

Proj. 9070004-2

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PD-AAC-472-B1

AGENCY FOR INTERNATIONAL DEVELOPMENT
PROJECT PAPER FACESHEET
 TO BE COMPLETED BY ORIGINATING OFFICE

1. TRANSMISSION TYPE ("X" appropriate box)
 Original Ch
 Add De

2. COUNTRY/ENTITY

3. DOCUMENT REVISION NUMBER

4. PROJECT NUMBER: 907-11-490-004

5. BUREAU: a. Symbol: OLAB b. Code:

6. ESTIMATED FY OF PROJECT COMPLETION: FY 79 (24P)

7. PROJECT TITLE - SHORT (stay within brackets): Government Labor Services

8. ESTIMATED FY OF AUTHORIZATION/OBLIGATION: a. INITIAL: 10/76 b. FINAL FY: 7/79

9. ESTIMATED TOTAL COST (\$000 or equivalent, \$1 =)

a. FUNDING SOURCE	FIRST YEAR FY 77			ALL YEARS		
	b. FX	c. L/C	d. Total	e. FX	f. L/C	g. Total
AID APPROPRIATED TOTAL			150			810
(Grant)	()	()	150	()	()	810
(Loan)	()	()	()	()	()	()
Other 1.						
U.S. 2.						
HOST GOVERNMENT						
OTHER DONOR(S)						
TOTALS			150			810

10. ESTIMATED COSTS/AID APPROPRIATED FUNDS (\$000)

a. Approp-riation (Alpha Code)	b. Primary Purpose Code	c. Primary Tech. Code	FY 77		FY 78		FY 79		ALL YEARS	
			d. Grant	e. Loan	f. Grant	g. Loan	h. Grant	i. Loan	j. Grant	k. Loan
			150		360		300		810	
TOTALS			150		360		300		810	

11. ESTIMATED EXPENDITURES

12. PROJECT PURPOSE(S) (stay within brackets) Check if different from PID/PRP

To develop planning procedures for designing, implementing and evaluating developmental programs which focus on reducing unemployment and under-employment and on raising the productivity and income of workers in the lower skill levels in developing countries.

13. WERE CHANGES MADE IN BLOCKS 12, 13, 14, or 15 OF THE PID FACESHEET? IF YES, ATTACH CHANGED PID FACESHEET.

Yes * No

14. ORIGINATING OFFICE CLEARANCE

Signature: *Gerald G. Graf*

Title: Gerald G. Graf, Acting Deputy Director, Office of Labor Affairs

Date Signed: mo. 07, day 28, yr. 76

15. Date Received in AID/W, or For AID/W Documents, Date of Distribution: mo. | day | yr.

AID 1330-4 (7-76)

*Project was changed from a five-year to a three-year project. Predecessor project (907-11-490-001) will terminate 9/30/76.

PROJECT IDENTIFICATION DOCUMENT FACESHEET

TO BE COMPLETED BY ORIGINATING OFFICE

FORM 100 (Rev. 10-65)

Original Change
 Add Delete

PID
DOCUMENT
CODE
1

1. COUNTRY/ENTITY: Interregional 3. DOCUMENT REVISION NUMBER: _____

4. PROJECT NUMBER: 907-11-490-004 5. BUREAU: OLAB 6. PROPOSED NEXT DOCUMENT: PRP PP b. DATE: 05/7/6

7. PROJECT TITLE - SHORT (stay within brackets): Government Labor Services 9. ESTIMATED COST (life of project): (\$000 or equivalent, \$1 =) 810,000

8. ESTIMATED FY OF AUTHORIZATION/OBLIGATION: a. INITIAL FY 77 b. FINAL FY 79

FUNDING SOURCE		AMOUNT
a. AID APPROPRIATED		810
b. OTHER U.S.		
c. HOST GOVERNMENT		
d. OTHER DONOR(S)		
TOTAL		810

10. ESTIMATED COSTS/AID APPROPRIATED FUNDS (\$000)							11. OTHER U.S. (\$000)		
i. Appropria- tion Alpha Code)	b. Primary Purpose Code	c. Primary Tech. Code	FIRST YEAR FY <u>77</u>		ALL YEARS		a. FUNDING SOURCE	b. FIRST YEAR	c. ALL YEARS
			d. Grant	e. Loan	f. Grant	g. Loan			
			150		810				
TOTAL			150		810				

12. SECONDARY TECHNICAL CODES (maximum six codes of three positions each)

13. SPECIAL CONCERNS CODE (maximum six codes of four positions each) 14. SECONDARY PURPOSE CODE

15. PROJECT GOAL (stay within brackets):
 To improve the living and working conditions of the poorest segment of the labor forces in developing countries -- the unskilled workers.

16. PROJECT PURPOSE(S) (stay within brackets):
 To develop planning procedures for designing, implementing and evaluating developmental programs which focus on reducing unemployment and under-employment and on raising the productivity and income of workers in the lower skill levels in developing countries.

17. PLANNING RESOURCE REQUIREMENTS (staff/funds)
 Project management will be within the Office of Labor Affairs with technical assistance provided by the Department of Labor and through the cooperation of various international organizations.

18. ORIGINATING OFFICE CLEARANCE
 Signature: Gerald G. Graf
 Title: Gerald G. Graf
Acting Deputy Director
Office of Labor Affairs
 Date Signed: 07/28/76

19. Date Received in AID/W, or For AID/W Documents, Date of Distribution
 mo. day yr. _____

July 28, 1976

ACTION MEMORANDUM TO THE DIRECTOR

FROM: Gerald G. Graf, OLAB
Acting Deputy Director

Problem: The attached three Project Papers have been reviewed in OLAB and circulated for the comments of the OLAB Project Advisory Committee (comprised of representatives of the various concerned bureaus) and are submitted herewith for your approval.

Background: Project number 907-11-490-001, Labor-Manpower Development, was approved by the Deputy Administrator on April 12, 1975. At that time PPC suggested that the Labor-Manpower Development Project, which consisted of three discrete activities, might better be presented as three separate projects.

It was the finding of the Project Appraisal Report which you approved in November 1975 that the PPC recommendation was indeed valid and action was implemented at that time in the form of approval of three Project Identification Documents which "debasketized" project number 907-11-490-001 and established in its place project numbers 907-11-490-002, Government/Organizations Relations; 907-11-490-003, Labor Force Integration; and 907-11-490-004, Government Labor Services.

Funding levels and project substance are essentially the same as were outlined for the three activities of the predecessor project, although it should be pointed out that the project design of the Government Labor Services Project has been tightened up considerably and a much improved focusing on objectives has been achieved.

Recommendation: It is recommended that you approve these three project Papers, which will take effect on October 1, 1976.

1. Project number 907-11-490-002, Government/Organizations Relations

Approved: Dale G. Bird

Disapproved: _____

Date: 7/29/76

2. Project number 907-11-490-003, Labor Force Integration

Approved: Dale G. Bird

Disapproved: _____

Date: 7/29/76

3. Project number 907-11-490-004, Government Labor Services

Approved: Price & Lord

Disapproved: _____

Date: 7/29/76

Attachments:

1. Three Project Papers
2. Original PIDs for Projects 002, 003 and 004

Clearance.
PPC/DPRE: AHandley js Date 7/29/76


OLAB:GGGraf:fw:7/28/76

PROJECT PAPER

OFFICE OF LABOR AFFAIRS

JULY 1976

Project Title: Government Labor Services

Project Number: 907-11-490-004

Project Duration: FY 1977 through FY 1979 *

Project Funding: \$810,000

* This project was previously an activity under Project Number 907-11-490-001 titled Labor/Manpower Development, which was a "basket project" containing three discrete activities. As a result of a recommendation by PPC in FY 1975 and a project appraisal completed in FY 1976, it was decided to separate the three activities into their legitimate project components beginning in FY 1977. Funding levels of these three projects fall within the previously approved limits of their predecessor project.

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Part I. Summary and RecommendationsA. Face Sheet Data
(See above)B. Recommendations

<u>Year</u>	<u>Type Funding</u>	<u>(\$000) Amount</u>	<u>Accumulative Amount</u>
FY 77	Grant	150	150
FY 78	Grant	360	510
FY 79	Grant	300	810
Life of Project AID Funding for activities			<u>\$810,000</u>

C. Description of Project

This project will utilize experimental situations and applied research techniques to formulate guidelines for successfully designing, implementing and evaluating programs which will:

- 1) Identify key labor market problem areas which adversely affect the employment, productivity and income of workers at the lower skill levels.
- 2) Formulate policies and programs to eliminate or reduce the adverse impact of the above identified labor market problem areas.
- 3) Develop or strengthen the institutions necessary to effectively and efficiently carry out the policies and programs.
- 4) Establish mechanisms for evaluating the performance of the implementing institutions and programs in meeting their goals.

{ Teams of labor market analysts and employment and training experts from the U.S. Department of Labor and AID will work with officials in three host countries in designing, implementing and evaluating programs which will improve the employment and income conditions of workers at the lower skill levels. The experimental programs to be chosen will be selected from and complementary to on-going or planned AID-supported programs. Activities will be divided into four phases to be undertaken in a three year time period.

Phase One: (1) The analysis of the employment, income and personal characteristics of the labor force to better understand what kinds of programs are needed to improve the situation of workers at the lower skill levels; and (2) The study of the structure of the labor market to determine how it affects lower skilled workers. Henceforth, this phase will be referred to as the Labor Sector Analysis (LSA) phase.

Phase Two: Based on information from the LSA phase, appropriate action plans will be designed to overcome labor market and other obstacles. These action plans will be further elaborated into specific policies and programs designed to achieve the program objectives. This will be referred to as the Policy and Program Formulation (PPF) phase.

Phase Three: After the approval of and with the collaboration of the host governments, the policies and programs developed in the PPF phase will be implemented. It is in this Policy and Program Implementation (PPI) phase that appropriate institutions and structures will be developed or strengthened to carry out these programs. To assure that the policies and programs which are implemented in fact achieve their desired objectives, a mechanism for evaluating their efficiency and effectiveness will be established so that results can be measured and improvements or corrections can be made.

Phase Four: Using the data and experience obtained by the teams in each of the previous phases, a final report will be compiled detailing a methodology which can be replicated in the development planning processes in other countries. This report will be the end-product of the project.

D. Summary Findings and Project Issues

This project will introduce a new and unique approach to the development of technical assistance projects in the human resources sector. It, in fact, will treat the analysis, development and utilization of human resources -- particularly in the case of this project -- as a development sector rather than as an annex or appendix to other sectors.

Following the Congressional Mandate's edict that the improvement of the lives of people -- the poorest of the people in the developing world -- and not simply increased economic output is the real objective of development, this project will focus attention on working people in the lower skill levels, which is synonymous with the lower income level in nearly every society. Detailed analysis of the labor markets of the pilot countries will identify those groups most deprived within the economic society and will consider the feasibility of altering their situation. The Policy and Program Formulation (PPF) phase will develop a strategy responsive to the findings of phase one and the Policy and Program Implementation (PPI) phase will provide tested experience in causing the desired changes.

Three major issues exist which could affect this project. The first is whether the required technical experts can be located within the Department of Labor or elsewhere and whether they will be willing to work on relatively short-term assignments. This project will not provide funding for the personnel who will comprise the field teams for the three phases on a life-of-project basis. The field personnel will be recruited on detail from various state or federal agencies, rehired annuitants, or persons contracted for the specific field assignment's duration with some consultation time for predeparture briefing and completion of reports in Washington.

The second issue is whether three host-countries can be identified which are willing to participate in the project and whether the host-country governments or their USAIDs have the financial resources to implement the policies and programs which will emerge from this project. It is not designed to be merely an academic exercise. The project must be field tested in the implementation phase.

A third issue is whether the Office of Labor Affairs will be able to obtain the direct hire personnel needed to supervise, monitor and evaluate the project. As of mid-July, 1976, OLAB had four vacant positions (two of them supervisory positions) with two additional personnel on extended sick leave with no immediate prospects for satisfactory recruitment of replacements. Doubling and in some cases tripling of work loads has been the immediate solution. This is, over the long run, unsatisfactory.

Part II. Project Background and Detailed Description

II. A. Background

{ Shortages in both the quality and quantity of skilled workers are widely recognized as basic barriers to national development. However, one of the anomalies of development and underdevelopment is that in the face of such shortages, unemployment and underemployment are critical and key symptoms of underdevelopment. Countries suffer from not having enough of one kind of labor and too much of another kind.

Labor programs in employment and training have been supported by AID for many years, although most earlier programs were referred to as "manpower" programs -- a term now in the process of being replaced by various degenderized titles. Policy Determination No. 52, dated May 2, 1973, stated that it is AID policy to assist less developed countries in their self-help efforts to strengthen the capabilities of labor ministries and other labor-manpower institutions for enhancing the skills and utilization, employment opportunities, productivity, freedom and welfare of working men and women.

The Percy Amendment of the 1973 Foreign Assistance Act emphasizes the fact that women are to be accorded equal consideration with men in the efforts of AID; this is particularly important in the field of employment and training and integration of women in the workforces of developing countries is stressed in all labor sector projects.

{ Programs in employment and training have traditionally been ad hoc, arbitrary, and often relating more the routines of available technical and administrative personnel than to the real nature of the general problem. For the last several years, however, the Office of Labor Affairs has been studying the desirability and feasibility of approaching problems involving the labor market on a broad, sectoral basis. The predecessor Labor-Manpower Development Project from which this project was borne attempted to lay the groundwork for a sectoral approach to labor force analysis and development.

{ This project will integrate analysis, planning, implementation and evaluation into a technical methodology which may be applied in other developing countries in order to bring about a more realistic relationship between developmental objectives and human resources capabilities. In addition, it will incorporate recent AID guidelines for giving special emphasis to persons at the lowest income levels.

Given the complexity of problems involved in improving the employment and income situation of the poor majority, it is apparent that better guidelines are needed to orient planners and development experts. There is existing experience in this area which should be analyzed as a basis for establishing such guidelines. In the United States, for example, many programs have been implemented which focus on the needs of different groups within the lower income portion of the population. Other countries have developed similar programs. Finally, international organizations and research institutions have been studying the problems of the poor majority and have prescribed a variety of solutions. There has been, however, very little systematic evaluation of these experiences and the techniques that have been applied, especially as they relate to developing countries.

This project will test these previously acquired experiences as they relate to the LDCs. U.S. Department of Labor technicians who are uniquely familiar with both domestic experiences and those of other countries, will provide the project with an overview of significant past experience and an appraisal of its transferability to developing countries. These experiences can be summarized in the following categories:

1. The study of the personal and labor force characteristics of homogeneous groups within the low income segment of the labor force to determine their needs and the kinds of policies and programs necessary to improve their situation.
2. Analyses of the labor market in which these individual groups are found to see how it operates, if it contributes to improving their employment and income situation and how it can be improved.
3. Recommended policies and programs which can most effectively improve the employment and income situations of the low income target groups.
4. Information as to how these recommendations may be implemented.

Evaluation mechanisms which can best measure the success of the policies and programs which are implemented.

II. B. Detailed Description

1. The Project Goal is to improve the living and working conditions of the unskilled workers who constitute the poorest majority of the labor forces in developing countries.
 - a. Measurement of Goal Achievement will be dependent on periodically collected data from host country on labor force, employment, income, hours, and earnings. These data sources will be specifically modified to serve as evaluation mechanisms for measuring success of project.
 - b. Important Goal Related Assumptions are that the U.S. Government and AID will continue to give high priority to the objectives of the Congressional Mandate of the FAA of 1973 and that the countries to which AID's assistance is channelled will be equally perceptive of the importance of these objectives.
2. The Project Purpose is to develop planning procedures for designing, implementing and evaluating developmental programs which focus on reducing unemployment and underemployment and on raising the productivity and income of workers in the lower skill levels in developing countries.

- a. End of Project Status will be achieved when the experimental projects, completed as outputs of this project, have been analyzed, evaluated and synthesized into a technical package permitting the formulation of development guidelines for mid- to long-range application in economic and social planning.
- b. Important Purpose-Related Assumptions are that: (1) AID Missions and Bureaus and host countries will cooperate in pilot programs, and (2) increasing employment opportunities and productive capabilities of the unemployed and underemployed will result in a corresponding increase in their income.

3. The Outputs of this Project include the completion of Labor Sector Analyses in at least three countries; the formulation of policies and programs to improve the conditions of workers at the lower skill levels in all of the three countries; and the adoption of some of these policies and programs together with the development of evaluation mechanisms in at least two countries.

- a. The Output Indicators cited in the preceding paragraph may vary somewhat (upward) if pilot projects can be arranged with countries such as Jordan in which a large amount of the phase-one work has already been completed.
- b. Output-Related Assumptions are that data on which Labor Sector Analyses can be conducted will be available or can be generated at moderate cost in the selected developing countries and that these countries will be willing to implement some of the policies and programs that are suggested on the basis of these analyses.

4. Project Inputs will include participating agency services and resource support services provided under agreements (PASA and RSSA) with the Department of Labor; administrative and technical staff support by the Office of Labor Affairs; appropriate manpower and administrative support by the participating host countries; and a modest amount of participant training at the Department of Labor's Bureau of Labor Statistics and Employment and Training Institute for host country officials who will be counterparts of the U.S. technical experts.

- a. The Project Budget/Schedule is as follows:

(\$000s)	FY 1977	FY 1978	FY 1979
1. AID Funding			
a. PASA	80	255	225
b. RSSA (DOLITAC)	50	95	75
c. OLAB Staff		(Not charged to project)	
2. Host Country		(To be determined)	
3. Participant Training	<u>20</u>	<u>10</u>	<u> </u>
Total Project Funding	150	360	300

- b. Input-Related Assumptions are that the technical expertise required by this project will be available from the Department of Labor or elsewhere and that the staff counterparts of the host countries will be adequately qualified.

III. Project Analysis

III. A. Technical Analysis

1. AID development technicians and AID Missions have the responsibility for developing programs to improve the living conditions of the poor majority in the LDCs. This implies, therefore, the necessity of designing, implementing and evaluating activities which will improve the employment and income situation of workers at the lower skill levels. This project reflects the insight and judgment derived from long experience in formulating policies and programs for the stimulation and creation of employment opportunities and for the more equitable distribution of income. The project redirects emphasis from earlier programs designed to furnish the skilled manpower for expanding the modern output-oriented economic sector towards programs which consider the employment and income needs of the workers at lower skill levels -- the vast majority of the labor forces of developing countries.

Methodological research will be undertaken to test and evaluate techniques that were applied in domestic and international programs as to their applicability in improving the success of AID-supported programs. Maximum attention will be given to the application of appropriate, intermediate technology and to the study of its impact on the employment and income situation of the poor majority.

By testing previously acquired experience in these actual applications in the LDCs, practical insight will be developed, thus permitting the formulation of sound, useful guidelines for the orientation of future projects.

2. The purpose of utilizing previously acquired experience and testing its applicability on AID project development represents a prudent use of resources. The estimated cost of the project, therefore, is both realistic and economical.
3. The project is technically sound, appropriately designed, realistically priced and the cost estimate is reasonably firm.
4. No environmental impact is anticipated.

III. B. Financial Analysis and Plan

1. The initial financing for the project will primarily be funded by CLAB. This will be complementary, however, to Mission or Bureau funded AID projects which are selected as test, demonstration projects. Later, LDC cooperation for field-testing the techniques and methodologies will be solicited. The project is designed to provoke a multiplier effect by providing guidelines to improve the success of AID projects oriented to improving the situation

of the poor majority. Drawing on the experiences of other institutions, both U.S. and international, the project seeks to utilize information developed at no cost to AID and to test its applicability in improving the outputs of AID-supported activities. Successful completion of this project will contribute to the improved cost effectiveness in the design, implementation and evaluation of subsequent projects.

2. The project is dependent on complementing ongoing or planned AID-supported projects. Given its short duration, in this case three years, it is safe to assume that the AID projects to be complemented will survive the project development period and that complementary funding within AID will present no problem.

3. Financial Plan/Budget Tables

A. Projected Budget by Outputs (in \$000s)

1. Labor Sector Analysis
 - FY 1977 -- RSSA, 50; PASA, 50
 - FY 1978 -- RSSA, 95; PASA, 96
 - FY 1979 -- RSSA, 75; PASA, 15
2. Policy and Program Formulation
 - FY 1977 -- PASA, 30; training, 20
 - FY 1978 -- PASA, 68; training, 10
 - FY 1979 -- PASA, 110 *
3. Policy and Program Implementation and Evaluation
 - FY 1977 -- None
 - FY 1978 -- PASA, 91
 - FY 1979 -- PASA, 100 *

B. Projected Budget by FY of Funding (in \$000s)

1. FY 1977 -- 150
 - Activities related to Labor Sector Analysis carried out by DOL technicians under PASA, 50
 - Activities related to Policy and Program Formulation by DOL technicians under PASA, 30
 - General Technical Support RSSA, 50
 - Training of host-country personnel, 20
2. FY 1978 -- 360
 - Activities related to Labor Sector Analysis carried out by DOL technicians under PASA, 96
 - General Technical Support RSSA, 95
 - Training of host-country personnel, 10
 - Activities related to Policy and Program Formulation by DOL technicians under PASA, 68
 - Activities related to Policy and Program Implementation by DOL technicians under PASA, 91

* Includes resources for preparation and publication of final report and for post-project seminar

3. FY 1979 -- 300

- Activities related to Policy and Program Formulation by DOL technicians under PASA, 50
- General Technical Support RSSA, 75
- Activities related to Policy and Program Implementation by DOL technicians under PASA, 94
- Activities related to the compilation of the final report and project evaluation by DOL technicians (and printing) under PASA, 36
- Post-project seminar under PASA, 45

III. C. Social Analysis

The social implications of this project closely parallel the economic implications. An improvement in the employment and income situations of low skilled, low income workers should be accompanied by the greater participation of them and their families in the political and social activities of the country. Experience has shown less social unrest in those countries where the economic conditions of poorer groups within the society are showing relative improvement over time.

It is difficult to identify those factors responsible for improving the situation of the low income population. Improved nutrition, sanitation and general health standards may or may not accompany a rise in relative income. Increased education and training, while directly related to improvements in the employment situation of most workers, may or may not be the most relevant causal factors. This project recognizes the complex interaction of economic and social forces as they influence the poor majority by allowing for the development of varied and interrelated packages of policy and program solutions to meet the needs of the target populations. Activities of both a social and economic nature will be combined to maximize their beneficial impact in improving the employment and income conditions of the target groups.

III. D. Economic Analysis

Traditional developmental strategies have focused on rapid increases in GNP which would be passed on to persons in the lower income levels of the economy through some not-too-well defined "trickle-down" mechanism. The experiences of the 1960's have produced rapid growth rates in GNP with little or no "trickle-down". In some countries, absolute employment in the modern sectors has declined with increasing output, and it is often the case that the share of national income going to workers has declined as growth in GNP is accelerated.

Economists have become increasingly aware that improvements in the employment and income situation of low income groups in the population can only be immediately influenced by programs designed to treat their specific conditions and characteristics. Economic development strategies, therefore, are being modified to both deal with the problems of stimulating growth as well as the difficulties

of low income groups. An optimum combination of programs is being sought which will simultaneously maximize economic growth, income distribution and employment generation.

This project seeks to further this goal by manipulating those factors contributing to successful improvement of the employment and income situation of low income workers. By stimulating projects where employment creation and income distribution are the primary goals, development horizons will be broadened to incorporate a larger proportion of the total population into the mainstream of economic activity. Their initial participation will begin to change the character of the goods and services that are demanded. The acceleration in the demand for less sophisticated and less elaborated goods and services will tend to stimulate future employment opportunities in the labor intensive sector thus giving a more balanced character to economic growth.

Part IV. Implementation Arrangements

IV. A. Administrative Arrangements

This project will complement ongoing or planned AID-supported projects which focus on improving the employment and income situation of workers at the lower skill levels in the LDCs. OLAB will inventory and evaluate development projects which have the above purpose and select those projects having the most potentiality for testing the selected techniques summarized in Part II. A. In addition, OLAB, together with DOL technicians, will evaluate and select tested techniques which have been used in projects related to low income workers. These techniques will be applied by DOL technicians who, in turn, will develop guidelines for designing, implementing and evaluating future similar projects.

1. Recipients

The primary recipients will be that sector of the development community which focuses on improving the employment and income conditions of low income workers. The immediate recipients from this project will be those who benefit from its test application.

The technical services related to designing, implementing and evaluating programs for generating employment and improving the distribution of income will be provided by the U.S. Department of Labor. Existing PASA relationships with DOL and previous experience would indicate that no administrative problems will take place. A significant change in the nature of the technical services to be requested will require special care in the recruitment of qualified technicians for the new duties to be performed.

2. AID

No AID personnel commitments above present levels will be required for implementation of this project.

IV. B. Implementation Plan

The implementation plan includes the project inputs and outputs presented in the order of sequential target completion dates. The responsible party for each input and output is designated and relationships between parties are specified.

1. Initiation of the general technical services RSSA with the Department of Labor; August 1, 1976.
2. Approval of the Government Labor Services Project Paper; September 1, 1976.
3. Identification of the first country (country A) for developing test situations. Recruitment of two person team (team one) of manpower specialists under DOL RSSA to perform Labor Sector Analyses in three countries; December 31, 1976.
4. Survey of past manpower planning and development programs and other human resources development efforts directed to low income target populations by both international and domestic agencies. Analysis of above efforts by OLAB to select appropriate techniques to be tested in LDCs and to identify potential specialists for recruitment in subsequent teams; January 1, 1977.
5. Arrangements for Labor Sector Analysis in country A through consultations with host-country government and USAID by OLAB; December 31, 1976.
6. Departure of team one to country A to perform first Labor Sector Analysis; February 1, 1977.
7. Selection of the second country (country B) and arranging for application of second Labor Sector Analysis. Recruitment of second two man team (Team two) under DOL RSSA to undertake policy and program formulation phase; April 1, 1977.
8. Return of team one from country A; May 1, 1977.
9. Completion of Labor Sector Analysis for country A by team one; June 1, 1977.
10. Departure of team two after briefing by team one to country A for first application of policy and program formulation phase; August 1, 1977.
11. Departure of team one for country B to perform second Labor Sector Analysis; November 1, 1977.
12. Return of team two from country A; November 1, 1977.
13. Completion of policy and program strategy formulation for country A by team two; December 1, 1977.
14. Selection of country number three by OLAB and arrangements with host-country and AID for application of Labor Sector Analysis. Recruitment of team number three for the policy and program implementation phase through DOL RSSA; December 1, 1977.
15. Return of team number one from country B; February 1, 1978.

16. Completion of second Labor Sector Analysis by team two; March 1, 1978.
17. Departure of team number three for country A after briefings by teams one and two. Team three will assist host-country or AID technicians in implementing programs and direct assistance will be given for establishing evaluation mechanisms; May 1, 1978.
18. Departure of team number one for country C; June 1, 1978.
19. Departure of team number two for country B; June 1, 1978.
20. Intensive analysis by RSSA-funded technicians of the two Labor Sector Analyses made by team one. Preparation of preliminary evaluation of this project activity; June 1, 1978.
21. Return of team one from country C and team two returns from country B; September 1, 1978.
22. Completion of third Labor Sector Analysis by team one and completion of second policy and program strategy paper by team two; October 1, 1978.
23. Return of team three from country A; November 1, 1978.
24. Completion of first policy and program implementation and evaluation for country A by team three; intensive analysis of the two policy and program formulations for countries A and B by RSSA technicians and teams one and two; December 31, 1978.
25. Joint analysis by teams one, two and three of the effectiveness of the entire program with special emphasis on the linkages between the various phases. Preparation of report for RSSA technicians on these observations; February 1, 1979.
26. Departure of team two for country C to initiate third policy and program strategy formulation. Departure of team three for country B to work on second experience in policy and program implementation and evaluation; February 1, 1979.
27. Evaluation by RSSA-funded technicians of joint analysis by teams one, two, and three. Preliminary activities related to preparation of final report; April 1, 1979.
28. Return of team two from country C; May 1, 1979.
29. Completion of final policy and program strategy formulation by team two for country C; June 1, 1979.
30. Completion of mid-tour report by team three; June 1, 1979.
31. Final analysis by RSSA-funded technicians of policy and program formulation activities of team two. Preparation of evaluation and guidelines for final report; July 1, 1979.

32. Return of team three from country B; August 1, 1979.
33. Completion of second policy and program implementation and evaluation report by team three on basis of experiences in country B; September 1, 1976.
34. Final analysis by RSSA funded technicians of all activities of the project and preparation of final, comprehensive reports on techniques that were found appropriate for application in developing countries; September 30, 1979.
35. Termination of project; September 30, 1979.
36. Post-project seminar of host-country and U.S. personnel to evaluate project and discuss its wider application in other developing countries; November 1, 1979.
37. Publication of final report and distribution to AID bureaus and missions and other interested parties; December 31, 1979.
38. Post-project evaluation by OLAB and DOL; December 31, 1979.

Government Labor Services Project

Financial and Technical Services

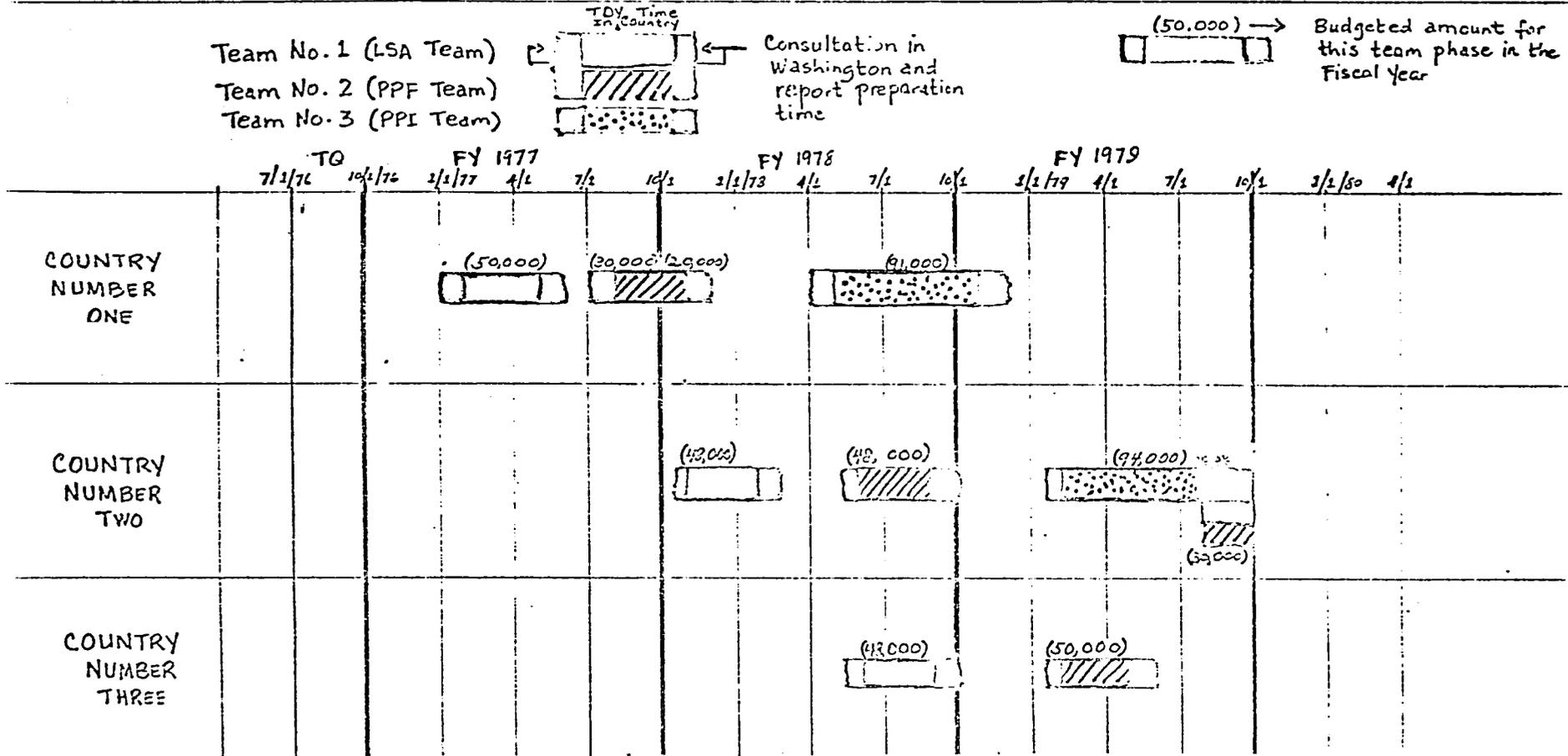
Flow Chart

(All RSSA and PASA funding amounts include overhead)

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OFFICE OF LABOR AFFAIRS
Project No. 907-11-490-004

Date of Preparation: July, 1976



* Initial RSSA Funding from TQ allocation of Predecessor project (Project No. 907-11-490-001)

** AID/W time for all teams to prepare final report

*** Includes \$6000 for publication of final reports and \$45,000 post-project seminar

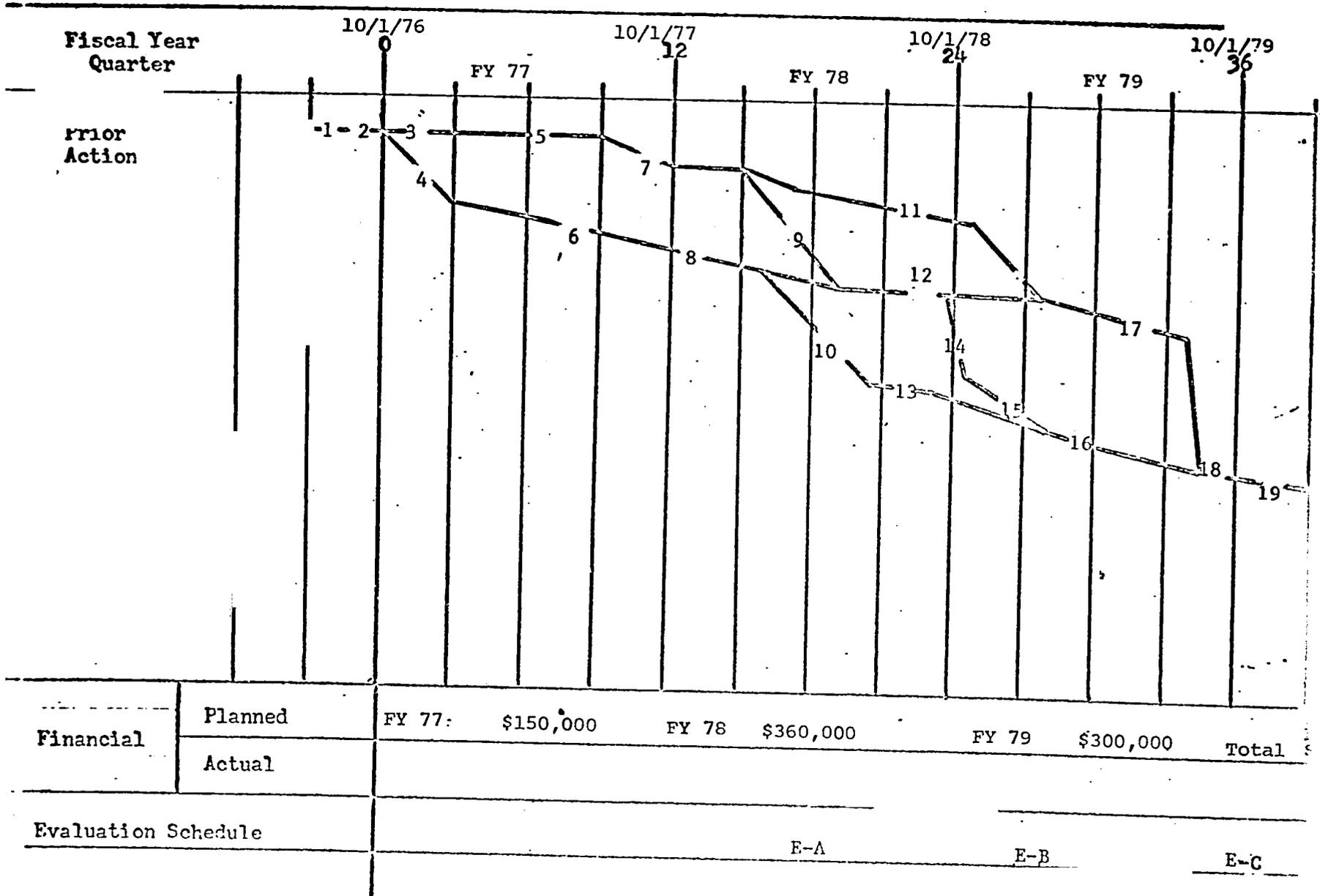
RSSA OBLIGATIONS (55)*	50	95	75	
PASA OBLIGATIONS	80	255	255***	
PIO/P OBLIGATIONS		20	10	
FISCAL YEAR OBLIGATIONS (130)	150	(350)	360	75 300
ACCUMULATIVE OBLIGATIONS 130	150	500	510	585 810

IV. C. Evaluation Arrangements for the Project

The project should have three formal evaluations in addition to normal, periodic monitoring. The first evaluation should occur 18 months after the project is initiated to be sure that the project is on the way to accomplishing its indicated purpose and to assure that the experiences which are being analyzed can, in fact, be applied in the developing countries. The second evaluation should take place after all of the teams have had the opportunity to make at least one application of the techniques in a developing country. At this point, it will be possible to evaluate the effectiveness of the teams, the interrelatedness of their activities and the soundness of developing guidelines for future application from their experiences. The final evaluation will take place at the end of the project and will concentrate on the validity of the methodologies in solving practical problems and on the reliability of the recommendations for application in other situations.

CRITICAL PERFORMANCE INDICATOR NETWORK

country: Interregional	project no.: 907-11-490-004	project title: Government Labor Services	date:
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CRITICAL PERFORMANCE INDICATOR NETWORK

country:	project no.:	project title:	date:
Interregional	907-11-490-004	Government Labor Services	

PROJECT PURPOSE: To develop planning procedures for designing, implementing and evaluating developmental programs which focus on reducing unemployment and underemployment and on raising the productivity and income of workers in the lower skill levels in developing countries.

CPI DESCRIPTION:

1. Initiation of general technical services RSSA with DOL.
2. Approval of government-labor services project paper.
3. Identification of country A; arrangements for project application in country A; and, recruitment of team one.
4. Completion of survey of past human resources development efforts by domestic and international agencies.
5. Team one to complete Labor Sector Analysis in country A.
6. Identification of country B; arrangements for project application in country B; and, recruitment of team two.
7. Team two to complete policy and program formulation in country A.
8. Team one to complete Labor Sector Analysis in country B.
9. RSSA-funded technicians to evaluate team one's two activities.
10. Identification of country C; arrangements for project application in country C; and, recruitment of team three.
11. Team three to complete policy and program implementation and evaluation phase in country A.

12. Team two to complete policy and program formulation in country B.
 13. Team one to complete modified Labor Sector Analysis in country C.
 14. RSSA funded technicians to evaluate team two's activities.
 15. Analysis by teams one, two and three of project activities with emphasis on linkages between phases. Preliminary guidelines for preparation of final report.
 16. Team two to complete modified policy and program formulation in country C.
 17. Team three to complete policy and program implementation and evaluation in country B.
 18. Completion of final, comprehensive report on appropriate techniques for application in developing countries. Termination of project.
 19. Post-project seminar; publication and distribution of final report and OLAB/DOL evaluation of project.
- E-A First evaluation as to general effectiveness of the project.
- E-B Second evaluation includes performance of teams, linkages of activities and potential for application in other situations.
- E-C Final evaluation of validity of methodology in providing useful guidelines and reliability of recommendations in future experiences.

Summary	Objectively Verifiable Indicators	Important Assumptions																																
<p>improve the living and working conditions of the unskilled workers constitute the poorest majority the labor forces in developing countries.</p>	<p>A.2. Measurement of Goal Achievement Periodically collected data from host country on labor force, employment, income, hours and earnings.</p>	<p>A.3. (as related to goal) The objectives of the Congressional Mandate of the FAA of 1973 will continue to receive high priority in AID; countries to which AID's assistance is channelled will be equally perceptive of the importance of these objectives.</p>																																
<p>develop planning procedures for designing, implementing and evaluating developmental programs which focus on reducing unemployment and underemployment on raising the productivity and income of workers in the lower skill levels developing countries.</p>	<p>B.2. End of Project Status Will be achieved when the experimental projects, completed as outputs of this project, have been analysed, evaluated and synthesized into a technical package permitting the formulation of development guidelines for mid-to long-range application in economic and social planning.</p>	<p>B.3. (as related to purpose) 1. AID Missions and Bureaus and host countries will cooperate in pilot programs. 2. Increasing employment opportunities and productive capabilities of the unemployed and underemployed will result in a corresponding increase in their incomes.</p>																																
<p>1) Labor Sector Analyses completed by team of labor technical experts. 2) Policy and program formulation prepared by labor experts, AID project technicians and host country counterparts. 3) Policy and program implementation initiated by labor experts, AID project technicians and host country counterparts. 4) Evaluation mechanisms developed by labor experts together with host country counterparts.</p>	<p>C.2. Output Indicators * <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th></th> <th>FY 1977</th> <th>FY 1978</th> <th>FY 1979</th> </tr> </thead> <tbody> <tr> <td>1. Countries in which LSAs completed</td> <td>1</td> <td>2</td> <td>-</td> </tr> <tr> <td>2. Countries in which PPFs prepared</td> <td>-</td> <td>2</td> <td>1</td> </tr> <tr> <td>3. Countries in which PPIs initiated</td> <td>-</td> <td>1</td> <td>1</td> </tr> <tr> <td>4. Countries in which Evaluation Mechanisms are developed</td> <td>-</td> <td>-</td> <td>2</td> </tr> </tbody> </table> <p>*Minimal target; additional phases 1 and 2 may be initiated in other LDCs if conditions permit/require.</p> </p>		FY 1977	FY 1978	FY 1979	1. Countries in which LSAs completed	1	2	-	2. Countries in which PPFs prepared	-	2	1	3. Countries in which PPIs initiated	-	1	1	4. Countries in which Evaluation Mechanisms are developed	-	-	2	<p>C.3. (as related to outputs) 1. Data on which Labor Sector Analyses can be conducted will be available or can be generated at moderate cost in the selected developing countries. 2. Selected developing countries will be willing to adopt development strategy designed to improve living conditions of their poor majority.</p>												
	FY 1977	FY 1978	FY 1979																															
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<p>AID a. PASA Agreement with DOL/ILAB b. PSSA Agreement with DCL/ILAB c. OLAB staff support Host Country a. Manpower Planning Staff b. Administrative support Participant Training</p>	<p>D.2. Budget Schedule (\$ in 000s) <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th></th> <th>FY 1977</th> <th>FY 1978</th> <th>FY 1979</th> </tr> </thead> <tbody> <tr> <td>1. AID Funding</td> <td></td> <td></td> <td></td> </tr> <tr> <td> a. PASA (Incl. O.H)</td> <td>80</td> <td>225</td> <td>180</td> </tr> <tr> <td> b. PSSA</td> <td>50</td> <td>95</td> <td>75</td> </tr> <tr> <td> c. OLAB (no cost to project)</td> <td>-</td> <td>-</td> <td>-</td> </tr> <tr> <td>2. Host Country (To be determined when country selected and pilot programs set up)</td> <td></td> <td></td> <td></td> </tr> <tr> <td> 3. Participant Training</td> <td>20</td> <td>10</td> <td>45</td> </tr> <tr> <td> Total Project Funding</td> <td>150</td> <td>360</td> <td>300</td> </tr> </tbody> </table> </p>		FY 1977	FY 1978	FY 1979	1. AID Funding				a. PASA (Incl. O.H)	80	225	180	b. PSSA	50	95	75	c. OLAB (no cost to project)	-	-	-	2. Host Country (To be determined when country selected and pilot programs set up)				3. Participant Training	20	10	45	Total Project Funding	150	360	300	<p>D.3. (as related to inputs) 1. Technical expertise will be available to implement team approach to Labor Sector Analysis and planning. 2. AID will have on-going or planned projects that will lend themselves to the purpose of this project. 3. Selected developing countries will have adequate counterpart staffs and will provide necessary inputs.</p>
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