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PD-AAB-530-81

6p

PROJECT EVALUATION SUMMARY
(Submit to MO/PAV after each project evaluation)

Mission or AID/W Office Name USAID/Chile	699R/699 #56	2. Project Number 598-0101001502
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Project Title AIFLD - Free Labor Development

Key project dates (fiscal years) Project Agreement Signed	Regional Project	b. Final Obligation	c. Final input delivered	Continuing	N/A	5. Total U.S. funding - life of project \$ Continuing
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6. Evaluation number as listed in Eval. Schedule 1	7. Period covered by this evaluation From: 4/1977 Month/year TO: 3/1978 Month/year	8. Date of this Evaluation Review Month/Day/Year
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9. Action Decisions Reached at Evaluation Review, including items needing further study (Note--This list does not constitute an action request to AID/W. Use telegrams, airgrams, SPARS, etc., for action) Reexamination of validity of Critical Assumption and of EOPs in light of the prevailing governmental policies <i>used 5/2/79</i>	10. Officer or Unit responsible for follow-up Bruce Jay	11. Date action to be completed Prior to further obligation of funds.
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Signatures:	Project Officer	Mission or AID/W Office Director
Signature	Charles D. Matthias	Signature
Typed Name	Charles D. Matthias	Typed Name
Date		Date May 10, 1978

SUMMARY - Summarize in about 200 words the current project situation, mentioning progress in relation to design, prospects of achieving purpose, major problems encountered, etc.

In spite of the fact that the critical assumptions regarding the political environment were faulty, the AIFLD program has played a key role supporting democratic labor organization and strengthening this ability to play a part in the development process.

EVALUATION METHODOLOGY - Describe the methods used for this evaluation, i.e. was it a regular or special evaluation? was it in accordance with the Evaluation Plan in the PP with respect to timing, study design, scope, methodology and issues? What kinds of data were used and how were they collected and analyzed? Identify agencies and key individuals participating and contributing.

Mission, AIFLD, and Labor Attache files were reviewed. Personal observation of Union activities were made and discussions with labor leaders and rank and file union members were held.

Documents to be revised to reflect decisions noted page 1 (other side:)

- Project Paper (PP) Logical Framework CPI Network Financial Plan
- PIO/T PIO/C PIO/P Project Agreement Other

This evaluation brought out ideas for a new project -- a Project Identification Document (PID) will follow.

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15. Evaluation findings about EXTERNAL FACTORS - Identify and discuss major changes in project setting which have an impact on the project. Examine continuing validity of assumptions.

The GOC has viewed free unions as incompatible with socio-political model, and has continued to limit union freedoms. Many Union leaders have been appointed by the GOC. Elected Union leaders are showing much more discontent with the government's policies due to their lack of success in obtaining greater benefits for their members. Recently the GOC has started slowly to loosen, in political and socio-economic areas, the tight rein it has held on all aspects of Chilean life. Therefore, although Important Assumptions from Logical Framework 2/14/77 have been too optimistic, and probably remain so, it is possible that growing pressures, both internal and external, will change the GOC's policies toward labor organizations.

17. Evaluation findings about GOAL/SUBGOAL - For the reader's convenience, quote the approved sector or other goal, (and subgoal, where relevant) to which the project contributes. Then describe status by citing evidence available to date from specified indicators and by mentioning progress of other projects (whether or not U.S.) which contribute to same goal. Discuss causes--can progress toward goal be attributed to project, why shortfalls?

1. "Democratic labor organizations playing a active role in the development process.
2. Maintenance of a free, democratic and politically non-aligned trade union movement in Chile"

The unwillingness of GOC to allow unions to actively promote workers rights has not only been challenged by the group of ten* but there has also been growing dissatisfaction in other union sectors. This has been shown in documents, press conferences, meetings with government officials and speeches of union leaders at meetings with President Pinochet, even though political ideology continues to influence union leaders. As unions find themselves in the forefront of battle for human rights, they have moved to break their dependence on political parties. This can be seen in interviews with and statements of their leaders. AIFLD has played a decisive role in encouraging and motivating these attitudes and positions.

* Group of Ten - Sometimes referred to as the "Dinámicos" is an informal grouping of unions and their leaders resolved not to be co-opted by the GOC. They are considered to be the only cohesive democratic labor bloc in the Country.

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18. Evaluation findings about PURPOSE - Quote the approved project purpose. Cite progress toward each End-of-Project Status (EOPS) condition. When can achievement be expected? Discuss causes of progress or shortfalls.

a. "Maintain a labor movement which is knowledgeable about the operations of democratic representative labor organizations". 1. "Preserve and expand labor leadership's interest in seeking a democratically oriented labor movement, and provide the labor movement with a continuity of experience and trained democratic labor leaders".

Due to current GOC policies, union elections cannot be held nor are they being contemplated. (Apart from AIFLD programs, very little is being done to give workers an understanding of their role in democratic labor unions. Most union education is directed at leaders and most of it is more industrial relations from employer point of view. AIFLD is the only organization which assists unions in promoting courses for rank-and file.) Due to limited resources and lack of government permission to conduct courses directed at the rank and file, the demand for this type of course far exceeds AIFLD's ability to provide them.

Through participation in the Group of Ten, two farm labor confederations - Triunfo Campesino and Libertad - are in direct and permanent contact with the urban labor movement. However, AIFLD has been unable to provide courses to Campesino labor for the GOC has not permitted any educational activity directed at campesinos.

2. Through Decree 198 more and more elected leaders are being replaced by government appointees. This trend may change when the new labor code is promulgated but the project targets will probably not be reached under present circumstances. (Cont.)

19. Evaluation findings about OUTPUTS and INPUTS - Note any particular success or difficulties. Comment on significant management experiences of host contractor, and donor organizations. Describe any necessary changes in schedule or in type and quantity of resources or outputs needed to achieve project purpose.

Due to the reduced number of courses given this period (14) and the obstacles to obtaining permission to conduct training courses at higher levels, all courses were on the basic level. Basic level courses have been well attended and very successful. Within current funding constraints, emphasis is being given primarily to large regional basic courses to reach the maximum number of union leaders. Although a higher funding level (input) would be necessary to achieve the education outputs described, additional funding alone is not enough. A change in GOC's policies would also be required for such a program to be effective. The International Trade Secretariates have offered a variety of services with four of the secretariates (PTTI, Chemical, ITT, FIET) being the most active. Most of the education activities they have sponsored have been conducted outside of Chile although some assistance has been given to AIFLD local Programs. Participation has been above outputs targeted.

Finally, although a number of social projects have been prepared, their quality (i.e. lack of feasibility) has required that they be disapproved.

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20. Evaluation findings about UNPLANNED EFFECTS - Has project had any unexpected results or impact, such as changes in social structure, environment, technical or economic situation? Are these effects advantageous or not? Do they require any change in plans?

AIFLD education activities and contacts by AIFLD representative have been limited in breadth but have had a significant impact on selected management, military and government figures. This influence could contribute to more understanding and liberalizing tendencies in GOC policies. Therefore, this type of contact is being emphasized.

21. CHANGES in DESIGN or EXECUTION - Explain the rationale for any proposed modification in project design or execution which now appear advisable as a result of the preceding findings (items 16 to 20 above) and which were reflected in one or more of the action decisions listed on page 1 or noted in Item 15 on page 2.

There are serious doubts about the validity of the Important Assumptions and the attainability of the LOPS for the project. However, since the COC intends to promulgate a new labor code and social security legislation, review of the Program Design should be postponed. Proposed changes should await the unveiling and study of the new legislation and be made with this in mind.

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22. LESSONS LEARNED - What advice can you give a colleague about development strategy-- e.g., how to tackle a similar development problem or to manage a similar project in another country? What can be suggested for follow-on in this country? Similarly, do you have any suggestions about evaluation methodology?

Limited results can be expected of a project which runs counter to the philosophical and policy guidelines of a government. However, the ability of a project to present viable alternatives which might never be considered under the regime's institutional structure, makes the effort and risks very advisable. The most important element of such an effort is the support given to such a project as a viable and respectable alternative. This high level support is essential for the success of the project in its most basic goals.

23. SPECIAL COMMENTS or REMARKS (For AID/W projects, assess likelihood that results of project will be utilized in LDC's).

CHRISTOPHER

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