being directed, has grown in affiliation and political strength during the period covered by this report. Some improvement has also been effected in its general administration and financial structure.

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PART III - ROLE OF THE COOPERATING COUNTRY

The following list of illustrative items are to be considered by the evaluator. In the block after only those items which significantly affect project effectiveness, write the letter P if the effect of the item is positive or satisfactory, or the letter N if the effect of the item is negative or less than satisfactory.

SPECIFIC OPERATIONAL FACTORS:

080	Coordination and cooperation within and between ministries.	
081	Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	
082	Availability of reliable data for project planning, control and evaluation.	N
083	Competence and/or continuity in executive leadership of project.	
084	Host country project funding.	
085	Legislative changes relevant to project purposes.	
086	Existence and adequacy of a project-related LDC organization.	P
087	Resolution of procedural and bureaucratic problems.	
088	Availability of LDC physical resource inputs and/or supporting services and facilities.	
089	Maintenance of facilities and equipment.	P
090	Resolution of tribal, class or caste problems.	
091	Receptivity to change and innovation.	
092	Political conditions specific to project.	
093	Capacity to transform ideas into actions, i.e., ability to implement project plans.	
094	Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	
095	Extent of LDC efforts to widen the dissemination of project benefits and services.	
096	Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	
097	Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	
098	Other:	

HOST COUNTRY COUNTERPART TECHNICIAN FACTORS.

099	Level of technical education and/or technical experience.	
100	Planning and management skills.	
101	Amount of technician man years available.	
102	Continuity of staff.	
103	Willingness to work in rural areas.	
104	Pay and allowances.	
105	Other.	

In the space below for narrative provide a succinct discussion and overall appraisal of the quality of country performance related to this project, particularly over the past year. Consider important trends and prospects. See Detailed Instructions for an illustrative list of considerations to be covered.

For only those items marked N include brief statements covering the nature of the problem, its impact on the achievement of project targets (i.e., its importance) and the nature and cost of corrective action taken or planned. Identify each explanatory note.

106 NARRATIVE FOR PART III (Continue on form AID 1020-25 I):

Direct relationships with agencies of the central government are relatively unimportant for this project. The approval of union legalization papers, petitions for strikes, etc. has been handled fairly well by the labor office of the Ministry of Social Welfare. The low staffing level and minimum equipment of that office, however, considerably slow down the necessary processing. The almost absolute lack of statistics on unemployment, wage and salary levels, consumer price indexes, etc., makes the job of advance planning for labor organization difficult.

082 Not only the unavailability of statistics as mentioned above but also the general lack of reliable data on population, international migration, manpower availability and development, all mean that programming is largely based on semieducated guesses.

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PART IV - PROGRAMMING IMPLICATIONS

IV-A - EFFECT ON PURPOSE AND DESIGN

Indicate in a brief narrative whether the Mission experience to date with this project and/or changing country circumstances call for some adjustment in project purposes or design, and why, and the approximate cost implications. Cover any of the following considerations or others that may be relevant. (See Detailed Instructions for additional illustrative considerations.) Relevant experience or country situations that were described earlier can simply be referenced. The spelling out of specific changes should be left to the appropriate programming documents, but a brief indication of the type of change contemplated should be given here to clarify the need for change. For example, changes might be indicated if they would:

1. better achieve program/project purposes;
2. address more critical or higher priority purposes within a goal plan;
3. produce desired results at less cost;
4. give more assurance of lasting institutional development upon U.S. withdrawal.

107 NARRATIVE FOR PART IV-A (Continue on form AID 1020-25 I):

No changes in project purposes or design are foreseen at this time.

IV-B - PROPOSED ACTION

108 This project should be (Place an "X" in appropriate block(s)):

1. Continued as presently scheduled in PIP.	X
2. Continued with minor changes in the PIP, made at Mission level (not requiring submission of an amended PIP to AID/W).	
3. Continued with significant changes in the PIP (but not sufficient to require a revised PROP). A formally revised PIP will follow.	
4. Extended beyond its present schedule to (Date): Mo. ___ Day ___ Yr. ___. Explain in narrative, PROP will follow.	
5. Substantively revised. PROP will follow.	
6. Evaluated in depth to determine its effectiveness, future scope, and duration.	
7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. ___ Day ___ Yr. ___. Explain in narrative.	
8. Other. Explain in narrative.	X

109 NARRATIVE FOR PART IV-B:

The PIP for this project is being prepared.

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