

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

1. TRANSACTION CODE  
 A = Add  
 C = Change  
 D = Delete  
 Amendment Number: \_\_\_\_\_  
 DOCUMENT CODE: 3

2. COUNTRY/ENTITY  
 Centrally Funded  
 4. BUREAU/OFFICE

3. PROJECT NUMBER  
 936-2007  
 5. PROJECT TITLE (maximum 60 characters)  
 Labor Organizations Development II

S&T/O.I.T.

6. PROJECT ASSISTANCE COMPLETION DATE (PACD)  
 MM DD YY  
 0 9 30 0 0

7. ESTIMATED DATE OF OBLIGATION  
 (Under "B:" below, enter 1, 2, 3, or 4)  
 A. Initial FY 91 B. Quarter  C. Final FY 0 0

8. COSTS (\$000 OR EQUIVALENT \$) =

A. FUNDING SOURCE	FIRST FY			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total	650		650			
(Grant)	( 650 )	( )	( 650 )	( )	( )	( 8,568 )
(Loan)	( )	( )	( )	( )	( )	( )
Other U.S.						
1.						
2.						
Host Country						
Other Donor(s)						
<b>TOTALS</b>	650		650			8,568

9. SCHEDULE OF AID FUNDING (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1)	610	610				650		8,568	
(2)									
(3)									
(4)									
<b>TOTALS</b>						650		8,568	

10. SECONDARY TECHNICAL CODES (maximum 5 codes of 3 positions each)  
 730

11. SECONDARY PURPOSE CODES (maximum 2 codes of 3 positions each)

12. SPECIAL CONCERNS CODES (maximum 2 codes of 3 positions each)  
 A. Code  
 B. Amount

13. PROJECT PURPOSE (maximum 680 characters)

To provide selected mid-level labor leaders from developing countries with motivational and other special training contributing to the development of effective labor policies and programs in collaboration with their governments, and assisting poor worker groups to improve their income and employment conditions; to promote more enlightened and responsible labor participation in socio-economic development and democratic processes.

14. SCHEDULED EVALUATIONS  
 Interim MM YY MM YY Final MM YY  
 0 6 9 5 0 6 9 8

15. SOURCE/ORIGIN OF GOODS AND SERVICES  
 000  941  Local  Other (Specify)

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a \_\_\_\_\_ page PP Amendment)

17. APPROVED BY  
 Signature: James M. Anderson  
 Title: Director, Office of International Training  
 Date Signed: MM DD YY  
 0 2 0 1 9 1

18. DATE DOCUMENT RECEIVED IN AID/AV, OR FOR AID/AV DOCUMENTS, DATE OF DISTRIBUTION  
 MM DD YY

## TABLE OF CONTENTS

	<u>Page</u>
Part I.	Project Description and Recommendations
A.	Project Data Sheet . . . . . 1
B.	Background . . . . . 2
C.	Progress to Date . . . . . 5
D.	Project Year Program . . . . . 8
E.	Budget Schedule . . . . .
Part II.	Project Analyses
A.	Technical Analysis . . . . . 10
B.	Financial Analysis and Plan . . . . . 10
C.	Social Analysis . . . . . 11
D.	Economic Analysis . . . . . 12
E.	Enviromental Analysis . . . . . 13
Part III.	Implementation Arrangements
A.	Implementation Mechanisms . . . . . 13
B.	Implementation Plan . . . . . 14
C.	Admin Arrangements . . . . . 14
D.	Individual Program Effectiveness Evaluations . . . . . 16

## Part I. Project Description

### Background

From 1981 to 1987 the Office of International Training sponsored labor programs specifically directed toward representatives from developing country trade unions. This project was originally funded and managed by the A.I.D. Office of Labor Affairs (OLAB) until the office was disbanded in 1980. Because the project was primarily a training effort it was relocated in the Office of International Training (OIT).

Starting in 1988, however, the focus of the programs changed. It was decided that for the programs to have greater impact the audience should be broadened to include tripartite teams of labor leaders, not only from the unions, but also the government and private sectors. It was felt that this broadened participation of leaders from union, government and private sectors would better reflect A.I.D.'s objectives of fostering market economies and democratic pluralism.

The purpose of the current program is to promote more enlightened and responsible participation in socio-economic development and to expose the participants to the ways unions help support and participate in community development and democratic processes. The manner in which the program itself is structured reflects these processes in that the program brings together the various labor interest groups (union, government, and private sector) to discuss issues and resolve problems in a mutually beneficial and democratic way.

Selected tripartite teams of labor leaders from all over the developing world are brought to the U.S. as participants (A.I.D.-sponsored) in groups of 18-22. They meet with the AFL-CIO and their counterpart unions, the American Institute for Free Labor Development, the Asian American Free Labor Institute and the African American Labor Center. In addition, the team of labor leader participants visit independent organizations and government agencies. While in Washington, they discuss how organized labor in the U.S. fosters and supports the needs of American workers--especially in the construction trades, services

and the agricultural sectors. This support includes economic activities for assisting union members, support for government legislative and policy measures, and social programs including education, skills training, health services and cooperatives.

After one week in Washington, the labor leader participants attend a two-week academic seminar conducted by a university institute of labor and industrial relations. They study the development process with respect to the needs and participation of the work force. They also explore how workers can strengthen national labor movements and become a force in the democratic process. Finally, they are exposed to a number of union programs which directly benefit the poor (e.g., skills training, employment information, collective activities, women's issues, and safety and occupational health).

The participants visit farm worker organizations, trade union social assistance facilities and workers' education and skills training programs. They discuss problems with union organizers and members and are made aware of assistance available to them from U.S. trade unions and international organizations. The participants also observe how workers' mutual assistance activities operate to support the needs and interests of their members, involve the members in democratic processes, and provide the members with a vehicle for participating in local and national decision-making that affects their economic and social well-being.

These programs, designed for mid-level labor leaders, concentrate on central topics of paramount importance in country development and involve workers and their organization. The specific themes focused on include, but are not necessarily limited to: women's issues in the workplace, labor productivity, labor-management cooperation, occupational health and safety, and labor relations in a democratic society. As conditions change and/or the need arises, additional broad themes may be considered for future programs.

#### Progress to Date

A.I.D.'s previous labor project has trained leaders from Latin America, Africa, Asia, and the Near East since 1972. The training has been directed towards labor leaders in LDCs, to disseminate information and create an understanding of the

objectives and processes of national socio-economic development and the essential need of all sectors (union, employer and government) to participate in these processes.

During fiscal years 1972 through 1980 approximately 900 labor leaders were trained in study programs sponsored by the Office of Labor Affairs within A.I.D. In FY 1981, the program was transferred to the Office of International Training (S&T/OIT) for funding and overall management. Since then, an additional 900 labor leaders have received training under this program. From 1988 to 1990 the participants trained consisted of the tripartite teams representing union, government, and the private sector. Participants have come primarily from Latin America, Africa, and Asia. A smaller number have come from the Near East region. The range of programs in which they participated included the following:

FY72 - FY80

Human Resources Utilization and Development  
Income Distribution Programs and Policies  
Skills Training  
Community Services  
Roles of Unions in Economic Development  
Rural Self-Help Programs

FY81 - FY89

Labor Cooperatives  
Occupational Safety and Health  
Income Distribution  
Role of Free Trade Unions in the Developing World  
Integration of Women in Country Development

From FY 1986 through FY 1990, approximately 360 labor leaders were trained under the initial Labor Organizations Development Project. It is estimated that from FY 1991 through FY 2000, 1000 additional labor leaders will benefit from this new labor study project.

Developing country labor leaders have been trained and, indeed, exhibit awareness of the methods through which the leaders of the labor movement can take an active part in the socio-economic

developmental and democratic processes. By motivating and strengthening the capabilities of future leaders, the study program for labor leaders will continue to contribute significantly to this progress.

### Program Evaluation

In FY 89 a formal evaluation of the initial Labor Organizations Development Project was commissioned by OIT to determine the impact of the program on developing country labor leaders and to make recommendations concerning changes and improvements to the overall program design. Overall the evaluation concluded that the program has been successful and has made a significant and lasting positive impact on both the participants personally and in labor relations in their countries.

For the evaluation field visits were made to the Philippines, Jamaica, and Liberia. Seventy-six participants were interviewed. Of this group, there were 432 specific examples of different ways they had used the materials, information, or contacts provided in the workshops. No one reported that they had not used the information or contacts.

For example, one union representative from Jamaica reported that he was able to bargain for the reinstatement of a health and safety committee at his company. Another participant, a Liberian, was able to help create new policies allowing women to stay in the hospital two to three days after birth (they use to send them home right away). A government representative was able to modify the traditional labor contract to include the requirement that management would allow safety awareness seminars twice a year. Although some of the participants are in different jobs from the ones they had at the time of their training program, 95% considered themselves very involved in labor relations.

Labor Management committees were initiated in the Philippines as a result of the training received by seventeen Filipinos.

Twelve (12) non-participants (labor attaches, USAID staff) were also interviewed. Both participants and non-participants thought the program should continue to be offered because most felt it was generally positive and enriching. Of the 76 participants interviewed, hundreds of examples were given of how they had used the information, materials, and contacts.

Based on the results of the evaluation, S&T/OIT believes there is an adequate basis for concluding the labor leaders program has been effective in fulfilling its basic objective. This conclusion rests on a number of factors involving both the project implementation process and the response from field missions as well as LDC labor leaders. Since FY 1972, the number of participants has continued to increase. Missions now nominate three times as many candidates as can be accepted. Recently, in order to accommodate additional well-qualified applicants, S&T/OIT has been actively encouraging Missions to fund partial grants. The decision of Missions from several countries to fund participants through the PIO/P mechanism reflects the value placed on the program. Thus far 18 full and partial grants have been issued.

#### Project Year Program

The period of study for the labor leaders program is generally three weeks. Activities include a one-week orientation in the Washington area, a two-week seminar on a central theme conducted by an institute of labor relations at a major U.S. university, and field trips to visit representative U.S. unions, industries, and public and private institutions for on-site observations and discussions of theme-related programs and activities.

These study programs have built-in features not found in other types of programs for trade union leaders:

- (a) The study programs consist of tripartite teams of representatives from government, labor and the private sector. This composition enables participants to exchange ideas from their respective countries and also to have the benefit of regional situations and experiences.
- (b) The regional interaction helps promote democratic pluralism, free markets, competition and support for solutions to transnational problems.
- (c) The programs create an environment that helps to provide for direct country-to-country cooperation in strengthening free world unionism.

- (d) The programs offer a way to reach some union leaders who might not be able to visit the U.S. on other exchange programs.
- (e) The project also provides motivational and other special training to developing country labor leaders from the governmental sector, private sector and unions to (i) contribute, in collaboration with their governments, to the development of effective labor policies and programs; (ii) assist poor worker groups to improve their income and employment conditions; and (iii) promote more enlightened and responsible union participation in socio-economic development and democratic processes.
- (f) The selection process for the programs is based on a number of factors although priority is given to tripartite nominations. Key selection factors include a nominee's position, future potential and motivation, and acceptability to U.S. host organizations. Finally, consideration in making selections is given to the need to rotate country representation within regions and the ability of the USAIDs to partially fund participants to the various programs.

#### Summary of Logframe Analysis

- o The goal of the Labor Organizations Development II project is to build effective labor policies which assist working groups improve income, and employment conditions.
- o The purpose is to build collaborative programs in LDC's among government, labor and the private sector to achieve labor objectives.
- o Five programs per year, for ten years, will accommodate 1,000 participants.
- o Follow-up activities will be achieved by labor attache reports, field visits by program manager, and through information obtained from the Department of Labor Data Bank.
- o Assuming that the political climate within the

cooperating countries is conducive, the labor leaders would be able to effect critical labor policies for the future.

- o Each group of trainees will be encouraged to form alumni groups to sustain the level of commitment in achieving enlightened and responsible labor policies.

Magnitude of Training Outputs

Ten-Year Projection  
(Participants)

<u>FY'91</u>	<u>FY'92</u>	<u>FY'93</u>	<u>FY'94</u>	<u>FY'95</u>
100	100	100	100	100
<u>FY'96</u>	<u>FY'97</u>	<u>FY'98</u>	<u>FY'99</u>	<u>FY'2000</u>
100	100	100	100	100

BUDGET

The Labor Organizations Development II project will be centrally funded from the OYB account of the S&T/IT. The initial and second years' funding is \$650,000. From FY 1993 through completion of the project (FY 2000) each years funding will increase by six percent (6%) to a total of \$8,568,000.

There are no buy-ins to this project. However, from time to time certain programs fill up to the point where there are no more central funds available to fund additional participants. Mission/Embassies are encouraged to PIO/P fund participants when the total amount of central funds set aside for a particular program has been obligated completely.

	1991	1992	1993	1994	1995
Staff Salaries	70,027	74,229	78,683	83,404	88,408
Benefits	8,684	9,205	9,757	10,432	109,632
Staff Travel	12,480	13,229	14,023	14,864	15,565
Participant Travel	210,130	224,867	238,359	252,661	267,821
Participant Per Diem	227,770	241,436	255,922	271,277	287,554
Instructional/ Institutional	32,500	34,450	36,517	38,708	41,030
Lecturers and Consultants	7,500	7,950	8,427	8,933	9,469
HAC	3,600	3,816	4,045	4,288	4,545
Book Shipment	5,400	5,724	6,067	6,431	6,817
Mgr/Leader Salaries	28,248	29,943	31,740	33,644	35,663
Interpreter Salaries	31,752	33,657	35,676	37,817	40,086
Orientation (WIC)	9,900	10,494	11,124	11,791	12,498
Evaluations (1995)				936-2007 TESS Acct.	
<u>TOTALS</u>	\$650,000	\$689,000	\$721,913	\$774,160	\$820,419

	<u>1996</u>	<u>1997</u>	<u>1998</u>	<u>1999</u>	<u>2000</u>
EVALUATIONS (2000)				936-2007 TESS Acct.	
TOTALS	\$869,644	\$921,823	\$977,132	\$1,035,760	\$1,097,906
<u>GRAND TOTAL:</u>					
\$8,568,000					

The proposed themes of the study programs include: Women's Issues in the Workforce - Looking toward the Year 2000; Labor-Management Cooperation; Labor Relations Aspects of Worker Safety and Health; Labor's Role in Improving Productivity and Labor Relations in a Democratic Society. Additional themes may be considered as conditions and the need warrant.

## Part II. Project Analyses

### A. Technical Analysis

This project seeks to generate more effective and responsible labor leadership in developing countries through exposure in the United States to union projects which are advancing the socio-economic benefits of the labor forces. As with other labor projects, constraints to the achievement of this project are not technological. The significant analytical areas to be addressed are the social and economic functions, and how they operate in a democratic environment.

This project does not duplicate the technical assistance provided by the American Institute for Free Labor Development (AIFLD), the African American Labor Center (AALC), and the Asian American Free Labor Institute (AAFI), but complements them in that this project provides developmental assistance. The Labor Organizations Development II project provides for the training of tripartite teams; government, private sector, as well as the trade unionist which brings about a cooperative effort on all parts to achieving lasting solutions that will support economic growth. The institutes' primary thrusts are technological and are concerned mainly with organizational development and administration of unions within host countries.

This project introduces a valuable element not focused on by the institutes' programs. Specifically, it focuses on the roles of different labor interest groups and functions of viable and democratic unions as they relate to overall country socio-economic development.

### B. Financial Analysis and Plan

This project cannot be easily analyzed quantitatively due to its almost purely human aspects. Ratios between benefits and costs are intermingled with the impact of the effectiveness of the participants trained -- a result which can be evaluated only over

time. However, with direct involvement of S&T/OIT and the A.I.D. Missions or Embassies in the pre-selection of candidates for project participation and subsequent follow-up of the graduates, the assessment of project benefits is possible as labor leaders who have been trained under this project rise to prominence either in their unions, in the body politic, or in the private sector.

Therefore, in September 1989, at A.I.D.'s request, the Department of Labor, International Labor Affairs Office, began a ten-year follow-up program of participants to assess the long-range impact of this program. This assessment is tracking a group of African labor leaders who attended the Labor Relations in a Democratic Society Workshop in September 1989 to determine the long-range impact of the training on the participants' performance and career achievements. The assessment will conclude in calendar year 2000.

Under the project, each year's program consists of five seminars, three weeks in duration, comprised of 18-20 participants from Africa, Near East, Asia and Latin America/Caribbean. In FY 1985, the average cost per participant was approximately \$6800. With inflation, the cost per participant for the FY 1989 programs has risen to approximately \$7400.

The specific study program themes and the composition of the participants are determined each year in consultation with S&T/OIT and the Bureau of International Labor Affairs of the U.S. Department of Labor.

### C. Social Analysis

The rationale for this project is the development of sound leadership and creative and positive orientation of labor leaders in developing countries by promoting labor training programs in the U.S. focusing on the role of workers in participating in democratic processes and in achieving social and economic progress. The ultimate goal is to promote social and attitudinal change which can foster economic change. There may well be social conflict as a result of the efforts of trade unions to foster, implant, or implement newer, more modern techniques into traditional farming or urban manual labor. Change has never been easy, but as new information is disseminated and pilot projects

are proven assets, attitudes change. At the mid-point of this project we will undertake an evaluation of whether and how the first five hundred (500) participants have progressed.

In many areas, trade unions are frequently the only organizations, other than governments, with the facilities to confer or collaborate with the people. This may well stem from the fact that the union leadership, in many instances, lives and works within their own villages, towns, or hamlets and has easier access to the people they are trying to educate. Union leaders also cut across tribal and ethnic lines. As these leaders become more motivated and determined to prove by demonstration that greater economic gains are possible, it is anticipated that their acceptance will ultimately initiate significant community attitudinal changes which will permeate the society even to the national level.

#### D. Economic Analysis

No significant economic impact on either the society or the unions themselves is expected or intended to manifest itself immediately. Rather, it is expected that responsible trade unions can, through effective bargaining, collectively distributing fertilizers and pesticides, lobbying, operating cooperatives, etc. demonstrate the effectiveness of worker unity in organizations dedicated to social and economic betterment.

As unions in developing countries gain greater understanding of major issues in economic and social development, it is expected that more and more workers will take advantage of organizations to advance their well-being. For example, agricultural workers joining cooperatives or farmers' unions are expected to benefit from new opportunities open to them through such organizations. In many areas the small farmer does not, for example, earn enough from his/her labors to purchase or lease farm machinery. Yet through organizations such as union co-ops, credit unions, and collective ownership, he/she can raise cash crops as well as subsistence crops.

Before any of these economic phenomena can be expected to take place on a large scale, union leaders themselves must be exposed to the actual phenomena. They must be involved in the economic education of the working constituencies. Leaders of one discipline or another must motivate workers to make them want a better way of economic life.

In applying new ideas, new methods, and imparting new concepts to the workers, both industrial and agricultural, well-prepared union leaders have some impact on major economic sectors of their countries, including that segment of the population classified as the poor majority. This project offers opportunities for interchange between governmental agencies, private sector organizations, and foreign labor leaders which often are not included in the programs of the three institutes mentioned previously.

There are definite limitations to the job that unions can do in a society. The personal integrity, the charisma, the know-how, the acceptance, the capacity, and the willingness to educate are all personal characteristics, and the best screening will not necessarily detect all of a person's flaws. However, under the direction of S&T/OIT efforts are being made to observe, evaluate and monitor the selection of the members of the tripartite teams during the pre-selection period to determine their effectiveness at their current level of leadership in their present unions and their chances for becoming more effective as their training and background increase.

#### E. Environmental Analysis

An environmental analysis is not required for training programs; see Reg.16, 216.2(c)(2)(i).

### Part. III. Implementation Arrangements

#### A. Implementation Mechanisms

The Labor Leader Development II project will be implemented via a Participating Agency Service Agreement (PASA) between the Agency for International Development (AID) and the Department of Labor, International Labor Affairs Bureau (DOL/ILAB).

- o The PASA will be for the programming and management of training for labor leaders from around the world.
- o Funding for this project will come from project 936-2007.

## B. Implementation Plan

Implementation of programs initiated under this project will continue as described in Parts I and II of this project paper, and in accordance with Handbook 10. Specific planning for this project has been completed, pending approval of this project paper. Up to five programs in selected economic activities will be held each year in the U.S. with a total of at least 100 labor leaders a year scheduled to participate in the three-week programs. The labor leaders in each program (approximately 20 per program) will consist of tripartite teams composed of leaders of unions, private sector organizations, and government. The central themes developed for this project and topics for discussion, lectures, and conferences have been designated as follows:

Women's Issues in the Workforce-Looking Toward Year 2000  
Labor-Management Cooperation  
Labor Relations Aspects of Worker Safety and Health  
Labor's Role in Improving Productivity  
Labor Relations in a Democratic Society

## C. Administrative Arrangements

Most of the members of the tripartite teams participating under this project will be nominated by A.I.D. Missions or Embassy labor officers after consultation with the AFL-CIO institutes in the region and the appropriate ministry and private sector officials. The S&T/Office of International Training (S&T/OIT) in conjunction with the U.S. Department of Labor, International Labor Affairs Bureau (DOL/ILAB) will determine the qualifications of the candidates and obtain necessary clearances in Washington. S&T/OIT will monitor the program, including such matters as determining the eligibility of countries for assistance, prior to the obligation of funds for them. S&T/OIT will conduct periodic evaluations of the effectiveness of the project.

The Department of Labor, International Labor Affairs Bureau (DOL/ILAB) will have responsibility for:

- o Adhering to all A.I.D. participant policy guidelines and procedures as specified in Handbook Ten, Participant Training.

- o Providing participants with travel arrangements, domestic as well as return international air tickets.
- o Arranging hotel/housing accommodations.
- o Providing per diem allowances.
- o Selecting and organizing seminar sites with the approval of AID/S&T/OIT.
- o Identifying and resolving any minor participant problems. Serious personal problems which would impede the completion of the training program or endanger the mental or physical health of the participant or others are to be promptly reported to the S&T/OIT counselor.
- o Strictly following budgets that have been approved for programs and all A.I.D. financial management regulations.
- o Assisting and cooperating in monitoring and evaluation activities deemed necessary and desirable by S&T/OIT.
- o Participating in joint meetings with S&T/OIT on selection of participants.
- o Maintaining standardized data on participants that includes addresses, job affiliation and dates of training.  
  
This system shall store and make easily retrievable information as needed.
- o Ensuring that all requirements of the U.S. tax regulations are followed.

1. Recipients

The International Labor Affairs Bureau (ILAB) of the Department of Labor has been the main artery for transfer of funds to the selected participant training institutions, interpreters (if necessary), and the participant escorts within the U.S. Selection of training institutions and field visits to participating trade unions are suggested by ILAB in the planning stage and are given final approval by S&T/OIT.

2. A.I.D

No A.I.D. personnel commitments above present levels will be required for implementation of this project. However, it is important that present staff requirements be maintained during the life of the project. Cooperation with the regional bureaus and other concerned A.I.D. offices will continue to be necessary. No problems have been encountered or are anticipated in this regard.

The AID/W contracts office (MS/OP/W/R) will be responsible for the following activities:

- o executing the PASA,
- o incrementally funding the PASA on a yearly basis to cover costs, and
- o dealing with contracting issues as they arise.

D. Individual Program Effectiveness Evaluations

In future years, 1991 and beyond, S&T/OIT will conduct exit interviews with the participants after each program and a written report will be prepared upon completion of each program. Through this process, the need for changes and improvements in program format, content and procedures will be identified. In addition, S&T/OIT will again commission an official evaluation at the mid-point of this project (about FY 95/96) to determine if any changes should be made. Finally, another evaluation will be conducted at the termination of the project to determine again what changes may be needed and whether the project should continue into the 21st century.

At the same time during this ten-year project period, the long-range impact study described previously will be on-going. The results of this impact study will be considered along with the results of the mid-point and final evaluations to determine the long-range effectiveness and impact of the program, future directions and emphasis, as well as the need to continue the project.

Labor Leader Development II Project  
Implementation Plan - First Year

<u>FY '91</u> <u>Proj Mgmt/Funding</u>	<u>Dec</u>	<u>Jan</u>	<u>Feb/March</u>	<u>April/May</u>	<u>June/July</u>	<u>Aug.</u>	<u>Sept.</u>
o PIO/T to OP/W/R	X						
o Incremental Funding for first year's program obligated		X					
 <u>Programs FY '91</u>							
o Improving Labor Productivity			X				
o Women's Issues in Workplace				X			
o Labor Aspects of Worker Safety and Health					X		
o Labor Relations in a Democratic Society						X	
o Labor Management Cooperation							X
 <u>Project Mgr. Evaluations</u>							
o Selected Programs Assesed on Site.				X			X

TITLE Labor Organizations Development II		FUNDING SOURCE Education and Human Resources	PROPOSED OBLIGATION: (In thousands of dollars)		LIFE OF PROJECT (Aurb.) \$8,568
NUMBER 36-2007	NEW <input checked="" type="checkbox"/>	PRIOR REFERENCE None	FY 91 \$650	ESTIMATED FINAL OBLIGATION FY 2000	ESTIMATED COMPLETION DATE OF PROJECT FY 2000
GRANT <input checked="" type="checkbox"/> LOAN <input type="checkbox"/>	CONTINUING <input type="checkbox"/>				

Purpose: To provide less developed country labor leaders with motivational and other training that will help them develop labor policies and programs in collaboration with their governments.

Background: From 1972 to the present, A.I.D.'s labor project (938-0601) trained approximately 1800 labor leaders from Latin America, Africa, Asia, and the Near East. Originally training was directed toward union leaders in LDCs to disseminate information and create understanding of the objectives of organized labor development. In 1988 the focus of the program changed and the audience broadened to include tripartite teams of leaders, not only from labor unions, but also the government and private sectors. In 1989 an independent evaluation of the program concluded that the labor project has been effective in fulfilling its basic objectives and recommended continuation of the program.

Project Description: This project funds short-term motivational training in the U.S. for tripartite teams (unions, government and private sector) in subjects of importance to labor participation in national development. The participants study women's issues, labor/management relations, occupational safety and health, labor productivity, and labor relations in a democratic society. These one-month seminars are devoted to studying a development theme at a U.S. university and field trips to representative unions, industries and public and private institutions for on-site observation and discussions. A.I.D.'s program allows participants to share experiences across regional and national boundaries. It also exposes labor leadership to the ways the U.S. trade unions help support and participate in community development and in democratic processes. It encourages direct country-to-country cooperation in developing free trade unions. Approximately 1000 labor leaders will be trained under the new project.

Relationship of Project to A.I.D. Strategy: It is A.I.D.'s policy to strengthen the ability of labor unions to improve the economic status and welfare of workers in LDCs and to demonstrate how unions are an integral part of the democratic process. This project contributes directly to this strategy.

Beneficiaries: The immediate beneficiaries of this project are the labor leaders who participate in the training. Its ultimate benefits are distributed broadly among those gains flowing from the adoption of labor movement policies supportive of equitable development and the growth of democracy.

Host Country and Other Donors: A.I.D. works closely with the U.S. Department of Labor to organize the training courses. Participants' employers (union, government, and private sector) in the LDCs continue participants' salaries and other benefits. Numerous U.S. local, state and international unions contribute staff, time and other resources to the training program.

<u>Major Outputs:</u>	<u>All Years</u>
Labor Leaders trained	1000
<u>A.I.D. financed Inputs</u>	<u>Life of Project</u> (\$ thousands)
Short-term training in U.S. for approximately 1000 labor union participants.	8,568
	<b>Total 8,568</b>

U.S. FINANCING (In thousands of dollars)			
	Obligations	Expenditures	Unliquidated
Through September 30,			
Estimated Fiscal Year			
Estimated Through September 30, 2000			
Proposed Fiscal Year 1991	\$650	\$7,318	\$8,568

## PRINCIPAL CONTRACTORS OR AGENCIES

Department of Labor (ILAB)

Narrative Summary (NS)	Measurable Indicators (MI)	Means of Verification (MOV)	Important Assumptions
Goal:			(goal to supergoal)
1 Effective labor policies which assist working groups, improve income, and employment conditions.	1.1 Increased job responsibility.	1.1 Newsletter	1.1 Conducive political climate would enable trained labor leaders to effect critical labor policies for the future.
	2.1 Effective policy change in-country.	2.1 Labor attaches reports.	2.1
	3.1	3.1 Field visits by program manager.	3.1
Purpose:			(purpose to goal)
1 Build collaborative programs in LDC's among government, labor and the private sector to achieve labor objectives.	1.1 20 alumni organizations continue to stimulate enlightened and responsible labor policies.	1.1 Field Visits	1.1 Increased higher standard of living.
	1.2 10 action strategy plans put into practice.	1.2 USAID follow-up activities.	1.2 Framework/vehicle to continue exchange between the 3 sectors.
	1.3 100 mid-level participants progress in responsibility to exercise significant influence affecting labor policies in their countries.	1.3 Labor reports.	
Outputs:			(output to purpose)
1 1000 trained participants	1.1 5 courses per year composed of 20 participants.	1.1 Labor Department Data Bank.	1.1 Labor attaches will continue to administer the nomination process.
2 10 country studies as a result of exit surveys and on-site assessments.	2.1 1 in-country labor study evaluation per year.	2.1 Field evaluations	2.1 Host country officials grant approval to conduct studies and facilitate execution of process.
3 250 back-home action strategy plans.	3.1 Submission of drafts from country teams during final week of training.	3.1 Site Visits	

Staff Salaries	i			i	1.1	Program Budgets	i	1.1	Constitution of	i
	i	1.1	70,027	i			i		Congressional	i
	i			i			i		Appropriations.	i
3.1 Benefits	i	2.1	8,684	i	2.1	Quarterly Billing/DOL	i	2.1		i
	i	3.1	12,486	i			i			i
3.1 Staff Travel	i	3.2	210,139	i	3.1	FIO/T obligation	i	3.1		i
3.2 Participant Travel	i	3.3	227,770	i	3.2	End of year	i			i
3.3 Participant Per Diem	i	3.4	32,500	i		reconciliations.	i			i
3.4 Instructional/ Institutional	i	3.5	7,500	i			i			i
3.5 Lecturers and Consultants	i	3.6	3,600	i			i			i
3.6 HAC	i	3.7	5,400	i			i			i
3.7 Book Shipment	i	3.8	28,248	i			i			i
3.8 Manager/Leader Salaries	i	3.9	31,750	i			i			i
3.9 Interpreter Salaries	i	4.1	9,900	i			i			i
	i	Total	\$648,000	i			i			i
4.1 Orientation (WIC)	i			i			i			i
	i			i			i			i

ACTION MEMORANDUM FOR THE DIRECTOR  
OFFICE OF INTERNATIONAL TRAINING

THRU: S&T/IT/PP, Joyce Kaiser *J Kaiser*

FROM: S&T/IT/PP, S. Rita Evans *S Evans*

SUBJECT: Authorization of the Labor Organizations Development II Project (936-2007)

PROBLEM: Your authorization is requested to initiate a new centrally funded project entitled "Labor Organizations Development II" (936-2007), in the amount of \$8,568,000 from the Education and Human Resources account.

DISCUSSION: This project is a follow-on activity of the Labor Development Organizations (I) project (938-0601), which was first authorized on November 20, 1980 and funded through September 30, 1990. The Labor Organizations Development II project will "provide selected trade union, government and private sector officials in developing countries with special training to enable them to develop effective labor policies and programs." The project will provide for five short-term (30 day) seminars to train 100 of these officials each year from FY 1991 through FY 2000. The themes of the programs have changed since the initial project. They now focus on topics that express today's current issues: women in the workplace, occupational safety and health, labor management cooperation, labor relations in a democratic society, and labor productivity. The labor project will foster the Agency's movement towards democratic pluralism.

Project Data:

The initial obligation year is FY 1991, and it is planned that a total of \$650,000 of central funds will be obligated in the first year. The final year of obligation is FY 2000, and the PACD is 9/30/00.

Evaluation of Labor Development Organizations (1)

An evaluation of the predecessor Labor Development project was undertaken in FY 1989. The evaluation noted that the reception by missions and developing country labor organizations of the program is enthusiastic and nominations for participation have accelerated since FY 80 to three times the number of candidates who can be accommodated. The evaluation pointed to the need to better integrate the participants' experience into teams with leaders from varied backgrounds. This innovation, a process of participant tracking, and ongoing impact evaluation have been incorporated in the new project.

Determinations and Certifications:

The project will be implemented by means of a Participating Agency Service Agreement (PASA) with the U.S. Department of Labor in FY 1991. The FY 1991 OYB has \$650,000 to initiate the project and annual obligations are planned through FY 2000 at an equivalent central funding level, adjusted for inflation.

Justification for Use of a Federal Agency:

Sections 601(b)(7) and 621(a) of the Foreign Assistance Act of 1961, as amended (FAA), require A.I.D. to utilize, wherever practical, the services of private enterprise. OMB Circular A-76 generally requires Government agencies, in procuring "commercial" items from other Government agencies, to do so normally only if there is no satisfactory source available from the private sector, or if a cost comparison proves it worthwhile. However, section 621(a) of the FAA goes on to authorize an exception. The section provides in part that "...the facilities and resources of other Federal agencies shall be utilized, when such facilities are particularly or uniquely suitable for technical assistance, are not competitive with private enterprise and can be made available without interfering unduly with domestic programs."

Training activities under the project would be regarded as "technical assistance."

Department of Labor facilities and resources are particularly or uniquely suitable.

The diverse bureaus that compose the DOL possess extensive experience related to a wide variety of labor and management issues, including labor relations and management, occupational safety and health, women in the workforce, productivity, and international labor. DOL possesses a proven track record that is decades long in providing technical assistance in managing these labor management issues.

In addition, DOL possesses extensive expertise in exercising regulatory and policy responsibilities in the labor management sector which are unique to its role as the implementation arm of the U.S. Government's programs in labor relations. Because of this role, DOL is preeminently qualified to conduct these labor leader training programs.

The scope of activities is not competitive with private enterprise since no private organization can demonstrate the continuity of experience and talent in providing training and technical assistance, both domestically and internationally, in these fields.

Work under the PASA will be performed by the International Labor Affairs Bureau (ILAB) of the DOL which has the capacity to perform the services without interfering unduly with domestic programs.

It is anticipated that the types of activities included in the attached project paper and the suitability of the ILAB/DOL to implement them will remain unchanged during the life of the project. Therefore, your approval is requested to support the continuance of the program under the Labor Organizations Development II project.

Implementation Issues:

Timing: All activities of the Labor Organizations Development (1) project have been completed.

Congressional Justification:

Substantive Congressional notification will be sent to Congress as soon as this project has been authorized.

Authorization Authority:

Under Delegation of Authority No. 1700, December 17, 1987, the Director, OIT, is delegated: "...all of the functions...specified in any...Handbook (etc)...relating to...the direction and supervision...and the development and implementation of...programs regarding A.I.D.'s participant training programs."

This allows you to authorize the project, and also permits you to make the determination justifying use of the Labor Department (which is built into the authorization).

RECOMMENDATION: That you sign the Attached project authorization.

Clearances:

S&T/OIT/PP, SREvans	<u>See</u>	date	<u>1/18/91</u>
S&T/OIT/PP, JKaiser	<u>See file</u>	date	<u>1/18/91</u>
S&T/OIT/RS, JMcKeever	<u>John</u>	date	<u>1/24/91</u>
S&T/OIT, WFord,	<u>W Ford</u>	date	<u>1/21/91</u>
S&T/PO, DSheldon	<u>D Sheldon</u>	date	<u>1/21/91</u>
GC/CP, CStephenson	<u>draft</u>	date	<u>1/17/91</u>

Attachments

Project Data Sheet  
Project Authorization  
Project Paper

## Project Authorization

Country: Worldwide  
Name of Project: Labor Organizations Development II  
Number of Project: 936-2007

1. Pursuant to Section 105 of the Foreign Assistance Act of 1961, as amended, I hereby authorize the Labor Organizations Development II project involving planned obligations of not to exceed \$8,568,000 in grant funds from the Education and Human Resources account, subject to the availability of funds in accordance with the A.I.D. OYB/allotment process.

The initial obligation year for the project is FY 1991; the final obligation year is FY 2000; the PACD is September 30, 2000.

2. The project purpose is to provide selected leaders from unions, government, and the private sector from developing countries with motivational and other special training contributing to the development of effective labor policies and programs in collaboration with their governments, and assisting poor worker groups to improve their income and employment conditions; to promote more enlightened and responsible labor participation in socio-economic development and democratic processes.

The project will provide special training to officials from union, government, and the private sector. Over the ten-year life of project, approximately 1,000 LDC officials will be trained.

3. The Agreements which may be negotiated and executed by the officer(s) to whom such authority is delegated in accordance with A.I.D. regulations and Delegations of Authority shall be subject to the following essential terms and covenants and major conditions, together with such other terms and conditions as A.I.D. may deem appropriate:

a. Source and Origin of Commodities, Nationality of Services

Commodities financed by A.I.D. under the project shall have their source and origin in the Cooperating Country or in the United States except as A.I.D. may otherwise agree in writing. (Each country in which training or other assistance takes place under the

project shall be considered a "cooperating country.") Except for ocean shipping, the suppliers of commodities or services shall have the Cooperating Country or the United States as their place of nationality, except as A.I.D. may otherwise agree in writing. Ocean shipping, if any, financed by A.I.D. under the project shall, except as A.I.D. may otherwise agree in writing, be financed only on flag vessels of the United States.

b. Based on the justification described on pages 2 and 3 of the Action Memorandum, I hereby determine that the proposed PASA with the U.S. Department of Labor qualifies under Section 621(a) of the FAA because it is (1) for technical assistance, (2) the International Labor Affairs Bureau of the Department of Labor is particularly or uniquely suited to carry out the scope of work, (3) this action is not competitive with the private sector, and (4) it will not interfere unduly with the domestic operations of the Department of Labor.

Signature James M. Anderson  
James M. Anderson  
Date 2/1/91

Clearances:  
S&T/IT/PP:JKaiser 1/18/91  
S&T/IT/RS:JMcKeever 1/24/91  
B-S&T/IT:WFord [Signature]  
S&T/PO:DSheldon [Signature]  
GC:STisa CS for ST 1/17/91