

PROJECT EVALUATION SUMMARY (PES) - PART I

1. PROJECT TITLE

LABOR DEVELOPMENT

ENTERED  
3/15/79  
MB

2. PROJECT NUMBER

593-0101

3. MISSION/AID/W OFFICE

USAID Colombia

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)

REGULAR EVALUATION  SPECIAL EVALUATION

5. KEY PROJECT IMPLEMENTATION DATES

A. First PRO-AG or Equivalent FY	B. Final Obligation Expected FY	C. Final Input Delivery FY

6. ESTIMATED PROJECT FUNDING

A. Total	\$	
B. U.S.	\$	173,000

7. PERIOD COVERED BY EVALUATION

From (month/yr.)	1-1-79
To (month/yr.)	12-31-79

Date of Evaluation Review

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 OFFICE RESPONSIBLE FOR ACTION

C. DATE ACTION TO BE COMPLETED

NONE

B. 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"/> Logical 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)

Richard T. Booth, Labor Attache

12. Mission/AID/W Office Director Approval

Signature: *Richard T. Booth*

Typed Name: Richard T. Booth

Date: 3/2/79

## PROJECT EVALUATION SUMMARY (PES) - PART II

13. SUMMARY. AIFLD's Colombia program continues to operate satisfactorily, using budgetary support and technical advice to assist the democratic labor confederations to conduct larger and more effective programs to train union leaders in leadership and other essential skills, in order to make Colombian Labor a more effective force for greater social justice, more equitable income distribution and democratic progress. The AIFLD program thus manifests American Labor and Government support for these objectives.

AIFLD/Colombia is unique. The AIFLD education budget, rather than being administered directly by AIFLD/Colombia, is divided equally between the two democratic confederations and administered by them, with proper safeguards and reports to AIFLD. AIFLD/Colombia's present Director, combining forcefulness, a level head and an affable personality, works effectively with Colombia's labor leaders, despite the reduced leverage that direct administration of AIFLD's education programs by the two confederations leaves him.

Absence of reliable data makes it impossible to chart the progress of Colombia's democratic unions in increasing membership. The overwhelming importance of external economic and political factors and of Labor's internal cohesion and leadership make it difficult to assess AIFLD's contribution to Colombian Labor's successes or setbacks. The political climate for Labor improved with the change of administrations in mid-1978, and Labor obtained a substantial national minimum wage increase. However, while AIFLD support for the democratic confederations continued to diminish gradually, they complained that the two extremist confederations were receiving increasing external support.

14. Evaluation Methodology: In order to measure the accomplishments required under the Country Labor Plan and Contract Appendix, meetings were held with the local AIFLD Country Director, Embassy personnel and Colombian Labor leaders.

15. EXTERNAL FACTORS. The Turbay Administration which entered office in summer 1978 has taken an open, conciliatory attitude toward the democratic labor confederations, which they have reciprocated. This contrasts markedly with the sometimes-violent confrontational relationship between Labor and the previous President and his administration. The democratic confederations have thus been able to loosen the cooperative relationship with the extremist confederations which the Labor-Government confrontation forced on them, and feel that the situation in which they must operate has greatly improved. On the other hand, the democratic labor leaders feel that while AIFLD budgetary support for their education programs diminishes year to year, the extremist confederations are able to support a larger and growing force of activists and number of courses, which they attribute at least partly to external support.

Another disturbing external factor has been increasing involvement in labor disputes by terrorist groups which enhance their Robin Hood image by providing stolen groceries to strikers, blowing up installations of struck firms, kidnapping managers until they agree to generous settlements, and even, three years ago, kidnapping and killing the leader of one of the two democratic confederations, accusing him of betraying the workers.

16. INPUTS. As noted above, AIFLD support to Colombia's democratic confederations has been diminishing year-by-year. A gradual modest increase, running ahead of inflation could be usefully absorbed, diminishing Colombian Labor's contributions to its own education program, and would help counter feared extremist inroads into sectors now controlled by democratic labor.

17. OUTPUTS. Except for the fact that no favorable legislation or other government action on behalf of the labor movement has been forthcoming the majority of the required accomplishments of the Country Labor Program were attained (77/78). The total number of courses programmed for the UTC and CTC fell short of the goal due to the General Strike of September 14, 1977, and the labor unrest that followed.

Although the democratic confederations were unable to obtain the higher figure they sought in tripartite negotiations convened by the President at their request to readjust national minimum wage rates, the unsuccessful negotiations led to a Government decree raising minimum wage rates 30-40 percent. This increase nearly paralleled union collective bargaining achievements, enabled low-wage workers to recuperate most of their losses to inflation (assuming they actually receive the minimum wage), and set the stage for further collective bargaining achievements--a significant political action achievement as called for in the first progress indicator in the Colombia Appendix to the contract. Although data are incomplete, the AIFLD/Colombia Director estimates that self-help contributions by the two confederations to their own educational programs are at least 40 percent as called for by the second indicator. The CTC education department is operating effectively under a capable director and has trained a good number of instructors well placed in CTC-affiliated unions, but could not be termed fully staffed (third indicator). Twenty-two Colombian trade unionists attended AIFLD-sponsored international courses, mostly in the Washington area (fourth indicator).

18. PURPOSE (Objective): To assist the CTC and UTC through technical trade union training programs to expand membership, to improve collective bargaining capabilities, to improve regional and national administration of the confederations, to increase union income, and to increase effective political action programs. Progress is discussed under outputs above.

19. GOAL: To strengthen and support the democratic labor movement, specifically the UTC and CTC, so that it is capable of effectively representing the majority of the Colombian working class so that the worker can contribute toward and benefit from economic and social development.

20. BENEFICIARIES. The project should promote greater equality of income by raising the incomes of the organized and unorganized workers through the direct efforts and indirect effects of a

stronger organized labor movement in both urban and rural areas. It should also help the working class obtain more effective participation in economic, social and political development, thus helping Colombia's democratic system become more effective and contributing to the advancement of social justice.

21. UNPLANNED EFFECTS. None noted.

22. LESSONS LEARNED. None to report at this time.

23. SPECIAL COMMENTS OR REMARKS. None.

POL/LAB:RTBooth - 3/2/79