

PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE AIFLD - Ecuador		2. PROJECT NUMBER	3. MISSION/AID/W OFFICE Ecuador
<div style="border: 1px solid black; padding: 5px; display: inline-block;"> CONFIDENTIAL </div>		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)	
		<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION	

5. KEY PROJECT IMPLEMENTATION DATES			6. ESTIMATED PROJECT FUNDING		7. PERIOD COVERED BY EVALUATION	
A. First PRO-AG or Equivalent FY	B. Final Obligation Expected FY	C. Final Input Delivery FY	A. Total \$	B. U.S. \$	From (month/yr.)	To (month/yr.)
					April 1, 1979	March 31, 1980
					Date of Evaluation Review	

8. 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, PIC, which will present detailed request.)

B. NAME OF OFFICER RESPONSIBLE FOR ACTION

C. DATE ACTION TO BE COMPLETED

- Whether AIFLD program in Ecuador should continue in its present form or whether the emphasis of the program should be changed from direct collaboration with CEOSL to collaboration with individual unions and federations, independently of CEOSL, through joint projects with the ITS's.
- Whether AIFLD/E headquarters should be moved from Quito to Guayaquil. The present AIFLD/E CPD's heart condition renders it unadvisable for him to remain in Quito, but given the critical labor situation in Ecuador, both AIFLD and the Embassy believe that his replacement at this time would not be in the best interests of the program.

Labatt,
AIFLD/E CPD,
AID Staff

July 1980

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AIFLD/E CPD,
AID Staff

July 1980

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

- | | | |
|--|--|--|
| <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"/> Legal Framework | <input type="checkbox"/> PIO/C | <input type="checkbox"/> Other (Specify) |
| <input type="checkbox"/> Project Agreement | <input type="checkbox"/> PIO/P | |

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

- A. Continue Project Without Change
- B. Change Project Design and/or Change Implementation Plan
- C. Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)

12. Mission/AID/W Office Director Approval

Signature _____

Typed Name _____

Date _____

13. Summary

Progress Toward Achievement of Goal

The ~~program has contributed to the attainment of~~ a more equitable distribution of income within a more pluralistic society and increasingly democratic institutions. The strengthening of democratic labor organizations has enabled workers to secure a larger proportion of national income and a greater voice in social and economic decisions than would have been the case without the assistance provided by the program.

Progress Toward Achievement of Purpose

Economic self-sufficiency of AIFLD-assisted labor organizations: This is a somewhat utopian objective, since the relatively low level of income and education of Ecuadorean workers tends to discourage the kind of contributions that would enable their labor organizations to achieve self-sufficiency. The Ecuadorean labor confederations are caught in a vicious circle, since without sufficient income they cannot provide the services which, in turn, would justify higher dues. ~~Without such income, the labor organizations would be unable to provide the services which, in turn, would justify higher dues.~~ without a dramatic improvement in the standards of living and education of Ecuadorean workers.

Effectiveness in Promoting Members' Welfare

The AIFLD-assisted labor confederation ~~CEOSL has participated~~ to the establishment in Ecuador of ~~collective bargaining~~, which is one of the most effective instruments for the improvement of the standard of living of organized workers. There has also been progress in the provision by CEOSL of ~~legal assistance~~ members in negotiation of ~~collective bargaining~~ agreements, ~~defense of workers~~ involved in labor-related legal proceedings, and ~~provision of legal services~~ affiliated organizations. CEOSL has also increased the number of courses carried out without AIFLD assistance.

Maintaining Democratic and Collegial System of Leadership

This is the area where difficulties have arisen, which led us to recommend the restructuring of the program. These problems and our recommendations were examined at length in 79 QUITO 8552 and other Embassy reporting.

14. Evaluation Methodology

Reason for the Evaluation: This is an annual exercise to determine progress in achievement of project purpose and goal and corrective measures, if needed.

Methodology: AIFLD/E reports, observation of AIFLD-sponsored events, and interviews with participants in these events.

Individuals and Agencies Participating and Contributing: Labor Attache, AIFLD/E CPD, AID/E Staff.

15. External Factors

The major external factors having an impact on the project have been the ~~low level of~~ income and education (by developed country standards) of Ecuadorean workers, the antagonistic attitude toward organized labor often found among ~~employers~~ the vagaries of ~~the government's policy~~ the control of a large sector of a labor movement by ~~non-democratic elements~~, and the difficulties with CEOSL described in 79 QUITO 8552 and other Embassy reports. These difficulties have led us to re-examine the desirability of continued direct assistance to CEOSL.

16. Inputs

Inputs are ~~barter and money~~. Program funding has remained at approximately the same level for several years, while the purchasing power of the allocated funds has been reduced by inflation. The increase in administrative costs over the last several years has resulted in a reduction in the funds allocated to training.

17. Outputs

In spite of the increasing inadequacy of the inputs, ~~the program has~~ ~~not only met but exceeded~~. Thus, in the year ending March 31, 1980, AIFLD/E contributed to revitalizing 5 provincial and 7 national federations (the Country Appendix to the AID/AIFLD Cooperative Agreement for 1979-80 called for revitalizing 2 provincial and 2 national federations); to the reaffiliation of 10 unions to CEOSL (compared to a target of 3); to the formation of 51 new unions (the target was 10); to an increase of 4,746 workers in unions affiliated to CEOSL (the target was 3,000); to the training of 63 trade union leaders (the target was 50); to the formation of 2 regional cooperative associations (meeting the target of 2); and to the increase in the number of basic courses held by unions without AIFLD assistance (20 were held; the Appendix called for an increase of 10 this year, to a total of 30). The program was less successful in promoting the establishment of labor institutes (one was established, while the target was two).

18. Purpose

The purpose of the program is "A strong democratic trade union movement in terms of economic self-sufficiency, effectiveness in terms of promoting its members' welfare, and maintaining democratic and collegial systems of leadership." While we can expect the AIFLD-assisted labor organizations to continue to reach higher levels of effectiveness in promoting their members' welfare and to maintain democratic and collegial systems of leadership, complete attainment of these objectives may not be reached in the foreseeable future (see Lessons Learned).

19. Goal

The goal of the program is "A more equitable distribution of income within the framework of a more pluralistic society and increasingly democratic institutions."

Enclosure to Quito A-19

As discussed in the Summary, the program has contributed to the goal by enabling the beneficiaries (workers) to secure a larger proportion of national income through effective organization and the employment of collective bargaining techniques and to participate more fully in social and economic decisions which affect their interests. It is difficult to separate the extent to which progress was achieved as the result of purpose achievement from other factors, i.e., a more favorable Government attitude toward labor since the inauguration of a constitutional regime in Ecuador. As in response to the previous question, we must stress that the program's goal is open-ended, and that while it may be approximated, complete attainment of the goal (if there is such a thing) might not be possible.

20. Beneficiaries

The beneficiaries of the program are the workers affiliated to CEOSL and to independent unions assisted by AIFLD/E, their families, and indirectly, all Ecuadorean workers. CEOSL-affiliated workers number about 87,000, plus approximately 348,000 family members. Workers in independent unions assisted by AIFLD are estimated at about 20,000, plus approximately 80,000 family members.

21. Unplanned Effects

Not pertinent at this time.

22. Lessons Learned

We are persuaded that given Ecuador's social and political complexities and the structural weaknesses of Ecuadorean labor organizations (see No. 13 above), it is unrealistic to expect the linear progression contemplated in the logical framework. Some of the objectives established in that document, such as ~~the~~ ~~1992~~, for example, seem to have little basis in reality. Most likely, the AIFLD program will be required until there is a dramatic improvement in the standards of living and education of Ecuadorean workers. Unfortunately, such a social transformation is ~~unattainable~~.

23. Special Comments or Remarks

There are other defects with the data presented in the FY77-FY97 Logical Framework: The democratic share of total union membership, which according to the Logical Framework should be 54 percent in FY80 is actually approximately 30 percent, including both workers affiliated to CEOSL and to independent democratic labor organizations (the rest of the organized workers belong to Communist and Christian Democratic organizations). An increase to 40 percent by the 1990s ~~would be within the bounds of reality~~ but the increase to 65 percent contemplated in the Logical Framework is most unrealistic. Under unfavorable circumstances, a decline could be just as likely. Also, the increase in the number of Confederation-paid staff contemplated in the Logical Framework for the 1990s assumes larger Confederation revenues than we have reason to believe will be the case.