

UNITED STATES GOVERNMENT

Memorandum

598 15-410-010 74

5980101-②

PD-AAA6-026-C1

TO : MO/PAV, Room 930 NS

DATE: June 11, 1980

FROM : LAC/DP/PPE, ^{SAG} Bernice A. Goldstein

SUBJECT: AIFLD - COSTA RICA PES 598-15-410-010, covering period April 79 to March 80

Subject PES forwarded for reproduction and distribution.

Attachment:
a/s



LADP

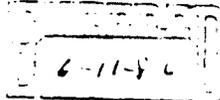
CLASSIFICATION AID SAN JOSE A-21

PROJECT EVALUATION SUMMARY (PES) - PART I

Report Control Symbol U-447

1. PROJECT TITLE	2. PROJECT NUMBER	3. MISSION/AID/W OFFICE
------------------	-------------------	-------------------------

AIFLD - Costa Rica



Costa Rica

4. EVALUATION NUMBER: Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY. 98-15-410-101

REGULAR EVALUATION SPECIAL EVALUATION

5. KEY PROJECT IMPLEMENTATION DATES	6. ESTIMATED PROJECT FUNDING	7. PERIOD COVERED BY EVALUATION
A. First PRO-AG or Equivalent FY _____	A. Total \$ _____	From (month/yr.) <u>April 79</u>
B. Final Obligation Expected FY _____	B. U.S. \$ _____	To (month/yr.) <u>March 80</u>
C. Final Input Delivery FY _____		Date of Evaluation Review <u>May 8, 1980</u>

B. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. Change logical framework matrix	AIFLD/CR Project Officers	5/8/80
2. Consider the potentially negative impact on the AIFLD/CR program of essentially unaccountable "organizers" funded by the AFL-CIO via ORIT.	AIFLD/W	
3. Continue to expand AIFLD's assistance programs to democratic labor groups beyond the CCTD.	AIFLD/W	

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS	10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT
<input type="checkbox"/> Project Paper <input type="checkbox"/> Implementation Plan e.g., CPI Network <input type="checkbox"/> Other (Specify) _____ <input type="checkbox"/> Financial Plan <input type="checkbox"/> PIO/T <input type="checkbox"/> Logical Framework <input type="checkbox"/> PIO/C <input type="checkbox"/> Other (Specify) _____ <input type="checkbox"/> Project Agreement <input type="checkbox"/> PIO/P	A. <input type="checkbox"/> Continue Project Without Change B. <input checked="" type="checkbox"/> Change Project Design and/or <input checked="" type="checkbox"/> Change Implementation Plan As suggested in revised matrix. C. <input type="checkbox"/> Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)	12. Mission/AID/W Office Director Approval
Clearance: CPOza, PO <i>[Signature]</i> MKilgour, AD John M. Leksch <i>[Signature]</i> AIFLD Program Support Officer	Signature _____ Typed Name _____ Date _____

UNCLASSIFIED

Enclosure
San Jose A-21

PROJECT EVALUATION SUMMARY (PES) - PART II

13. SUMMARY AND COMMENT - Per State 097583, Embassy and AIFLD/CR have jointly prepared a new Logical Framework matrix, attached herewith (Action decision 1). We consider the revised matrix both more realistic as to targets and goals, and more coherent and self-consistent as to format. At the same time, the Embassy continues to feel that the Logical Framework is not a completely satisfactory analytical tool for evaluating the AIFLD program. Specifically, AIFLD's ability to assist its affiliates in exploiting important targets of opportunity such as those outlined in San Jose 0402, as well as other such major opportunities that may present themselves, cannot readily be fit into the Logical Framework format. The success of AIFLD in Costa Rica is much more appropriately measured by its initiatives in such areas, for example, than by noting whether or not the CCTD purports to have met its stated membership objectives.

15. EXTERNAL FACTORS - Given the serious economic difficulties which Costa Rica is almost certain to experience during the next two years, progress toward achievement of the project goal, at least according to measure 2 of page 1, will be all but impossible. The discussion in part 20 (Beneficiaries) impacts on another assumption (no. 3, page 2). The GOCR's attitude toward the AFL-CIO organizers' program has not been "favorable", chiefly due to the visible role some of these "organizers" have publicly played in the ill-advised CCTD policies discussed below. To date, this has not undermined assumption 2, page 2, but the potential exists. That, despite its formal separation, the "organizers' program" is essentially a part of the AIFLD program here is recognized by the inclusion of assumption 3; it should not be allowed to jeopardize the larger program to which it is an adjunct. This underlies Action decision 2.

16-19. LOGICAL FRAMEWORK - As noted, Embassy's AIFLD project Manager and AIFLD CPD have revised the logical framework to reflect a more appropriate program design. Both targets and assumptions have been changed where necessary, and better means of verification have been suggested. In

UNCLASSIFIED

UNCLASSIFIED

the next PES, AIFLD's achievements as measured by these agreed-upon outputs should be examined in detail, and program design further modified if this is indicated.

20. BENEFICIARIES - One of the most important assumptions underlying the AIFLD program here -- that "assisting the development of a free and independent democratic labor movement" is essentially identical with "assisting the Costa Rican Confederation of Democratic Workers (CCTD)"-- is not explicitly stated, although it underlies assumption 1 on page 4. As noted San Jose 0701, we consider this assumption highly questionable (hence, action decision 3). Another key assumption (no. 1 on page 1) is somewhat ambiguous, since the GOCR has at times been able to insist that it does favor "the development of a democratic trade union movement," but that this in no way entails supporting the CCTD. As noted in San Jose A-09, there is little likelihood that any government here is going to be wholly comfortable with the U.S. concept of trade unionism, but the CCTD, through short-sighted hostility to the current administration and opportunistic alliances of convenience with the Communists, has needlessly made matters worse. (Since the evaluation period, there have been some indications of a recognition of this by the CCTD.)

UNCLASSIFIED

COSTA RICA

Project Title & Number: Free Labor Development (AIFLD)

598-15 910 101

PROJ DESIGN SUMMARY
LOGICAL FRAMEWORK

(INSTRUCTION: THIS IS AN OPTIONAL FORM WHICH CAN BE USED AS AN AID TO ORGANIZING DATA FOR THE PAR REPORT. IT NEED NOT BE OBTAINED OR SUBMITTED.) DATE APPROVED:

Life of Project: From FY 77 to FY 81
Total U.S. Funding: \$710,000
Date Prepared: 2-18-77
May 8, 1980 PAGE 1

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Program or Sector Goal: The broad objective to which this project contributes: (A-1)</p> <p><u>GOAL:</u></p> <p>To improve the economic and social lot of the working class through the development of a Free and Independent Democratic Trade Union Movement, to increase the participation of working class groups in the political, social, and economic life of Costa Rica.</p>	<p>Measures of Goal Achievement: (A-2)</p> <p>MEASURES OF GOAL ACHIEVEMENT:</p> <ol style="list-style-type: none"> 1. Increased and improved social welfare programs (brought about in part by labor movement initiative or through trade union pressure) such as low cost housing, child care center, unemployment insurance, etc. 2. Improved real wage earnings for working class families and a narrowing of the income gap between the working class and the rest of society. (Brought about in part by labor influence.) 3. Increased number of union sponsored self-help pro-training programs, etc. 	<p>(A-3)</p> <ol style="list-style-type: none"> 1. Annual Labor Report and AIFLD/Embassy observations. 2. Annual Labor Report and Economic Trends Report, and AIFLD/Embassy observation. 3. AIFLD Records and field observation. 	<p>Assumptions for achieving goal targets: (A-4)</p> <ol style="list-style-type: none"> 1. GOCR will continue to support the development of a democratic trade union movement. 2. Stronger labor movement will exercise greater influence over political, economic, and social development process in Costa Rica.

**PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK**

Life of Project: _____
 From FY _____ to FY _____
 Total U.S. Funding: _____
 Date Prepared: _____

Project Title & Number: _____

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Program or Sector Goal: The broader objective to which this project contributes: (A-1)	Measures of Goal Achievement: (A-2)	(A-3)	Assumptions for achieving goal targets: (A-4)
Project Purpose: (B-1)	Conditions that will indicate purpose has been achieved: End-of-Project status: (B-2)	(B-3)	Assumptions for achieving purpose: (B-4)
Project Outputs: (C-1)	Magnitude of Outputs: (C-2)	(C-3)	Assumptions for achieving outputs: (C-4)
Project Inputs: (D-1)	Implementation Target (Type and Quantity) (D-2)	(D-3)	Assumptions for providing inputs: (D-4)

Project Title & Number:

DATE AMENDED: May 8, 1980

PAGE 2

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project Purpose: (B-1)</p> <p>PURPOSE: To assist in the building of a structurally sound and responsible democratic union movement which can successfully defend the economic, political, and social interests of its members.</p>	<p>Conditions that will indicate purpose has been achieved: End-of-Project status, (B-2)</p> <p>CONDITIONS EXPECTED AT END OF PROJECT CYCLE:</p> <ol style="list-style-type: none"> 1. Increased number of organized workers in both urban and rural areas. 10,000 new members into ranks of democratic labor and 20 new local unions. 2. Increased quality of collective contracts. Establishment of a legal assistance bureau that will provide counselling and help in the collective bargaining process. Increased wage and social benefits for rank and file. 3. Professional financial and administrative control of unions. Improved union bookkeeping methods. Increased proportion of union members paying dues. Education depts. providing training with minimum of outside assistance. 4. Increase the production capability of agrarian union members. Five agricultural production and marketing improvement projects will be implemented. 	<p>(B-3)</p> <ol style="list-style-type: none"> 1.a Ministry of Labor and union records 1.b Ministry of Labor and union records 2.a Ministry of Labor and union records, and Embassy/AIFLD analysis. 2.b Ministry of Labor records annual labor report, and Embassy/AIFLD analysis. 3.a Independent audit 3.b Union and AIFLD records and Embassy/AIFLD analysis. 3.c Union and AIFLD records, and Embassy/AIFLD analysis. 4.a Field observation 	<p>Assumptions for achieving purpose: (B-4)</p> <ol style="list-style-type: none"> 1. Project purpose will not be achieved in next five years. Expected conditions refer to those achievable at end of 5-year project cycle, i.e. by end of current GOCR administration in 1982. 2. GOCR continues its support and encouragement of AIFLD program. 3. AFL-CIO Program to fund organizers continues and GOCR attitude towards same remains favorable. 4. There is no significant increase in Communist and extremist efforts to undermine democratic labor movement through increased outside assistance.

AID 1020-20 11-70
SUPPLEMENT 1

COSTA RICA
Free Labor Development (AIFLD)
598-15-410-101

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project: 77 to FY 81
From FY 77 to FY 81
Total U.S. Funding: \$7,160,000
Date Prepared: 2-18-77

DATE ARCHIVED: May 8, 1980 PAGE 3

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project Outputs: (C-1)</p>	<p>Magnitude of Outputs: (C-2)</p> <p>6. Increased solidarity and co-operation among democratic labor organizations, particularly mutual assistance at the local level.</p> <p>Increased number of joint projects, seminars, etc.</p> <p>Increased mutual support in negotiations, labor conflicts, and other times of need.</p> <p>Increased participation by CCTD in CTCA, ORIT, and other multi-national democratic labor organizations</p>	<p>(C-3)</p> <p>6.a. Field observation.</p> <p>6.b. Field observation.</p> <p>6.c. Field observation.</p>	<p>Assumptions for achieving outputs: (C-4)</p>

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Project Title & Number:

DATE AMENDED: May 8, 1980 PAGE 4

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS										
Project Inputs: (D-1) PROJECT OUTPUTS:	Implementation Target (Type and Quantity) (OUTPUT INDICATORS):	(D-3)	Assumptions for providing inputs: (D-4)										
1. Union leaders trained in int'l seminars	<table border="1"> <thead> <tr> <th>FY77</th> <th>FY78</th> <th>FY79</th> <th>FY80</th> <th>FY81</th> </tr> </thead> <tbody> <tr> <td>6</td> <td>7</td> <td>8</td> <td>6</td> <td>7</td> </tr> </tbody> </table>	FY77	FY78	FY79	FY80	FY81	6	7	8	6	7	1. AIFLD records	1. CCTD remains unified and continues as major Democratic Confederation
FY77	FY78	FY79	FY80	FY81									
6	7	8	6	7									
2. Union leaders and co-op staff trained in co-op management.	<table border="1"> <tbody> <tr> <td>3</td> <td>3</td> <td>3</td> <td>3</td> <td>3</td> </tr> </tbody> </table>	3	3	3	3	3	2. AIFLD records.	2. More effective and professional leadership of CCTD results from AIFLD activities.					
3	3	3	3	3									
3. New democratic unions established within CCTD	<table border="1"> <tbody> <tr> <td>9</td> <td>4</td> <td>3</td> <td>2</td> <td>2</td> </tr> </tbody> </table>	9	4	3	2	2	3. Ministry of Labor and CCTD Records	3. Trained instructors will be available to participate in confederation and union education programs.					
9	4	3	2	2									
4. Existing independent democratic unions affiliating with CCTD	<table border="1"> <tbody> <tr> <td>2</td> <td>1</td> <td>2</td> <td>1</td> <td>1</td> </tr> </tbody> </table>	2	1	2	1	1	4. Ministry of Labor and CCTD records.	4. OLAB, ITS's etc. continue to fund international training programs to supplement AIFLD program.					
2	1	2	1	1									
5. Members of CCTD affiliates	<table border="1"> <tbody> <tr> <td>15,000</td> <td>18,000</td> <td>20,000</td> <td>23,000</td> <td>27,000</td> </tr> </tbody> </table>	15,000	18,000	20,000	23,000	27,000	5. Ministry of Labor & CCTD records						
15,000	18,000	20,000	23,000	27,000									
6. CCTD members paying dues (Percentage)	<table border="1"> <tbody> <tr> <td>30%</td> <td>35%</td> <td>40%</td> <td>45%</td> <td>55%</td> </tr> </tbody> </table>	30%	35%	40%	45%	55%	6. CCTD records, and Embassy/AIFLD analyses						
30%	35%	40%	45%	55%									
7. Educational seminars administered by union members.	<table border="1"> <tbody> <tr> <td>3</td> <td>5</td> <td>6</td> <td>7</td> <td>7</td> </tr> </tbody> </table>	3	5	6	7	7	7. CCTD records and field observation.						
3	5	6	7	7									
8. Functioning AIFLD sponsored co-ops.	<table border="1"> <tbody> <tr> <td>4</td> <td>4</td> <td>5</td> <td>6</td> <td>8</td> </tr> </tbody> </table>	4	4	5	6	8	8. Union records and field observation						
4	4	5	6	8									
9. Union-sponsored social projects (initiated per year)	<table border="1"> <tbody> <tr> <td>1</td> <td>3</td> <td>3</td> <td>4</td> <td>5</td> </tr> </tbody> </table>	1	3	3	4	5	9. Union and AIFLD records.						
1	3	3	4	5									

COSTA RICA
Free Labor Development (AIFLD)
598-15-410-101

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project: From FY 77 to FY 81
Total U.S. Funding: \$736,000.
Date Prepared: 2-18-77
DATE AMENDED: May 8, 1980
PAGE 5

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Project Inputs: (D-1)	Implementation Target (Type and Quantity) (D-2)	(D-3)	Assumptions for providing inputs: (D-4)
1. Cost of project	1. Total cost (in US Constant \$000). FY77 FY78 FY79 FY80 FY81 125.3 133.6 147.0 157.2 172.9	1. AID documentation.	1. AIFLD assistance will continue to be required beyond the five-year authorization of the project.
2. Manpower	2.a. CPD (US) (man/months) 1/12 1/12 1/12 1/12 1/12 2.b. Local staff (man/months) 3/36 3/36 3/36 3/36 3/36	2. AIFLD vouchers	2. For the foreseeable future, the bulk of AIFLD financing will continue to come from AID.
3. Seminars and courses	3.a. Education coordinator 1/12 1/12 1/12 1/12 1/12 3.b. Courses (number of weeks) 36 36 36 36 36	3. AIFLD reports.	3. Inflation will remain under relative control in both U.S. and Costa Rica.
4. Participant training.	4.a. Front Royal (number of scholarships per year) 6 6 6 6 6 4.b. Assistance to International Conference Participation (in US \$000) 1.0 1.1 1.23 1.35 1.5	4. AIFLD records.	4. USAID logistic support will continue to be available.
			5. The IESCA & ROCAP programs continue to provide inputs into the program.