

CAPITAL PROJECT PAPER (PROP)

I. PROJECT IDENTIFICATION

1. PROJECT TITLE <b>Labor-Manpower Development</b>		APPENDIX ATTACHED <input type="checkbox"/> YES <input type="checkbox"/> NO
3. RECIPIENT (specify) <input type="checkbox"/> COUNTRY _____ <input type="checkbox"/> REGIONAL _____ <input checked="" type="checkbox"/> INTERREGIONAL <u>OLAB</u>		2. PROJECT NO. (M.O. 1095.2)
4. LIFE OF PROJECT BEGINS FY <u>76</u> ENDS FY <u>80</u>		5. SUBMISSION <input checked="" type="checkbox"/> ORIGINAL <u>2/75</u> DATE <input type="checkbox"/> REV. NO. _____ DATE CONTR./PASA NO. _____

II. FUNDING (\$000) AND MONTHS (MM) REQUIREMENTS

A. FUNDING BY FISCAL YEAR	B. TOTAL \$	C. PERSONNEL		D. PARTICIPANTS		E. COMMODITIES \$	F. OTHER COSTS \$	G. PASA/CONTR.		H. LOCAL EXCHANGE CURRENCY RATE \$/ (U.S. OWNED)		
		(1) \$	(2) MM	(1) \$	(2) MM			(1) \$	(2) MM	(1) U.S. GRANT LOAN	(2) COOP COUNTRY (A) JOINT (B) BUDGET	
1. PRIOR THRU ACTUAL FY												
2. OPRN FY												
3. BUDGET FY <u>76</u>	<u>824</u>			<u>324</u>	<u>96</u>			<u>500</u>	<u>120</u>			
4. BUDGET FY <u>77</u>	<u>916</u>			<u>331</u>	<u>96</u>			<u>585</u>	<u>132</u>			
5. BUDGET FY <u>78</u>	<u>1074</u>			<u>364</u>	<u>96</u>			<u>710</u>	<u>126</u>			
6. BUDGET FY <u>79</u>	<u>1103</u>			<u>397</u>	<u>96</u>			<u>706</u>	<u>120</u>			
7. BUDGET FY <u>80</u>	<u>1037</u>			<u>430</u>	<u>96</u>			<u>657</u>	<u>100</u>			
8. GRAND TOTAL	<u>5004</u>			<u>1846</u>	<u>480</u>			<u>3158</u>	<u>598</u>			

9. OTHER DONOR CONTRIBUTIONS

(A) NAME OF DONOR <b>OAS, ESCAP, ECA, ILO, Third Countries &amp; Others</b>	(B) KIND OF GOODS/SERVICES <b>Funding, technicians and others</b>	(C) AMOUNT <b>Unknown</b>
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III. ORIGINATING OFFICE CLEARANCE

1. DRAFTER <b>G. G. Graf</b> <i>G. G. Graf</i>	TITLE <b>Labor Program Development Officer</b>	DATE <b>2/11/75</b>
2. CLEARANCE OFFICER <b>R. A. Senser</b> <i>Robert A. Senser</i>	TITLE <b>Deputy Director, OLAB</b>	DATE <b>3/7/75</b>

IV. PROJECT AUTHORIZATION

1. CONDITIONS OF APPROVAL

2. CLEARANCES

BUR OFF.	SIGNATURE	DATE	BUR OFF.	SIGNATURE	DATE
PPC/RB	<i>John Shannon</i>	<u>3/10/75</u>	NESA	<i>Donald Steady</i>	<u>3/11/75</u>
PPC/DPRE	John Shannon/A. Handly		AFR	<i>[Signature]</i>	
EA	Draft	<u>3/12/75</u>	LA	<i>[Signature]</i>	<u>3/11/75</u>

3. APPROVAL AAS OR OFFICE DIRECTORS

SIGNATURE <i>[Signature]</i>	DATE <u>3/7/75</u>	4. APPROVAL AID (See M.O. 1025.1 VIC)	SIGNATURE <i>[Signature]</i>	DATE <u>3/7/75</u>
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TITLE: Director, Office of Labor Affairs / Deputy Administrator

OFFICE OF LABOR AFFAIRS

PROJECT PAPER

MARCH 1975

LABOR-MANPOWER PROJECT

PROJECT TITLE: Labor-Manpower Development

A. GOAL

1. Goal Statement

It is the goal of this project to improve the living and working standards of the poorest majority of the labor forces in selected less developed countries (LDCs).

This project will focus attention on those employment-related aspects which most directly affect the lives of workers: Generation of employment, labor intensity in employment, equal employment opportunity for all workers, improving the skill levels of workers, and equitable distribution of income.

2. Measurement of Goal Achievement

Goal achievement will be measured both quantitatively and qualitatively.

Quantitative measurements include basic economic indicators such as GNP and per capita income data, wage/price data, cost-of-living indexes, and similar information; host country national budget expenditures relating to human resources development, training and other human resources development outputs and other indicators such as employment and income distribution data.

Qualitative measurements include policy and legislation enforcement; analytical reports by international organizations such as the United Nations, International Labor Organization (ILO), World Bank and others; and empirical analyses by U.S. Labor, Political and Economic Attaches and Reporting Officers abroad.

3. Assumptions About Goal Achievements

Success of this project in any given host-LDC is dependent on the assumption that:

- a) increasing employment opportunities and worker productivity will result in improved living standards (i.e., that equitable income distribution will take place and that the goods and services needed for improved living standards will be available to all the people and will be utilized);
- b) private sector labor market institutions -- both workers' and employers' -- will be allowed to effectively represent the needs and aspirations of their members; and that
- c) political, social and economic conditions will permit goal achievement.

## B. PURPOSE

### 1. Statement of Purpose

The purpose of this project is to develop and implement, in conjunction with AID Missions and Bureaus, Other Donors, and with host-LDCs, programs, policies and legislation which will be responsive to specifically identified problems which present obstacles to the: generation of employment, labor intensity in employment, equal employment opportunities for all workers, improvement of workers' skills, and equitable distribution of income.

### 2. Conditions Expected at the End of the Project

a) Selected countries will have established and implemented policies relating to employment generation, labor intensity, equal employment opportunities, occupational training and income distribution;

b) Effective job-related training programs are being conducted by public and private sector institutions;

c) Substantially increased (numbers and percentages will vary considerably from one LDC to another) participation of women in all sectors of the labor force;

d) Workers' organizations in LDCs are actively supporting and participating with other private and public sector organizations (employers' associations, National Planning Agencies, development authorities and other civic or social groups) in developmental efforts, particularly in the application of the developmental objectives expressed in the goal of this project.

### 3. Assumptions Relating to Achievement of Purpose

a) That host-LDCs will concur in the spirit and intent of the Foreign Assistance Acts of 1973 and 1974 setting forth the economic and social objectives reflected in this project (i.e., that AID should focus on critical problems in those functional sectors which affect the lives of the majority of the people in the developing countries; that AID should give highest priority to those undertakings which directly improve the lives of the poorest of the people in the LDCs; and that the FAA should be administered so as to give particular attention to programs and projects which tend to integrate women into the national economies of foreign countries);

b) that enabling legislation and administrative authorizations will be issued and implemented and will receive appropriate support by the LDC governments; and

c) that world, regional and national economic conditions will maintain the stability necessary for purpose and goal achievement.

**C. OUTPUTS**

<b>1. <u>Output Summary</u></b>	<b>2. <u>Output Indicators</u></b>				
<b>a) <u>Women's Activities</u></b>	<b>FY 76</b>	<b>FY 77</b>	<b>FY 78</b>	<b>FY 79</b>	<b>FY 80</b>
i. Women's Commissions or Bureaus established to promote, plan and implement programs to integrate women into developmental efforts. (Number established.)	6	6	6	6	6
ii. Occupational training programs developed & implemented for women workers. (Region(s) in which implemented).		LA	AFR	EA & NESAs	
iii. Trade union women trained in principles of women's activities programs & general objectives of labor-manpower objectives (Number trained)	60	60	60	60	60
iv. Feasibility studies completed & PROP developed to train women as occupational training instructors. (Region in which developed).	LA	EA NESAs AFR			
<b>b) <u>Government/Labor Organizations Relations Program</u> (Number of trade union &amp; government officials trained in developmental themes.)</b>	<b>84</b>	<b>84</b>	<b>84</b>	<b>84</b>	<b>84</b>
<b>c) <u>Government Manpower Services</u></b>					
i. Regional seminars held on labor-manpower policy determination. (No. participants) (Region)	20 EA	20 LA	20 AFR	20 NESAs	
ii. Technical assistance in statistical analysis in LDCs (M/MS)	12	12	12	12	12

(Output Summary)	(Output Indicators)				
	FY 76	FY 77	FY 78	FY 79	FY 80
iii. Regional conferences on agro-skill training requirements. (No. of participants) (Region)	50 AFR	100 NESA & EA	50 LA		
iv. Short-term impact assignments by DOLITAC as requested by LDCs. (Man/Months)	12	12	12	12	12
v. DOLITAC special labor-manpower studies.	(As requested by AID and Missions)				

Since this is a multi-faceted project, the outputs listed above may not all be produced within a single host-LDC. The inputs and explicit outputs to be produced in a given LDC will be determined by several factors, including:

- a) Identification of labor-manpower problems of highest priority as related to project goal;
- b) Attitude of the LDC seeking assistance and its ability to provide the required counterpart inputs; and
- c) Willingness of other donors (including AID Missions and Bureaus, host-LDCs and international agencies) to participate in and eventually underwrite projects.

The above-listed outputs will be produced if the inputs to be mentioned in Section D are provided.

## 2. Assumptions Relating to Outputs

- a) That adequate support can be found among both women and men in LDCs for integration of women into socio-economic activities, particularly in response to Section 113 of the FAA (Percy Amendment).
- b) That education and persuasion can help overcome cultural obstacles to integration and lead to proposals for new legislation, enforcement of existing legislation, and other institutional changes.
- c) That sufficient other donor support can be obtained to carry out the various facets of this activity.
- d) That International Women's Year (CY 1975) will generate support in women's programs, not only in FY 75, but in subsequent years.

D. INPUTS AND INPUT INDICATORS

<u>Inputs</u>	<u>Budget/Schedule</u>				
	FY 76*	FY 77	FY 78	FY 79	FY 80
i. AID Funding**					
a) Women's Program	245	280	310	340	375
b) Training (G/LORP)	286	300	330	360	390
c) PASA/Contract for labor/manpower policy seminars	35	40	45	50	
d) IMI Participants	28	31	34	37	40
e) Agro-skills Training Seminars		50	110	60	
f) PASAs/Contracts for Statistical Programs	50	55	60	65	72
g) DOLITAC (or other) short-term impact assignments	50	55	60	65	72
h) DOLITAC Secretariat & Special Studies	120	105	115	126	138
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Total Funding	824	916	1074	1103	1087

\* Includes "interim quarter" between FY 76 and 77

\*\* 10 per cent inflation factor included.

## 2. Other Donors

The amounts of funding and personnel available through other donors will vary considerably. Some, like the Asia Foundation, will fund small, specific-purpose programs at the \$5,000 to \$10,000 level while others will fund major projects at the multi-million dollar level. Other donors currently providing some support to labor-manpower programs are:

- a) the U. S. Department of Labor
- b) the United Nations and ILO
- c) the American Society for Training and Development (ASTD)
- d) the International Association of Personnel in Employment Security (IAPES)
- e) the Ford Foundation
- f) the AFL-CIO and its international institutes, AIFLD, AAFLI and AALC.
- g) the International Confederation of Free Trade Unions
- h) the International Trade Secretariats
- i) the World Confederation of Labor (WCL)
- j) the OAS, ECA and ESCAP
- k) third country donors
- l) Asia Foundation, Inter-American Foundation and other private foundations

While specific figures are not available comparing AID/OLAB's inputs to those of other donors, it might be pointed out that in the case of the OAS, matching funding is provided, while in Africa the ECA and other donors are substantially exceeding AID's inputs in the Women's Activities program.

## E. NARRATIVE

### 1. Rationale for Project

Policy Determination No. 52 dated May 2, 1973, states: "The Office of Labor Affairs with limited central funds will continue high priority selective programs in the labor-manpower area."

It further states that "AID labor-manpower development assistance should give priority attention to the AID sectors of major concern and to support of the Policy Determination on Employment and Income Distribution."

Although the Office of Labor Affairs was originally established as a staff office, it has had to assume certain operational functions due to the termination of all Mission or Bureau level labor-manpower technical functions. The Office of Labor Affairs, charged with responsibility for the development of guidelines and policies relevant to the labor-manpower aspects of Agency assistance programs, has for the past four years been authorized a modest level of funding for the implementation of programs which would be eventually underwritten by other AID Bureaus or Missions, or by other donors, after the planning and implementation phases are completed by OLAB technical experts.

Previously, labor-manpower project activities were initiated on an ad hoc basis. However, with the passage of the Foreign Assistance Acts of 1973 and 1974, which established a clearly defined mandate of new priorities for AID projects, the Office of Labor Affairs began development of this short- to medium-range program of development assistance which it believes to be highly responsive to the 1973 and 1974 FAAs.

The inclusion of the "Percy Amendment" in the FAA of 1973 reinforced the objectives of the OLAB Women's Activities program which was already functioning. Upgrading the status of women as a component of the labor market, being a natural adjunct to overall human resources development, is an integral part of this project. OLAB's staff activities in the improvement of the status of women long predate the Percy Amendment and, indeed, are today the only centrally coordinated operational programmed efforts responsive to the Percy Amendment.

While it is by no means anticipated that this project will cure the ills of the working men and women of the developing world, it is intended to serve as a catalyst for change. Missions, Regional Bureaus, host-LDCs and other donors will have to provide the bulk of the operational inputs required to achieve the stated project goal in any meaningful way.

The OLAB participant training activity, referred to as the Government/Labor Organizations Relations Program, is unique in that it addresses the trade union constituency of the LDCs on the Foreign Assistance Act's priorities as they relate to the labor forces of the world.

Other development assistance efforts are being directed at trade unions through the Regionally-funded AFL-CIO institutes -- AIFLD, AALC and AAFLI -- but these programs are largely concerned with the operational aspects of trade unionism (labor education, administration, collective bargaining, etc.) and do not directly focus on general developmental policy themes.

Further, the OLAB effort is an interregional program which brings together trade unionists from all parts of the world, including countries in which the labor institutes are not operational. Additionally, the Government/Labor Organizations Relations Program is the only training program which offers government officials concerned with labor-management relations the opportunity to be exposed to the same level of technical knowledge and operations as the trade unionists with whom they must deal in the course of their work (the institutes do not provide assistance to ministry of labor industrial relations officials).

Activities of this project in support of Government Labor Services are also designed for low input - high impact effect. With the termination of all Labor Technical Offices in AID Missions, LDC Ministries of Labor have increasingly approached OLAB and its PASA agent, the Department of Labor International Labor Affairs Bureau (ILAB) for short-term technical assistance aimed at identifying specific developmental obstacles in the labor-manpower field. This has caused some transitional problems for DOL/ILAB's International Technical Assistance Corps (DOLITAC), since most of its formerly large staff of technicians were operating under Mission funding for regular two year tours.

Of the ten regular DOLITAC members (there are reserve and auxiliary members who can be "borrowed" from other DOL activities or other agencies), half are on assignments for international organizations, several are on short-term assignments for AID or its Missions and several are on Washington "complement" completing their reports of previous overseas assignment or performing staff functions.

The DOLITAC capability to respond to LDC and Mission requests for short-term services can only be maintained through a central-funding arrangement, albeit in a somewhat modified form than has been used in the past. This will be discussed in the Course of Action (Section F) portion of this paper.

One of the outstanding forums in the world in which government officials concerned with manpower questions such as employment generation, income distribution, rural employment and the other areas on which this project focuses, is the Department of Labor's International Manpower Institute, which brings together senior and policy-making officials from throughout the developing world twice each year. These seminars are problem-oriented workshops at which participants exchange views and experiences in an attempt to help each other develop effective policy and program approaches to the various manpower problems which they share.

Specific topics presented at a given seminar are selected on the basis of the current priorities of AID and the ever changing needs of the labor markets of the developing world. In the current and next fiscal years, for example, seminar themes will be based on employment strategies, rural employment and poverty, manpower analysis and planning, and integration of women into the economy.

While this project addresses a number of seemingly divergent areas of labor and manpower, all of these areas of activity relate directly to the ultimate goal and purpose of the project. The decision to unite these activities into a single, central project rather than to design separate projects is based on the premise that the project is intended to serve as a catalyst to other projects and other donors.

Thus, the evaluation measurements of this project will be based on the operational effectiveness of project activities as well as on its effectiveness in enlisting the aid of other donors within and outside of AID.

## 2. Project History

As stated earlier, components of this project have been operational for approximately four years. The various activity components were born on an ad hoc basis as needs or opportunities arose. During FY 75, the Office of Labor Affairs did an extensive analysis of the Foreign Assistance Act and of its own activities in an effort to more closely relate the two.

The Women's Activities program evolved from an OLAB program function extending back many years in predecessor agencies before AID/OLAB had any program operations. Three-phase programs in Latin America (to be more fully discussed in the next section of this Project Paper) and Africa are being carried on in conjunction with the ECA and OAS under matching fund arrangements.

Trade union participants have been trained under the Government/Labor Organizations Relations Program for the past four years. Topics relating to developmental issues included productivity, containerization in shipping, rural poverty, the role of teachers' unions in development and many others. Teams ranging in size from 12 to 20 have been sponsored by OLAB since FY 72. The number of teams has ranged from four to six per year and the duration of training has been 30 days.

The various program themes have been developed in three phases: a week's orientation in Washington with visits to appropriate government agencies and to trade union headquarters, a week's seminar at an American university, and a period of field trips to observe activities relevant to the theme at the operational level.

Since 1961 the International Manpower Institute has conducted seminars in the principles and practices of planning for human resources utilization and manpower and employment development. To date, approximately 550

policy-making and senior officials from 86 developing nations have attended the 22 seminars at IMI sponsored by OLAB.

The seminars are bilingual with English being the primary language and French and Spanish being offered at alternating seminars.

The DOLITAC activities which have been carried on over the past dozen years were mainly Mission-funded at the outset. Indeed, DOLITAC was established in order to meet the increasing demands of Missions for technical experts in various labor-manpower specialities. With the termination of broad, Mission-funded labor programs, however, the type of assignments offered to DOLITAC changed from the long-term advisory type to a shorter, feasibility study type of assignment. Funding to cover Washington completion time for DOLITACers between assignments was until FY 74 provided by SER/CM. In FY 74, OLAB, at PPC's behest, assumed responsibility for the "down-time" expenses, which, due to the trend toward short-term assignments and more frequent presence of technicians between tours, began to increase somewhat.

Discussions began in FY 75 between OLAB, DOL and SER/CM in an effort to devise an alternative to the "down-time" Resources Support Services Agreement (RSSA). That alternative will be discussed in the succeeding section.

## F. COURSE OF ACTION

### 1. Course of Action in the Immediate Future

Because this project combines a group of labor-manpower activities developed on an ad hoc basis over a period of years with several new activities designed to respond more directly to FAA objectives, the remainder of FY 75 will be devoted to the redesigning and transitioning of activities into the new project format.

#### a) Women's Activities

In FY 76 OLAB will continue to support on-going programs in Latin America and Africa as well as participating in the development of follow-up programs in Asia. These projects, cooperatively carried out with other donors, constitute initial efforts in recipient countries to provide opportunities for increased participation of women in development activities.

The three-phase program in Latin America, referred to earlier in this paper covers a period of two years in each country or series of countries included in an application.

Phase One includes preparatory visits to countries specifically requesting technical assistance to discuss and evaluate existing services for women as well as plans for expanding and improving these services.

In Phase Two a regional seminar or workshop will be held with two representatives attending from each Latin American country visited in Phase One. Topics for discussion at the seminar will include economic facts regarding development and employment; types of ancillary services needed by women workers and the responsibility and means of providing these; and objectives, functions, location, structure and relationships of women's bureaus and/or commissions. A proposed manual on women's bureaus and commissions will be reviewed and discussed with a view to adapting its format and content to the needs of the participating countries.

Phase Three includes travel of experts to Latin American countries which require and have requested in-depth technical assistance in the establishment or strengthening of women's bureaus and commissions, and the services provided by them.

The first application of the three phases was begun in Latin America in FY 75 with seven countries which had requested AID assistance through the OAS. Phase One was completed in the first half of FY 75 and Phases Two and Three will be implemented in FY 76. Meanwhile, another application of the three phases will be started in new target countries which are seeking similar assistance.

In addition to the three-phase Latin American Project discussed above, Women's Activities Program will continue to support on a matching fund basis one woman professional staff member of the Inter-American Centre

for Research and Documentation on Vocational Training (CINTERFOR). CINTERFOR acts as a coordinating center for collection and dissemination of information on vocational training and for facilitating the implementation of programs for vocational training in the American States members of the International Labor Organization (ILO).

The woman staff member will participate in Centre studies, seminars and courses on matters of basic importance for the development and operation of vocational training entities in member nations. She will work with member nations' manpower institutes to develop more skills training for women and ensure opportunities for participation by women in the development process of national economies.

An additional component of OLAB's women's program will involve support for Latin American trade unions women participants in U.S. training activities while American trade union women will be utilized as consultants to assist with training programs for Latin American trade union women. It is anticipated that the American Institute for Free Labor Development will be utilized as a cooperating agent in this program.

O/LAB's Women's Program will continue support to the ECA Three-Phase Program initiated in FY 1974. This program is designed to educate women leaders and government representatives on the nature and functions of national commissions and women's bureaus for assuring women's participation in development.

Phase I consisted of international team visits to conduct three-day seminars in countries which have expressed initial interest in national commissions and women's bureaus. The reports and information gathered during these visits provided basic information for the preparatory papers and agenda of the Regional or Sub-Regional Meetings planned for Phase II of the program. These meetings will be convened in CY 1975 under the general theme of Women and Development and they will mark the Africa regional celebration of International Women's Year. Phase III of the program consists of consultant services to assist interested countries in the establishment or development of National Commissions or Bureaus.

A trade union women's participant training program similar to the Latin American program will be implemented with the cooperation of the African institute of AFL-CIO -- the African-American Labor Center (AALC).

Similarly, the Economic and Social Commission on Asia and the Pacific (ESCAP) is pointing out the ECA program as a model for application in Asia.

Since there is a strong probability that a Women's Program will be included during IWY in the activities of the U.N. Economic and Social Commission on Asia and the Pacific in accordance with the Plan of Action developed at the Regional Consultation in Bangkok in May 1974, funds are being earmarked in OLAB's Women's Program for participation with other donors to assist with implementation of this project. It is anticipated that OLAB's

contribution will be similar to that provided to ECA, since ESCAP objectives are closely related to the requirements of the Percy Amendment and the long-standing goals of the women's program in OLAB to bring about full integration of women into the social and economic development of recipient nations.

The participant training/consultant program for trade union women will be carried out with the cooperation of the Asian-American Free Labor Institute (AAFLI) along the same lines as the two previously mentioned programs - Latin America and Africa.

Additionally, studies will be made in Africa and Asia to develop proposals similar to the CINTERFOR project in Latin America to prepare women trainers for the task of developing women's occupational skills. Such studies will be completed and a plan developed in FY 76 for implementation in FYs 77 through 80.

#### b) Government/Labor Organizations Relations Program

The Government/Labor Organizations Relations Program (GLOR) will consist of six seminars in FY 76 for 14 participants each. Seminar themes under development include: Appropriate Technology in Country Development, Union Leadership in Self-Help Programs, Occupational Health and Safety, Community Services Activities, Income Distribution Policies and Programs, and, of course, Integration of Women in Country Development Processes.

Various trade union constituencies will be addressed, including rural/agricultural and plantation workers' unions, transport unions, dock and maritime unions, communications workers, teachers' unions and white collar workers.

This program will also address itself to Ministry of Labor officials who deal with trade unions, either as a regulatory function or as industrial relations officials in mediation and conciliation activities. Universities with specialized courses in industrial relations, development planning and other related subjects will be utilized during the academic portion of the programs.

#### c) Government Labor Services

Servicing agreements (both PASA and RSSA) with the Department of Labor will be continued during FY 76 while negotiations are under way to convert the present system, described in the previous section, from the "down-time" and overhead charge arrangement to a RSSA providing for a DOLITAC secretariat to both perform short term technical studies and to provide administrative support for its auxiliary and reserve corps of technical experts who will be recruited to serve specific Mission or Bureau-originating PASAs. This RSSA will go into effect in FY 77, providing for a core of permanent secretariat staff members to support AID project activity requests.

Through specific PASAs or contracts, regional seminar/conferences will be held on agro-skills training in Africa, Asia and Latin America in FYs 1977, 1978 and 1979. These conferences will be aimed at LDC government officials in such ministries as Agriculture, Labor, Rural Development and National Planning, as well as representatives of private organizations representing an agricultural or rural constituency.

The purpose of these seminar/conferences is to develop policies and programs which are responsive to the occupational training needs of rural and agrarian workers. Particular emphasis will be placed on developing training programs and techniques suitable for workers with a low literacy level and who do not have access to vocational education or training programs of a more formal nature. The training will be responsive to the needs of rural and agro-workers in maintenance of their tools and equipment, utilization of land and other resources, basic business management techniques, carpentry, small engine repairs, blacksmithing, etc.

Participation and assistance will be sought from appropriate international and regional organizations such as the ECA, ESCAP, OAS and the International Federation of Training and Development Organizations.

Assistance to selected LDCs will also be provided in the identification of specific statistical requirements to be applied in measuring progress in income distribution and labor utilization.

Priority will be given to countries in which the host-governments or the AID Missions indicate a willingness to fund projects subsequent and responsive to feasibility studies. Additionally, such studies must relate directly to the development of manpower/employment statistical indicators which may be applied in measuring developmental progress and its effect on the work force.

While the development of statistical measurements of change in relative income distribution in LDCs is a difficult task which may require many years, it is possible to develop interim methods and indicators such as nutritional inputs, infant mortality, incidence of specific illnesses, rates of sick leave, educational attainment, availability of community amenities, housing conditions and expenditure patterns.

In the field of manpower planning, development and utilization, the International Manpower Institute (IMI) of the Department of Labor's Manpower Administration remains, in the words of former AID Administrator John Hannah, "the single most effective and institutionalized resource for training in the manpower and unemployment field."

While the vast majority of IMI participants are sponsored by AID Missions and Bureaus or international organizations, OLAB receives urgent requests prior to each seminar from Missions or host governments for central participant funding so that participants vitally involved in manpower development work may attend the seminars.

For example, the most recent IMI seminar included participants from four Sahel nations where Mission funds were not available but in which the need for training in manpower planning, development and utilization was considered particularly important. In the absence of a participant training contingency fund at the Mission level (as has been proposed by SER/CM), OLAB will continue to provide funds for a small number of participants each year from selected countries to attend IMI seminars.

While the importance and value of the IMI has been amply demonstrated over a number of years, it has become increasingly apparent that the top policy-making officials of LDCs have found it difficult to attend these seminars because official responsibilities do not permit them to be absent from their countries for extended periods of time.

Therefore, OLAB proposes to sponsor several seminars -- the first in Manila in FY 76 -- at the regional level for top policy-making and senior officials of Asian countries to consider and examine the manpower and employment aspects of rural development, a key area of AID emphasis. The FY 76 conference will serve as a prelude to the CY 77 Asian Labor Ministers' Conference and will focus attention on the need for established government policies relating to employment growth, income distribution and equal opportunity employment.

## 2. Life of Project Courses of Action

The impetus provided by the Percy Amendment and International Women's Year (CY 75), which has already attracted considerable attention from LDCs, is anticipated to continue drawing requests for assistance in the coming years. Accordingly, OLAB proposes to continue programming Three Phase Women's Programs through FY 80, applying it on a regional basis as new applicants seek assistance.

The support of LDC trade union women participants and U.S. trade union women consultants will continue through FY 80 with increasing emphasis being placed on the development of operational projects in the LDCs with support from AID Missions, other donors or the host governments themselves.

The special studies conducted in FY 76 under the "training of trainers" program will be implemented in FYs 77 through 80 using appropriate intermediaries as action agents.

OLAB inputs in the agro-skills training activity are to terminate following the completion of the four regional conferences in FYs 76, 77, and 78.

The short-term DOLITAC consultancies in statistical analysis will continue at the same level through FY 80. Experience has demonstrated that LDC requests for assistance in this field are generated at a more or less constant level. As the project termination date nears, however, increasing attention will be focused on the development of functional statistical analysis units in the regional organizations such as ECA, OAS and ESCAP.

## G. EVALUATION INDICATORS

Progress toward achievement of the goal of this project, as indicated in Section A, will be measured by a variety of indicators, including statistical data and analytical reports from varied sources. Since the goal focuses on a broad, multi-sectoral endeavor, the rate of progress will not be measurable over a short term evaluation period -- perhaps not during the life of the project. This is true of many projects.

It is in purpose achievement that OLAB will be mainly concerned with evaluation indicators.

As mentioned in the Project Rationale, this project seeks to provide the catalytic action which will activate other development assistance donors as well as the governments -- and private sector groups -- of the host countries.

The key phrase in the Statement of Purpose of this Project Paper is "in conjunction with AID Missions and Bureaus, Other Donors, and with host-LDCs..."

Developing and implementing programs, policies and legislation which will be responsive to specifically identified problems obstructing the generation of employment, labor intensity of employment, equal employment opportunities for all workers, improvement of workers' skills, and equitable distribution of income, are obviously part of the "catalytic" action, but the real purpose of this experimentation is to demonstrate the technical wares available and persuade others to use them.

A key evaluation indicator in measuring purpose achievement, therefore, will be in the number and quality of projects which are generated as a result of the outputs created by this project. For example, the Africa Bureau recently provided additional funding for women's programs and projects. The AFL-CIO institutes have also agreed to support women's programs. These are the measurements of progress that this project is seeking.

Obviously, some assessment will have to be made as to the effectiveness of the project as an implementation vehicle since the generation of new projects and attraction of new donors in themselves will not guarantee a contribution toward goal achievement. In other-donor projects within AID, that measurement can come from the AID project evaluation system itself. However, in evaluating other-donor efforts outside of AID -- particularly those sponsored by third-countries -- evaluation may have to rely heavily on subjective or qualitative analyses by reliable sources.

Evaluation through the measurement of other donor contributions and participation will apply most directly to the women's program and the various government labor service efforts undertaken through DOLITAC.

The effectiveness of the International Manpower Institute program can best be indicated by the number of non-AID sponsors and particularly by the number of host-LDCs which have found the value of IMI such that they

expend their own funds to send their officials. At the same time, since the number of participants sponsored by OLAB is quite small, follow-up contacts will be maintained and progress in performance noted (as indeed it is with all IMI graduates -- not only those sponsored by OLAB).

The effectiveness of the Government/Labor Organizations Relations Program is the most difficult to measure since this activity is intended to produce a long-range benefit. Since these participants are scattered throughout the world, OLAB must rely on the assessments of Labor Attaches and Reporting Officers from around the world in measuring the effectiveness of the activity.

Perhaps the best measurement applicable is the continued demand for the activity. Requests for OLAB funding for G/LORP participants by Missions exceed available resources by a considerable margin. However, OLAB, in its efforts to secure the participation of other donors, will attempt to project a long-range schedule of study programs so that Missions can have adequate lead-time to budget appropriate funds for this program.

LOGICAL FRAMEWORK MATRIX - PROP WORKSHEET

OFFICE OF LABOR AFFAIRS  
PROJECT PAPER  
LABOR-MANPOWER DEVELOPMENT  
February, 1975

Summary	Objectively Verifiable Indicators	Important Assumptions																																																																		
<p><b>Goal</b></p> <p>improve the living and working standards of the poorest majority of the labor forces in selected LDCs.</p>	<p><b>A.2. Measurement of Goal Achievement</b></p> <ol style="list-style-type: none"> <li>Quantitative indicators: Basic economic data such as GNP/per capita income, wage/price, cost-of-living indicators; host-LDC budget expenditures for human resources development, training, etc.; and other indicators such as employment and income distribution data.</li> <li>Qualitative indicators: Analytical reports by international organizations (U.N., ILO, World Bank, etc.); and empirical analyses by U.S. Labor, Political and Economic attaches and reporting officers.</li> </ol>	<p><b>A.3. (as related to goal)</b> a) Increasing employment opportunities and worker productivity will result in improved living standards; b) private sector labor market institutions will be allowed to effectively represent the needs and aspirations of their members; and c) political, social and economic stability will prevail.</p>																																																																		
<p><b>Purpose</b></p> <p>To develop and implement, in conjunction with AID Missions and Bureaus, other donors and with host-LDCs, programs, policies and legislation which will be responsive to specifically identified problems presenting obstacles to: generation of employment, labor intensity in employment, equal employment opportunities for all workers (regardless of sex), improvement of the workers' skills, and equitable distribution of income.</p>	<p><b>B.2. End of Project Status</b></p> <ol style="list-style-type: none"> <li>Selected host-countries have established and implemented policies relating to employment generation, labor intensity, equal employment opportunities, occupational training and income distribution;</li> <li>Effective job-related training programs being conducted by public and private sector institutions;</li> <li>Substantially increased participation of women in all sectors of the labor force; and</li> <li>Workers' organizations in LDCs actively supporting and participating with other private and public sector organizations in developmental efforts, particularly in the application of the developmental objectives expressed in the goal of this project paper.</li> </ol>	<p><b>B.3. (as related to purpose)</b> a) Host-LDCs will concur in the spirit and intent of the Foreign Assistance Act of 1973 &amp; 74 setting forth the economic/social objectives reflected in this project; b) enabling legislation and administrative authorizations will be issued, implemented and supported by LDCs; and c) world, regional and national economic conditions will maintain the stability necessary for purpose and goal achievement.</p>																																																																		
<p><b>Outputs</b></p> <ol style="list-style-type: none"> <li>Women's Bureaus/Commissions Established</li> <li>Women's skill training programs</li> <li>Trade union women training</li> <li>Women trainers programs developed</li> <li>Trade unionists trained in developmental/Gov't Manpower Services themes</li> <li>Regional Manpower Seminars</li> <li>Agro-skill training conferences</li> <li>Statistical programs in LDCs</li> <li>DOLITAC manpower impact assignments.</li> <li>Special manpower studies by DOLITAC</li> </ol>	<p><b>C.2. Output Indicators</b></p> <table border="1"> <thead> <tr> <th></th> <th>FY76</th> <th>FY77</th> <th>FY78</th> <th>FY79</th> <th>FY 80</th> </tr> </thead> <tbody> <tr> <td>a.1 Number established</td> <td>6</td> <td>6</td> <td>6</td> <td>6</td> <td>6</td> </tr> <tr> <td>2 Region of program</td> <td></td> <td>LA</td> <td>AFR</td> <td>EA/NESA</td> <td></td> </tr> <tr> <td>3 Number trained</td> <td>60</td> <td>60</td> <td>60</td> <td>60</td> <td>60</td> </tr> <tr> <td>4 Region of program</td> <td></td> <td>LA EA/NESA &amp; AFR</td> <td></td> <td></td> <td></td> </tr> <tr> <td>b. Number trained</td> <td>84</td> <td>84</td> <td>84</td> <td>84</td> <td>84</td> </tr> <tr> <td>c.1 Seminars held &amp; no.</td> <td>EA/20</td> <td>LA/20</td> <td>AFR/20</td> <td>NESA/20</td> <td></td> </tr> <tr> <td>2 Conferences &amp; no.</td> <td>AFR/50</td> <td>NESA &amp; LA/50</td> <td></td> <td></td> <td></td> </tr> <tr> <td>3 M/As tech service</td> <td>12</td> <td>12</td> <td>12</td> <td>12</td> <td>12</td> </tr> <tr> <td>4 M/As tech service</td> <td>12</td> <td>12</td> <td>12</td> <td>12</td> <td>12</td> </tr> <tr> <td>5 No. of studies</td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> </tbody> </table> <p>As requested by AID &amp; Missions</p>		FY76	FY77	FY78	FY79	FY 80	a.1 Number established	6	6	6	6	6	2 Region of program		LA	AFR	EA/NESA		3 Number trained	60	60	60	60	60	4 Region of program		LA EA/NESA & AFR				b. Number trained	84	84	84	84	84	c.1 Seminars held & no.	EA/20	LA/20	AFR/20	NESA/20		2 Conferences & no.	AFR/50	NESA & LA/50				3 M/As tech service	12	12	12	12	12	4 M/As tech service	12	12	12	12	12	5 No. of studies						<p><b>C.3. (as related to outputs)</b> a) Adequate support by both men &amp; women can be found in LDCs for integration of women into socio-economic activities; b) cultural obstacles can be overcome; c) sufficient other-donor support can be found; and d) International Women's Year (CY75) will generate strong support for women's programs, making this an optimum time for action.</p>
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<p><b>Inputs</b></p> <ol style="list-style-type: none"> <li>AID Funding             <ol style="list-style-type: none"> <li>Women's Programs</li> <li>Gov't/Labor Organizations Relations Program</li> <li>Government Manpower Services (See breakdown in PROP narrative)</li> </ol> </li> <li>Other Donors (See list in PROP narrative)</li> </ol>	<p><b>D.2. Budget/Schedule</b></p> <table border="1"> <thead> <tr> <th></th> <th>FY 76*</th> <th>FY 77</th> <th>FY 78</th> <th>FY 79</th> <th>FY 80</th> </tr> </thead> <tbody> <tr> <td><b>1. AID**</b></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>a. Women</td> <td>245</td> <td>280</td> <td>310</td> <td>340</td> <td>375</td> </tr> <tr> <td>b. G/LORP</td> <td>296</td> <td>300</td> <td>330</td> <td>360</td> <td>390</td> </tr> <tr> <td>c. Manpower</td> <td>283</td> <td>336</td> <td>434</td> <td>403</td> <td>322</td> </tr> <tr> <td>Total</td> <td>824</td> <td>916</td> <td>1,074</td> <td>1,103</td> <td>1,087</td> </tr> </tbody> </table> <p>2. Other Donors -- Undetermined</p> <p>* Includes FY 76-77 interim quarter ** Includes inflation factor of 10% per year</p>		FY 76*	FY 77	FY 78	FY 79	FY 80	<b>1. AID**</b>						a. Women	245	280	310	340	375	b. G/LORP	296	300	330	360	390	c. Manpower	283	336	434	403	322	Total	824	916	1,074	1,103	1,087	<p><b>D.3. (as related to inputs)</b> a) DOL will continue to cooperate with AID in international labor programs; b) AID Regional Bureaus will continue to support labor institutes; and c) support of current other donors will continue at not less than present levels.</p>																														
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3/28 - 70 PRO in office. After  
call from Prof, took flight shown  
back & asked Handley to work on it. It is  
in Handley's file.

(DUPLICATE)  
inside

Proj No 9070001  
3/1 PN

2/PR

GIPC  
Birnbaum  
ES

D. Prof. Franzi  
Whitty  
23550

**ACTION MEMORANDUM FOR THE ADMINISTRATOR**

THRU : ES  
FROM : AA/PPG, Philip Birnbaum  
SUBJECT: Labor-Manpower Development Project - \$5,004,000

Problem: Because this proposed grant-funded project is greater than \$2 million, your signature is required on the attached Project Paper.

Discussion: A number of LDCs are seeking U.S. assistance in improving the living and working standards of their rural and urban workers, particularly those unskilled workers who represent the poorest segment of the population. The withdrawal of AID's labor technical officers from the field has necessitated concentration of both project and staff functions in the Office of Labor Affairs (O/LAB). This interregional project seeks to respond to project requirements for technical expertise in labor-manpower project planning, design and evaluation.

4/1 - Handley  
Handley

Assistance will be provided to selected LDCs in the identification of developmental obstacles related to the generation of employment, labor intensity of employment, equal employment opportunities for all workers, improvement of workers' skills, and equitable distribution of income in LDCs. It will develop responsible programs for implementation by the host-LDCs, AID Missions and Bureaus, or other donors.

Five-year funding of this project is being requested to accommodate the developmental schedule of the Women's Activities portion of the project. The "three-phase" program which is being implemented in Africa and Latin America, and to be launched in Asia in FY 76, requires a minimum of two years for completion of one three-phase cycle. Due to limitations of human resources -- both U.S. and host-country -- at least two cycles of the program will have to be completed in the three areas before meaningful progress can be achieved in the establishment of Women's Commissions and Bureaus. Likewise, the limitations of manpower and expertise make it difficult to compress goal achievement into a period shorter than five years in the trade union and government manpower fields. Increasing the magnitude of inputs during the first three years will not facilitate more rapid goal achievement.

Over the five years of the project, slightly over \$5 million will be required for technical assistance to be provided by the U.S. Department of Labor, regional organizations such as ECA, ESCAP and OAS, and other intermediary agents, and for participant training for trade union and government labor officials.

A primary objective of this project is the integration of women as integral, effective and equal members of the work forces of the developing world. More than 30 per cent of the entire five-year budget is devoted to this effort. Programs already under way in Africa (ECA) and Latin America (OAS) to establish National Women's Commissions will be joined by a similar Asian effort. In addition, efforts will be launched to provide women workers with the occupational skills needed to become productive workers and trade union women will be assisted in achieving a greater role in development.

The Government/Labor Organizations Relations Program seeks to achieve greater participation by trade unions in the LDCs in the development process. One-third of the five-year budget will be expended on this activity. Primary emphases will be on the stimulation of trade unions to more actively represent their rural workers and to the integration of women workers.

The remaining 37 per cent of funding will be utilized in the development of government manpower services in LDCs, particularly those services relating to manpower planning, development and utilization, and to employment generation. Specific components of these services are shown on page 9 of the attached Project Paper.

This project meets the criteria of Sections 102, 105, 113 and 601 of the Foreign Assistance Act, which call on AID, respectively, to: a) "...give the highest priority to undertakings submitted by host governments which directly improve the lives of the poorest of their people..."; b) "...to increase manpower training in skills related to development..."; c) "...to give particular attention to those programs, project, and activities which tend to integrate women into the national economies of foreign countries..."; and d) "...to encourage and to strengthen free labor unions..."

This project has been reviewed and cleared by all AID Offices and Bureaus concerned.

Recommendation: It is recommended that you sign the attached Noncapital Project Paper.

Attachment: Noncapital Project Paper

Clearance: D/OLAB:DEGood \_\_\_\_\_  
Date \_\_\_\_\_  
GC:CLGladson \_\_\_\_\_  
Date \_\_\_\_\_  
PPG/DRER:AHandly \_\_\_\_\_  
Date \_\_\_\_\_

O/LAB:GGraf:fw:3/10/75 - x23550