

PROJECT APPRAISAL REPORT (PAR)

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10p.

1. PROJECT NO. <b>598-0101</b>	2. YEAR FOR PERIOD <b>4/1/76</b> TO <b>3/31/77</b>	3. COUNTRY <b>Chile</b>	4. PAR SERIAL NO. <b>77-1</b>
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5. PROJECT TITLE

**Free Labor Development**

6. PROJECT DURATION: Began FY <u>62</u> Ends FY <u>79</u>	7. DATE LATEST PROP <b>N/A</b>	8. DATE LATEST PIP <b>N/A</b>	9. DATE PRIOR PAR <b>April 1, 1976</b>
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10. U.S. FUNDING	a. Cumulative Obligation Thru Prior FY: \$ *	b. Current FY Estimated Budget: \$ <b>172,000</b>	c. Estimated Budget to completion After Current FY: \$ <b>376,000</b>
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11. KEY ACTION AGENTS (Contractor, Participating Agency or Voluntary Agency)

a. NAME <b>American Institute for Free Labor Development (AIFLD)</b>	b. CONTRACT, PASA OR VOL. AG. NO. <b>AID/1a-C-73-1</b>
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I. NEW ACTIONS PROPOSED AND REQUESTED AS A RESULT OF THIS EVALUATION

A. ACTION EX.			B. LIST OF ACTIONS	C. PROPOSED ACTION COMPLETION DATE
USAID	AID/W	HOST		
X	X		Local and Washington officials should continue to take advantage of every prudent opportunity to impress upon appropriate Chilean authorities and international labor organizations the importance of open lines of communication to the labor movement and the necessity of a democratic Chilean labor movement for long term economic and social development.	Continuing
	X		Encourage additional ITS contacts with Chile's labor movement and provide additional funding if required.	June 1977
			* Not available at Mission	

12. REVISIONS:  PROP  PIP  PRO AG  PEST  POC  POC 1

13. DATE OF MISSION REVIEW: **March 29, 1977**

14. PROJECT MANAGER: **RAWitherell, EEArcher**

15. FIELD DIRECTOR: **James L. Roush**

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**II. PERFORMANCE OF KEY INPUTS AND ACTION AGENTS**

A. INPUT OR ACTION AGENT CONTRACTOR, PARTICIPATING AGENCY OR VOLUNTARY AGENCY	B. PERFORMANCE AGAINST PLAN							C. IMPORTANCE FOR ACHIEVING PROJECT PURPOSE (X)				
	UNSATISFACTORY		SATISFACTORY			OUTSTANDING		LOW		MEDIUM		HIGH
	1	2	3	4	5	6	7	1	2	3	4	5
1. AIFLD/Chile						X						X
2.												
3.												

Comment on key factors determining rating: The contractor has continued to perform in an exemplary manner under difficult and trying conditions. The contractor's performance against plans for several important evaluation factors (technical qualifications of personnel, adherence to scope of work, candor and usefulness of reports, relations with Chileans, and planning) were judged to be superior. Adherence to work schedule was the only problem area over the past year. The difficulty was due to the GOC's last minute cancellation of courses. This was offset by exceeding the number of scheduled courses thanks to the outstanding support of the local labor movement in providing instructors and covering lost time costs.

4. PARTICIPANT TRAINING	a) In-Country	1	2	3	4	5	6	7	1	2	3	4	5
						X					X		

Comment on key factors determining rating: a) In-country: Local level support of training has been outstanding -- most workers' lost time and most instructor costs financed locally permitting project resources to "stretch", resulting in more courses than originally planned (see Section III). Delays, interference and/or outright cancellations of courses (cont. pg 2A)

5. COMMODITIES	N.A.	1	2	3	4	5	6	7	1	2	3	4	5
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Comment on key factors determining rating: Not applicable.

6. COOPERATING COUNTRY	b. PERSONNEL	Not applicable										
	b. OTHER	X										X

Comment on key factors determining rating: a) Except for instructors occasionally provided at labor's request, the GOC is not expected to provide any personnel inputs. b) The only applicable non-personnel input factor which could be considered satisfactory, i.e. as planned, is 3 - availability of data and statistics. The other applicable non-personnel factors were considered unsatisfactory because of government interference with the project. (See II A 4 above) The importance of the GOC to achieving the project's purpose was rated low because they should not be involved directly with the establishment of a free and democratic labor movement.

7. OTHER DONORS	a) Local labor movement	1	2	3	4	5	6	7	X					X
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II. Performance of Key Inputs and Action Agents (continued)

4. Participant Training	1	2	3	4	5	6	7	1	2	3	4	5
b) External						X						X

by the GOC and the resulting insecurities slightly lowered the rating given this input. Although there have only been a few cases, the discharge of trainees is also reflected in the rating. Although in-country courses are extremely important in maintaining contacts and vitality in Chile's free labor movement, they are of less overall importance in meeting the projects' purpose due to the relatively high level of education in Chile and the experience of the labor movement.

b) External: Courses at Front Royal are extremely important to meeting the project's near term purpose of maintaining a nucleus of democratically oriented labor leaders. These contacts have been vital in underscoring international labor's solidarity.

7. Other Donors	1	2	3	4	5	6	7	1	2	3	4	5
b) Local firms				X						X		
c) AFL/CIO						X						X
d) ITSs			X								X	

(continued from page 2)

a) Local Labor movement: This action agent has provided outstanding support to the program. Labor has arranged for lost time payments for students (the project has had to finance only 5% of these costs), and provided union halls for classrooms, some professors and transportation cost as well as graduation costs. They have demonstrated significant self help covering 40 to 50 percent of total course costs even where the unions have little money. (Note: The local labor movement as used here excludes the approximately 25% of the labor movement which has not demonstrated a belief in the tenets of free labor, such as free elections and collective bargaining.)

b) Local Firms: When called to their attention, firms have respected the provisions of previously negotiated collective bargaining contracts and released their workers for courses. Firms have also provided some instructors for certain subjects.

c) AFL/CIO: Its support for the democratic goals of free labor has been and is essential in preserving Chile's free labor leaders' willingness to strive to maintain traditional union freedoms. The AFL/CIO's support has been demonstrated during the period by: the visit of two Vice Presidents and an International Office officer to Chilean unions and the Ministry of Labor; the invitations extended to top Chilean labor leaders to visit the AFL/CIO in the U.S.; and, the cables and letters the AFL/CIO has sent to Chilean authorities regarding union rights (such as the jailing or arbitrary removal of elected union leaders).

(cont. page 3)

11.7. Continued: Comment on key factors determining rating of Other Donors (continued from page 2A) .  
d) ITSs: Although the role of ITSs in maintaining international ties is important for achieving the project's purpose, the ITSs contributed little during the period covered by this evaluation. This was due to their acceptance of international propaganda that there were no free labor leaders in Chile. Recent developments indicate that some ITSs are prepared to interpret Chile's labor situation in a more sophisticated manner. We believe ITS contacts should be increased (see list of actions on page 1).

III. KEY OUTPUT INDICATORS AND TARGETS <sup>1/</sup>

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		PRIORITY	TARGETS (Percentage Rate/Amount)*				END OF PROJECT
			CURRENT FY 76		FY 77	FY 78	
			TO DATE	TO END			
i Local, National and Regional Basic Seminars completed.	PLANNED	13		13			
	ACTUAL PERFORMANCE	14	28 <sup>a/</sup>				
	REPLANNED						
ii Regional Intermediate Seminars completed.	PLANNED	1		2			
	ACTUAL PERFORMANCE	1	1 <sup>b/</sup>				
	REPLANNED						
iii Advanced National Courses and Seminars completed.	PLANNED	-		1			
	ACTUAL PERFORMANCE	2	3 <sup>c/</sup>				
	REPLANNED						
iv Cooperative Courses and Campesino Seminars completed (non-add).	PLANNED	4		2			
	ACTUAL PERFORMANCE	1	4 <sup>d/</sup>				
	REPLANNED						
B. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS	COMMENT						
1.	a/ 866 trainees						
	b/ 33 trainees						
	c/ 88 trainees						
	d/ 109 trainees - non-add included above.						
2.	COMMENT:						
3.	COMMENT:						

<sup>1/</sup> No replanned estimates are provided since future PARs will be based upon the indicators contained in the recently submitted Logical Framework dated February 14, 1977. (See pages 3A, B and C for new targets).

\*All time periods refer to contract years, i.e., April 1 to March 31.

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PAGE 3 PAR <b>3A</b>				

II. 7. Continued: Comment on key factors determining rating of Other Donors

### III. KEY OUTPUT INDICATORS AND TARGETS

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		TARGETS (Percentage/Rate/Amount) *					
		CUMU- LATIVE PRIOR FY	<del>XXXXXX</del> <b>77</b>		FY <b>78</b>	FY <b>79</b>	END OF PROJECT
			TO DATE	TO END			
<b>1. Number participating in intermediate seminars. a/</b>	PLANNED						
	ACTUAL PERFORM- ANCE						
	REPLANNED		840	840	840	2,520	
<b>2. Number participating in basic level seminars. b/</b>	PLANNED						
	ACTUAL PERFORM- ANCE						
	REPLANNED		350	350	350	1,050	
<b>3. Number of farm labor leaders reached in organized labor seminars. c/</b>	PLANNED						
	ACTUAL PERFORM- ANCE						
	REPLANNED		175	175	175	525	
<b>4. Number attending advanced seminars in Chile. d/</b>	PLANNED						
	ACTUAL PERFORM- ANCE						
	REPLANNED		200	220	220	640	
B. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS		COMMENT:					
1.		a/ 28 courses per year b/ 10 courses per year c/ 7 courses per year d/ 10 courses per year.					
2.		COMMENT:					
3.		COMMENT:					

All years refer to contract years, i.e. April 1 to March 31.

AID 1020-25(10-70) PAGE 3 PAR <b>3B</b>	PROJECT NO. <b>598-0101</b>	PAR FOR PERIOD: <b>4/1/76 to 3/31/77</b>	COUNTRY <b>Chile</b>	PAR SERIAL NO. <b>77-1</b>
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II. 7. Continued: Comment on key factors determining rating of Other Donors

### III. KEY OUTPUT INDICATORS AND TARGETS

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		TARGETS (Percentage Rate/Amount) *					END OF PROJECT
		CUMU- LATIVE PRIOR FY	<del>XXXXXX</del> <b>77</b>		<b>78</b>	<b>79</b>	
			TO DATE	TO END			
<b>5. Chilean attendance at international labor meetings.</b>	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED			10	10	10	30
<b>6. Attendance at Front Royal courses.</b>	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED			5	5	5	15
<b>7. Number of social projects.</b>	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED			5	5	5	15
<b>8. Number of union members benefitted by social projects (thousands)</b>	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED			30	30	30	90
B. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS	COMMENT:						
1.							
2.	COMMENT:						
3.	COMMENT:						

\* All years refer to contract years, i.e. April 1 to March 31.

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II. 7. Continued: Comment on key factors determining rating of Other Donors

### III. KEY OUTPUT INDICATORS AND TARGETS

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		TARGETS (Percentage/Rate/Amount) *					END OF PROJECT
		<del>76</del> PRIOR FY 76	<del>77</del> CURRENT FY 77 TO DATE	<del>77</del> TO END	78 FY	79 FY	
9. Number of people indirectly benefiting from social projects (thousands).	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED			120	120	120	360
10. Number of ITS contacts and seminars.	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED			3	4	5	12
	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED						
	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED						
B. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS		COMMENT:					
1.							
2.		COMMENT:					
3.		COMMENT:					

\* All years refer to contract years, i.e. April 1 to March 31.

AID 1020-25 (10-70)	PROJECT NO.	PAR FOR PERIOD	COUNTRY	PAR SERIAL NO.
PAGE 4 PAR	598-0101	4/1/76 to 3/31/77	Chile	77-1

IV. PROJECT PURPOSE

A. 1. Statement of purpose as currently envisaged.  
**To develop a self-sustaining, socially responsible and democratic Chilean trade union movement.**

2. Same as in PROP?  YES  NO

(Note: Dual purpose per February 14, 1977 Logical Framework is as follows:

- 1) Maintain a labor movement which is knowledgeable about the operations and advantages of democratically representative labor organizations.
- 2) Preserve and expand labor leaderships' interest in seeking a democratically oriented labor movement and provide the labor movement with a continuity (cont. page 4A).

B. 1. Conditions which will exist when above purpose is achieved.

2. Evidence to date of progress toward these conditions.

a) Trade union movement generally apolitical, socially responsible, and concerned with bread and butter interests of workers.

b) Trade union movement officials elected through free and democratic procedures.

c) Key positions in unions, federations, etc. encumbered by adequately trained personnel.

- For the first time some labor leaders are establishing directly their own labor contacts with appropriate local and government officials and international labor organizations rather than making contacts through political party officials.
- The GOC still forbids elections but there are some indications that the ban on trade union elections will be relaxed within the next two years, e.g. recent speech by President, and inability of GOC to send union officials that are accepted at international conferences.
- An estimated 15 to 20 percent of current major union leaders have received AIFLD training. Education levels in Chile are generally high. Individuals trained under this project would become union officials if there were elections thereby increasing the number of union leaders with AIFLD training.

(cont. page. 4A).

V. PROGRAMMING GOAL

A. Statement of Programming Goal

**Improvement in the well being of the working class.**

(Note: Dual goal per February 14, 1977 Logical Framework is as follows:

- 1) Democratic labor organizations playing an active role in the development process.
- 2) Maintenance of a free, democratic and politically non-aligned trade union (cont. page 4A)

B. Will the achievement of the project purpose make a significant contribution to the programming goal, given the magnitude of the national problem? Cite evidence.

Although the achievement of the project's purpose will definitely contribute toward the goal, progress over this PAR's timeframe has been limited to building and preserving the base for a free and democratic union movement. Organized labor has been sensitized to their economic situation and union solutions to gaining a higher standard of living. People trained in project supported programs and seminars have been able to present their problems to local authorities in a manner which has enabled them to maintain widespread support for the Chilean labor movement.

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PAGE 4 PAR 4A	598-0101	4/1/76 to 3/31/77	Chile	77-1

IV. PROJECT PURPOSE

A. 1. Statement of purpose as currently envisaged.  
(continued from page 4).

2. Same as in PROP?  YES  NO

of experienced and trained democratic labor leaders.)

B. 1. Conditions which will exist when above purpose is achieved.

2. Evidence to date of progress toward these conditions.

(Continued from page 4)

d) Confederation(s) financially and technically capable of providing training required to maintain cadre of adequately trained trade union movement officers.

- GOC has blocked formation of a central confederation. Stronger federations are able to provide some of their own training needs. Union dues "check offs" continue. The major problem the confederations and federations have is to receive permission to hold courses. Their technical ability to provide training continues to improve (15 trainees returned from the U.S. last year). Their financial ability to provide training worsened over the last year due to continued high inflation and the loss of membership.

e) Trade union movement able to aggregate and pursue effectively interests of workers, rural and urban.

- There was no forward movement toward this EOPs over the past year. In the absence of the recognition of the right to strike, it is doubtful that this condition can be met. The government is considering a decree law which would restructure union/management/government relationships and provide for compulsory arbitration. (cont. page 4B)

V. PROGRAMMING GOAL

A. Statement of Programming Goal

(continued from page 4).  
movement in Chile.

B. Will the achievement of the project purpose make a significant contribution to the programming goal, given the magnitude of the national problem? Cite evidence.

#### IV. PROJECT PURPOSE

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B. 1. Conditions which will exist when above purpose is achieved.

(continued from page 4A).

f) Major federations affiliated with ITSs.

2. Evidence to date of progress toward these conditions.

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We are not optimistic that this EOPS would be advanced if that law were passed.

- Little progress was made toward this EOPS during this period (see II 7d.). Some ITSs, such as the metal workers, were hesitant to re-establish contacts in Chile. Additional AID/W effort in this area seems appropriate since it is doubtful that the GOC will encourage renewed contacts (see list of actions on page 1).

EOPS per February 14, 1977  
Logical Framework

1. a. Workers who have entered the labor market since 1970 are prepared for eventual free union elections.
- b. Union elections are held with the full and democratic participation of the membership.
- c. Farm labor organizations have direct consultations with the rest of the labor movement on questions of mutual interest.
  
2. a. Major Confederations are led by democratically elected representatives.
- b. Five of the six copper workers federations are led by democratically elected representatives.
- c. Confederations and federations plan, organize and carry out training courses for their members.