

504-11-490-024
 Reference Center
 Room 1656 NS

5

AID 1020-25 (7-68)		SECURITY CLASSIFICATION		001 PROJECT NUMBER	
PROJECT APPRAISAL REPORT (PAR)		UNCLASSIFIED		504-11-490-024	
(U-446) See M.O. 1026.1					
002 PAR	MO	DAY	YR.	003 U.S. OBLIGATION SPAN	004 PROJECT TITLE
AS OF:				FY 65 Thru FY 72	PD-AAF-648-F1
005 COOPERATING COUNTRY - REGION - AID/W OFFICE				WORKER EDUCATION & SOCIAL PROJECTS	
Guyana					

006 FUNDING TABLE											
AID DOLLAR FINANCING-OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 19 69)	682,351	615,867	46,930	0	608,867	6,900	7,000	5,207	0	7,447	0
PROPOSED OPERATIONAL YEAR (FY 19 70)											

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

007 IMPLEMENTING AGENCY TABLE							
If contractors or participating agencies are employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate descriptive code in columns b and c, using the coding guide provided below.							
TYPE CODE b	TYPE CODE c	a. IMPLEMENTING AGENCY	TYPE CODE		d. CONTRACT/PASA/VOLAG NO.	e. LEAVE BLANK FOR AID/W USE	
			b.	c.			
1. U.S. CONTRACTOR	0. PARTICIPATING AGENCY	AIFLD	1	2	AID/1a-259 T.O. #37		
2. LOCAL CONTRACTOR	1. UNIVERSITY						
3. THIRD COUNTRY CONTRACTOR	2. NON-PROFIT INSTITUTION						
4. PARTICIPATING AGENCY	3. ARCHITECTURAL & ENGINEERING						
5. VOLUNTARY AGENCY	4. CONSTRUCTION						
6. OTHER:	5. OTHER COMMERCIAL						
	6. INDIVIDUAL						
	7. OTHER:						

PART I - PROJECT IMPACT

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

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

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

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

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

This project was initiated in 1965. Little or no activity in worker education was accomplished until 1966, the main burden of the contractor, the American Institute for Free Labor Development, being the development of a Low Cost Housing Cooperative Society and in small impact projects. In 1966 AIFLD and the Guyana Trades Union Council (TUC) formed the Critchlow Labor Institute to educate members of trade unions affiliated with the

MISSION DIRECTOR APPROVAL →	SIGNATURE	DATE
	Robert C. Hunter, Director	July 8, 1969

UNCLASSIFIED
 SECURITY CLASSIFICATION

UNCLASSIFIED

504-11-490-024

PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

TUC. The CLI was an important milestone for labor development in the mind of the GOG.

Organized labor has formed an important position in the social and political fabric of Guyana. It is the largest organization in the country and, based on the British system, it is very much interested in politics. A number of people have attained positions of power by allying themselves to the trade union movement and these include both Cheddie Jagan and Forbes Burnham, the last two prime ministers. The size of the movement is approximately 45,000 members and contrary to the situation in many countries is not concentrated in the capital city but covers the country to a large degree.

Industrial unrest has been widespread for the past ten or fifteen years and the large number of strikes and work stoppages have seriously affected the efforts for economic development in the country. Some of this has been the result of poorly educated workers and leaders and also the anti-colonial feeling among the population. The development of more knowledgeable, efficient, and restrained union was of prime importance. It was considered necessary to train and re-train labor leaders in modern industrial and labor relations techniques and to educate the rank and file membership to know and understand what a good union can do for them.

For this purpose AIFLD provided leadership and funding for the Critchlow Labor Institute, later the Critchlow Labor College. Working through the TUC, AIFLD developed a program of trade union education for all levels of membership in many areas of Guyana. USAID also provided participant training at the same time to both Ministry of Labor and Industry personnel in the field of industrial relations, labor statistics, personnel management, etc. The results of the total program have been good both in numbers and quality. Labor statistics for the past twelve months indicate a lessening in the number and severity of strikes and other forms of dissatisfaction. The national election saw the incumbent government re-elected with a very minimum of unrest in December 1968.

UNCLASSIFIED

SECURITY CLASSIFICATION

UNCLASSIFIED

504-11-490-024

PART I-B - PROJECT EFFECTIVENESS

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

IDE O. J/W SE LY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				6. PROJECTED TOTAL FOR PROJECT LIFE
		3 ACTUAL CUM. TO DATE	4. AS OF PRIOR JUNE 30 1968		5. PLANNED BY NEXT JUNE 30 1969	
			a. PLANNED	b. ACTUAL		
	1. Trade Union Leadership training for all levels of the trade union movement	1,277	875	1,091*	1,400	4,000
	2. Development of community type projects of social and economic impact.					
	a. Low cost housing for TUC members	232	100	62	346	568
	b. Credit unions	1	1	0	1	1

UNCLASSIFIED

***As of March 30, 1969**

UNCLASSIFIED**504-11-490-024****PART I-C - Continued****C.2 - GENERAL QUESTIONS**

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

015. The International Labor Office made available an advisor in worker education to the Caribbean Area for a period of one year (later extended an additional six months). He was to spend not more than half of this time in Guyana. Recognizing the activity and strength of the Guyana TUC, he decided to invest all of his time in Guyana. His slightly divergent views caused some changes in trade union leadership training and brought about the building of the Critchlow Labor College, a very costly venture. Although USAID and AIFLD were in favor of the construction of a modest structure to house the CLC and provide a place for the TUC to meet, it was not in favor of what was eventually attempted. Finding the funds to pay for the structure is causing problems vis-a-vis providing worker education classes. It is unfortunate that this situation has arisen. AIFLD is at present attempting to eliminate these problems.

UNCLASSIFIED

504-11-490-024

PART II - IMPLEMENTATION REPORT

II-A - STATUS OF SCHEDULE

022 A-1 - INDIVIDUAL ACTIONS (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(b) STATUS - PLACE AN "X" IN, ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
	<u>WORKER EDUCATION</u>			
	Preparation of curriculum		X	
	Development of lecture staff		X	
	Preparation of study and reference material		X	
	Operation of seminars courses		X	
	Development of adequate budget procedures <u>1/</u>	X		
	Preparation of follow-up procedures	X		
	<u>1/</u> The CLC budget is dependent on commitments by AIFLD, GOG, and student registration fees supplemented by income to be derived from rental of the CLC's physical facilities (auditorium, lecture rooms and cafeteria). At present the TUC provides no funding for the programs although it primarily benefits the trade union movement. The TUC is being urged to fund each year an increasing portion of the budget.			
	<u>SOCIAL PROJECTS</u>			
	Development of a Housing Cooperative Society		X	
	Promotion and development of a credit union for a major trade union		X	

UNCLASSIFIED

UNCLASSIFIED**504-11-490-024****PART II - Continued**

023

II-A.2 - OVERALL TIMELINESS

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

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

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

II-B - RESOURCE INPUTS

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

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

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

2. FACTORS-PARTICIPANT TRAINING

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

UNCLASSIFIED

SECURITY CLASSIFICATION

SECURITY CLASSIFICATION

UNCLASSIFIED

PROJECT NUMBER

504-11-490-024

PART II-B - Continued

3. FACTORS-COMMODITIES

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

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

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

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

a. Overall Implementation Performance. & b. Implementing Agency Actions.

The overall implementation performance, if scaled similarly would be marked slightly below satisfactory for a number of reasons:

- 1) The contractor, AIFLD, has allowed its image to slip badly.
- 2) It has inadequate control of worker education program.
- 3) It has made little or no follow-up on those offered trade union training both locally or in the U.S.

These may be temporary problems. Work in this area is difficult at best. Advice is not wanted and seldom put to use. A great deal of patience and persuasion is necessary by all concerned. It is possible that the U.S. technicians involved were not always of the highest quality taking into account such factors as education, practical experience, and suitability for overseas work. Quantity of work produced is high (see Part I-B-1 Output report and forecast).

UNCLASSIFIED

SECURITY CLASSIFICATION

UNCLASSIFIED**504-11-490-024****PAR CONTINUATION SHEET**

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c. Participants

AIFLD during the first three or four years starting in 1962 was quite active in participant training. Several large groups of trade unionists were sent to the Front Royal Center in Virginia for trade union leadership training. A number of these now hold responsible positions in unions or in government and industry as labor relations advisors. This activity has dwindled and in 1967 and 1969 there were none except for the labor economist trained for the Man Power Citizens Association (Georgetown University, nine months) and one or two observation tours by Guyanese. Little or no follow-up on the participants has been done.

UNCLASSIFIED

UNCLASSIFIED

504-11-490-024

PART III -- ROLE OF THE COOPERATING COUNTRY

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

SPECIFIC OPERATIONAL FACTORS:	
080 Coordination and cooperation within and between ministries.	
081 Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	P
082 Availability of reliable data for project planning, control and evaluation.	
083 Competence and/or continuity in executive leadership of project.	
084 Host country project funding.	
085 Legislative changes relevant to project purposes.	
086 Existence and adequacy of a project-related LDC organization.	
087 Resolution of procedural and bureaucratic problems.	
088 Availability of LDC physical resource inputs and/or supporting services and facilities.	
089 Maintenance of facilities and equipment.	
090 Resolution of tribal, class or caste problems.	
091 Receptivity to change and innovation.	
092 Political conditions specific to project.	P
093 Capacity to transform ideas into actions, i.e., ability to implement project plans.	
094 Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	N
095 Extent of LDC efforts to widen the dissemination of project benefits and services.	
096 Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	P
097 Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	
098 Other:	
HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:	
099 Level of technical education and/or technical experience.	
100 Planning and management skills.	
101 Amount of technician man years available.	
102 Continuity of staff.	P
103 Willingness to work in rural areas.	N
104 Pay and allowances.	
105 Other:	

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

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

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

Prior to 1967 the cooperating country had no active role in workers education but in '67 and '68 made available a grant of G\$10,000 each year to aid the program. In addition in 1968 an excellent piece of land, large in size and centrally located in Georgetown, was made available for the construction of the Critchlow Labor College at no cost. This college was subsequently constructed (although not completely finished) and dedicated to the workers of Guyana on Labor Day, May 1, 1969 by the Prime Minister, himself a trade unionist. The government indicated that its financial contribution for the year 1969 would be increased to G\$12,500. The College now is able to offer trade union courses in clean comfortable lecture rooms, with a fine auditorium and a cafeteria (in a future stage; it is now incomplete). It has a more superior lecture staff and a curriculum that includes economic and other social studies.

UNCLASSIFIED

SECURITY CLASSIFICATION

PROJECT NUMBER

UNCLASSIFIED

504-11-490-024

PAR CONTINUATION SHEET

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094. The capacity to sustain or expand the impact of the project after U.S. inputs are terminated is available except for finances. There are excellent physical facilities available; there is a staff with either high educational accomplishments or extensive practical experience; and there is a very large number of Guyanese who need the opportunity of workers education and who are eager to avail themselves of it. The problem of funding however is acute. The TUC provides no funds to the program although its people benefits the most. Other than U.S. and GOG funds the only other input is through student registration fees and occasionally an employer contribution. The TUC is being urged to contribute to the financial requirements so that the CLC will remain an organization operated for and by the trade union movement. It has been suggested that an assessment of \$1.00 per year by each of the 45,000 trade unionists of Guyana would provide approximately slightly more than half of the funds necessary. To do this however it would be necessary for most unions to raise their dues structure and this is difficult for some especially for the MPCA, the trade union representing the bulk of the agricultural workers.
096. In prior years, 1962 to 1968, AIFLD had trained selected local union officers at their headquarters in Front Royal, Virginia. To a large extent these persons are now serving as lecturers at the CLC and may be considered counterpart personnel. Quite a number of these participants are now holding positions of importance in either the trade union movement or in the GOG (the present Minister of Labor & Social Security was an AIFLD participant in the year 1962).

UNCLASSIFIED

SECURITY CLASSIFICATION

SECURITY CLASSIFICATION	PROJECT NUMBER
UNCLASSIFIED	504-11-490-024

PART IV - PROGRAMMING IMPLICATIONS

IV-A - EFFECT ON PURPOSE AND DESIGN

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

For example, changes might be indicated if they would:

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

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

Basically little change is called for. Probably achievement of program objectives and goals would be greater if the contracting agency, in this case AIFLD, would have provided an experienced and knowledgeable worker education specialist to guide and encourage the TUC and give general assistance in the actual program including selection procedures and in the follow-up process. This would still be a reasonable action if program purposes are to be achieved and if it would assure continued operation upon U.S. withdrawal. A closer relationship between the Guyana trade union movement and the U.S. and other democratically oriented labor institutions is desirable. To this end, AIFLD is equipped to provide the communicating link.

The cost implications of such action at the present time would be an increase in program funding of about 20 to 25%.

IV-B - PROPOSED ACTION

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

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

109 NARRATIVE FOR PART IV-B:

The contracting agency, AIFLD, has a new country program director and it is expected that his proposed country program plan for CY 1970 and beyond will provide for some new ideas and/or a different approach to the program activity. An evaluation of these ideas and approaches will indicate what minor changes will be made and when. To a large extent the attitudes of the TUC and GOG will also contribute to proposed future actions.

Drafted By:
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SECURITY CLASSIFICATION