

AGENCY FOR INTERNATIONAL DEVELOPMENT WASHINGTON, D. C. 20523 <b>BIBLIOGRAPHIC INPUT SHEET</b>	<b>FOR AID USE ONLY</b>
---	-------------------------

1. SUBJECT CLASSIFICATION	A. PRIMARY	Development and economics	DG00-0000-G100
	B. SECONDARY	Labor economics--Africa	

2. TITLE AND SUBTITLE  
 Evaluation study of selected labor development activities in Ghana, Togo, and Kenya; final report

3. AUTHOR(S)  
 (100) Fiks, Alfred; Hill, Rey; Cannon, Peter; (101) Group Seven Associates, Inc., Alexandria, Va.

4. DOCUMENT DATE	5. NUMBER OF PAGES	6. ARC NUMBER
1979	113p.	ARC

7. REFERENCE ORGANIZATION NAME AND ADDRESS  
 G7

8. SUPPLEMENTARY NOTES (Sponsoring Organization, Publishers, Availability)  
 (Evaluation of the African-American Labor Center activities under Contract AID/afr-769 )

9. ABSTRACT

10. CONTROL NUMBER <b>PN-AA-G-517</b>	11. PRICE OF DOCUMENT
12. DESCRIPTORS Unionization Labor relations Project evaluation Ghana  Togo Kenya	13. PROJECT NUMBER 698036300
	14. CONTRACT NUMBER AID/otr-C-1387
	15. TYPE OF DOCUMENT

698-0363

PN-AAG-517



26

FINAL REPORT

EVALUATION STUDY OF SELECTED  
LABOR DEVELOPMENT ACTIVITIES  
IN GHANA, TOGO, AND KENYA

SUBMITTED TO:

OFFICE OF AFRICA REGIONAL AFFAIRS  
BUREAU FOR AFRICA  
U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON D.C.

CONTRACT AID/OTR-C-1387  
WORK ORDER 11  
(VAALAC)

FEBRUARY 1979

**GROUP SEVEN ASSOCIATES, INC.**

815 KING STREET, ALEXANDRIA, VIRGINIA 22314 USA. (703) 548-1878

## C O N T E N T S

INTRODUCTION	1
METHOD	4
RESULTS	11
Ghana: Labor Education Program	12
Labor College Building	17
General Commentary	21
Formal Interviews Conducted	25
Major Documents Used	26
Ivory Coast: Regional Economic Research & Documentation Center	28
Trade Union Education	35
Cooperative Program	39
French Literacy & English Language Program	45
CNTT Secretariat Development	49
General Commentary	51
Formal Interviews Conducted	55
Major Documents Used	56
Kenya: Workers' Education Institute	58
Area Offices for COTU (Central Organization of Trade Unions)	64
Labor College	70
Credit Union Development	76
General Commentary	82
Formal Interviews Conducted	88
Major Documents Used	89
GENERAL OVERVIEW	91
Successes	91
Problems	92
Opportunities	100
Conclusion and Recommendations	103
GLOSSARY	109
FIGURES	
1 Activities to be Reviewed	
2 Evaluation Sequence of Activities and Itinerary	
3 Information Request to AALC	
4 Formal Interviews Conducted	
5 Grantee Reply to Letter of Figure 3	

FIGURES (Continued)

- 6 Latent Benefits to Various Agencies
- 7 Determining Influences on an Indigenous Labor Union

PLATES

- 1 &
- 2 Ghana Trade Union Congress Building, Accra
- 3 Existing Ghana Labor College, Accra
- 4 Main Building of Ghana Labor College
- 5 Residence Hall of Ghana Labor College
- 6 Plans for New Ghana Labor College
- 7 Regional Economic Research and Documentation Center (RERDC), Lome, Togo
- 8 RERDC Printing Room and Operator
- 9 RERDC Library
- 10 Stock Area for RERDC-Produced Reports
- 11 Entrance to Workers' Education Center
- 12 Workers' Education Center, Lome
- 13 Seminar Participants, Lome
- 14 Seminar Dignitaries, Lome
- 15 The Old (Right) and New (Left) CNTT Consumer Coops in Lome
- 16 Coop Construction in Dapaon
- 17 The New Consumer Coop, Exterior
- 18 The New Consumer Coop, Interior
- 19 COTU Area Office, Design I
- 20 COTU Area Office, Design II
- 21 COTU Labor College Construction Site, Kisumu
- 22 Labor College, Central Hall
- 23 Classrooms and Central Hall
- 24 Construction Showing Interesting Angles
- 25 Classroom, Interior
- 26 Dormitory Construction
- 27 Staff Housing
- 28 Plenary Session, Seminar on Co-operatives, and Trade Unions, Kapsabet  
December 1978
- 29 Plenary Session Speakers
- 30 Small Group Discussion I
- 31 Small Group Discussion II

ANNEX (bound separately)

- I. GHANA
- II. TOGO
- III. KENYA

## INTRODUCTION

This is an evaluation study of selected activities of the African-American Labor Center in Ghana, Togo and Kenya under AID Grant 698-0363. Grantee's initial AID funding was executed in December 1964. According to the Project Paper dated September 1976, the life of the overall project is to run through FY 81, at a total estimated cost of \$10.8 million.

Previous evaluations of AALC Grant activities include:

1. AID, Office of Audit, Audit Report on Examination of AID/W-Administered Regional Labor Project, Rep. No. 74-021, May 1974
2. GAO, Comptroller General, How To Improve Management of U.S. Financed Programs To Develop Free Labor Movements in Less Developed Countries, Rep. ID-76-35, Dec 1975
3. Dept. of State, Inspector General of Foreign Assistance, Inspection Report: AID Labor Support Programs in Africa, May 1977.

The current evaluation study involved data collection from mid-November to mid-December 1978, report preparation to mid-January 1979, and review and revision to mid-February 1979.

The activities which Group Seven Associates, Inc. (G7) was asked to examine are given in Figure 1.

For each activity, G7 was asked to review/analyze/describe

1. the timeliness of outputs;
2. the internal logic linking outputs to objectives;
3. the impact linking the activity to certain "qualitative" factors;

Figure 1. Activities To Be Reviewed<sup>1/</sup>

GHANA

- |    |       |                         |
|----|-------|-------------------------|
| 1. | 29-01 | Labor Education Program |
| 2. | 29-02 | Labor College Building  |

TOGO

- |    |       |  |
|----|-------|--|
| 3. | 5-19  | CREDE <sup>2/</sup>                        |
| 4. | 32-01 | Trade Union Education                      |
| 5. | 32-02 | Cooperative Program                        |
| 6. | 32-03 | French Literacy & English Language Program |
| 7. | 32-04 | CNTT <sup>3/</sup> Secretariat Development |

KENYA

- |     |          |   |
|-----|----------|---|
| 8.  | 16-01    | Workers' Education Institute                                    |
| 9.  | 16-02    | Area Offices for COTU (Central Organization of<br>Trade Unions) |
| 10. | 16-03    | Labor College   |
| 11. | 05-22-01 | Credit Union Development  |

---

<sup>1/</sup> G7 was also asked to evaluate three activities in Zaire. This was not done because of reasons mentioned in the Method chapter.

<sup>2/</sup> Regional Economic Research and Documentation Center

<sup>3/</sup> Confederation Nationale des Travailleurs du Togo

4. the projection of self-support
5. conclusion(s); and
6. recommendations.

Overviews are also provided by country and across the countries visited.

The G7 evaluation team consisted of:

Alfred Fiks, Ph.D., Team Leader (Qualifications: senior man on a dozen prior AID evaluations; manpower psychologist; Chairman of International Committee, Evaluation Research Society; former lecturer in labor relations; prior work in Africa; French-speaking.)

Rey Hill, Design & Evaluation Generalist (Qualifications: former USAID Director in Thailand, lecturer in international development, USOM Director for Bolivia, former Ford Foundation Representative for India, Nepal and Iran.)

Peter Cannon, Labor Education & Training Specialist (Qualifications: former Program Officer, Asian-American Free Labor Institute, Program Director for Catholic Relief Services/Lesotho, prior evaluator of labor education activities.)

(The G7 team was accompanied by Mr. David Summers of AALC/NY.)

## METHOD

The conduct of this evaluation study involved the steps listed in Figure 2. Several additional methodological points should be mentioned.

1. In view of the very restricted field visit time the team had (3-5 working days per country, or about one day per activity), G7 first prioritized the 11 activities on the basis of importance ratings by Office of Africa Regional Affairs staff. Activities #1, 3, 4, 8 and 10 were deemed most important during this planning stage. Once in the field, Activity 11 (Credit Union Development) also emerged as a prominent endeavor. These received our primary attention.

2. As a further means of using evaluation time and resources most efficiently, various members of the team were assigned primary responsibility for data collection and draft write-ups of various activities, so that not all team members were involved in evaluating all activities. The Team Leader, of course, reviewed, edited and integrated the entire report and takes full responsibility for any errors.

Figure 2. Evaluation Sequence of Activities & Itinerary

<u>Date</u>	<u>Place</u>	<u>Activity</u>
Nov 17, 18, 20, 21, 22	Washington, D.C. and Alexandria, Va.	AID/W briefings Meeting with Grantee reps. Visas, shots, travel arrangements AID/W file review
Nov 24, 25, 27	New York City	Review of AALC files Meeting with AALC Program Direct
Nov 27, 28	Travel to Ghana	
Nov 29, 30, Dec 1	Accra and Tema	Interviews, site visits, document review
Dec 2	Travel to Togo	
Dec 4, 5, 6, 7	Lome	Interviews, site visits, document review
Dec 8, 9	Travel: Lome- Accra-Nairobi	
Dec 11, 12 <sup>1/</sup> , 13, 14, 15, 16	Nairobi, Kapsabet, Kisumu	Interviews, site visits, document review
Dec 17, 18 <sup>2/</sup>	Travel to U.S.	
Dec 19, 20	Alexandria, Va, Washington, D. C.	Information organizing and oral debriefing
Dec 21-Jan 8	Alexandria, Va.	Draft report preparation (analysis and synthesis)
Jan 9	Washington, D.C.	Draft report submission
Jan 10-19	Alexandria, Va.	Revisions & final report preparation and submission

<sup>1/</sup> National holiday, Kenya

<sup>2/</sup> One team member did not return home till the 20th due to aircraft engine problems.

3. A compromise modus operandi for interviewing in the field was agreed upon early during a meeting at AID/W between representatives of AALC, Africa Regional, and G7, viz: AALC staff would be present when G7 interviewed the principal of any of the host country labor organizations (or of the Ministry of Labor) but would not be present during G7 interviews of any other indigenous staff in order to preclude the possibility of influencing responses.

4. In order to gain a historical and fiscal perspective on the 11 activities, G7 requested (by letter, see Figure 3) the Grantee to indicate the year each activity was begun and the total funds spent.

5. Formal interviews were conducted as shown in Figure 4. Materials collected and/or examined are listed for each country separately under Results.

6. A few problems or evaluation design flaws emerged. They are listed so that such points may be prevented in the future.

a. No AALC representative ever acknowledged receipt of the evaluation Scope of Work. This made relations between G7 and Grantee field staff in Ghana (our first stop) somewhat difficult. Subsequent to Ghana, the Evaluation Team offered to provide a copy of our Scope of Work to AALC field staff, if they so desired.

b. The 11 activities broken out as they are in Figure 1, is a new arrangement, effective in 1979. Grantee field staff and the indigenous labor people were not set to think of their project(s) broken up in this manner, nor were the 1978 inputs, outputs, and purposes in the documentation prepared separately for each activity.

Figure 3. Information Request to AALC



**GROUP SEVEN ASSOCIATES, INC.**  
815 KING STREET, ALEXANDRIA, VIRGINIA 22314 USA. (703) 548-1878

25 November 78

African-American Labor Center  
New York City

Gentlemen:

We have been asked to analyze the 14 AALC activities listed on attached sheet.

It would be extremely useful to the evaluation if, while the team was in the field, your Records & Accounting Office could indicate for each the year the activity was begun and the total funds spent on each through 30 June 78 (or if that is too difficult, through December 77.)

We understand that not all the activities were previously broken out separately as they are now. The requested dates and costs should relate to any inputs in that activity area, regardless of the fact that it may have been a component of a larger activity.

Thank you very much for your cooperation in this matter. An AID authorizing letter is enclosed for your files.

Yours truly,

Alfred I. Fiks, Ph.D.  
President

Figure 4. Formal Interviews Conducted

	<u>U.S.</u>	<u>Ghana</u>	<u>Togo</u>	<u>Kenya</u>	<u>Total</u>
AID	1	4	2	4	11
State	-	2	3	1	6
AALC	3	1	3	3	10
Host Country Labor Organization and Government	-	6	5	13	24
Other Host Country Organizations	-	-	-	5	5
Other Donor Organizations	-	-	1	-	1
<hr/>					
TOTALS	4	13	14	26	57
<hr/>					

c. The evaluation team did not go to Zaire as originally planned due to a number of reasons. Prominent among them were: additional time required in Kenya, intervening Kenyan national holiday, and airline scheduling problems.

d. Our effort to gain a fuller historical and fiscal perspective on the AALC activities reviewed (see Figure 3) was only partially successful. It produced the Grantee's reply shown in Figure 5. Unfortunately, no starting dates are shown, nor is there an indication whether the costs shown are through December 1977 or June 1978. For these reasons, this line of inquiry was abandoned.

e. Due to minimal U.S. Government involvement and the very short time allotted for the evaluation visits, G7 was essentially dependent on Grantee staff to select individuals and arrange interviews with them.

f. The agreement described in paragraph 3 above, was, in general not adhered to by AALC field staff. Togo field staff was the most sensitive to the subtle but important issues involved, and went so far as to remove themselves when the G7 team was meeting with the Secretary-General of CNTT. By contrast, some Grantee Kenyan field staff unfortunately made themselves too obtrusive in the evaluation process. The evaluation team decided to adapt to this negative circumstance rather than confront it directly (in the short time available) in order not to jeopardize the value this study could still have.

**AFRICAN-AMERICAN LABOR CENTER  
CENTRE AFRO-AMERICAIN DU TRAVAIL**

10

**MEMORANDUM:**

**To:** Group Seven Associates, Inc.

**Date:** December 28, 1978

**From:** A. I. Fiks, Ph. D.  
John M. Connor *[Signature]*

**Subject:** Evaluation Report

Ghana -

1. 29 - 01 Labor Education Program - thru November - \$161,500
2. 29 - 02 Labor College Building (1979)

Togo -

3. 5 - 19 CREDE 598,191
4. 32 - 01 Trade Union Education 17,475
5. 32 - 02 Cooperative Program 4,225
6. 32 - 03 French Literacy & English Language Prog. 1,500
7. 32 - 04 CNTT Secretariat Development - -

Kenya -

8. 16 - 01 Workers Education Institute 368,312
9. 16 - 02 Area offices for COTU - -
10. 16 - 03 Labor College - -
11. 05-22-01 Credit Union Development 200.000

RESULTSGHANA

Labor Education Program	29-01
Labor College Building	29-02
General Commentary	
Formal Interviews Conducted	
Major Documents Collected, Inspected and/or Consulted	

## GHANA: LABOR EDUCATION PROGRAM

29-01

OBJECTIVE: The development of the capacity of the Ghana Labor College to provide effective training to trade union officers and members at an elementary, intermediate, and advanced level and in specialized areas of trade union concern.

## FINDINGS:

1. The planned enlargement of the GTUC Labor College Library (in number of volumes) has not occurred. Reasons will be examined below.
2. Twenty-four seminars were to be held in 1978. Reportedly, a sum of \$50,400 was requested, but funding allocated was \$38,500, sufficient only for 18 seminars. The output target was reportedly revised in July 1978 to 12 seminars. As of the end of November 1978, 9 seminars had been held. Two seminars were said to be scheduled for December 1978, leaving a short-fall of one seminar from the revised figure.
3. Grantee has reportedly expended monies for only two of the nine seminars completed to date. This is in keeping with Grantee policy to make payment only upon receipt of an itemized expenditure report, including appropriate receipts, from GTUC. These had apparently not been received as yet.
4. To date, neither Grantee nor GTUC<sup>1/</sup> have developed a seminar evaluation system needed to generate data to be used to evaluate and improve training effectiveness.
5. Indirect evidence (in the form of various documents, for which see Annex I.1 to 6) indicates that the core trade union subject matter presented in basic, intermediate and advanced level seminars is appropriately defined and conceived.

---

<sup>1/</sup> See Plates 1 and 2.



PLATE 1

PLATES 1 & 2: GHANA  
TRADE UNION CONGRESS BUILD  
ING, ACCRA



6. According to impressionistic interview data, AALC/Ghana's Labor Education Program, in conjunction with other activities which were not in the workscope of this evaluation, are making a positive contribution to organized labor in Ghana. According to one U.S. Embassy respondent, however, "the major contribution is having (the Resident Representative) her

DATA SOURCES: Interviews, documents.

COMMENTARY:

A. Timeliness: The outputs specified in Grantee's 1978 plans for this activity are:

- 1) the Library (i.e., number of volumes in the GTUC Labor College) would be enlarged;
- 2) 24 seminars would be held.

Output (1) was not attained to date and will not be attained in 1978 and most likely not in 1979 either. As reported under the activity "Labor College Building 29-02," Grantee was reportedly requested by the GTUC not to expend money on purchases of commodities, including books and furnishings, for the Labor College until the new Labor College is built. According to the resident AALC representative, if the Labor College has requests for selected books, they will fund the purchases from other than education program funds.

Output (2), as modified by funds reported available and by the July 1978 revision (Finding 2), will to a large extent be attained during 1978.

B. Internal logic: We fail to see how these outputs are related, either logically or empirically, to "the development of [a] capacity of the Ghana Labor College" (except insofar as a library would constitute a resource for that capacity). Grantee is providing financial support for operational labor seminars. They are not (with the exception of the library) furnishing potentiating inputs that develop an institution's capacity.

C. Impact: Nevertheless, based upon our brief three-day observation of the AALC labor education program in Ghana, we judge the seminars, the physical presence of the Grantee's representative and the advice he may be asked to give to play a positive role in promoting union effectiveness and to have a positive influence on the overall goal of the Grant, namely:

"To develop effective, self-managed democratic and financially self-sufficient trade unions in African countries capable of representing the interests of their workers with employers and government organizations."

D. Projection: Given the open-ended needs of the GTUC, it is difficult to specify when AID can expect this activity to become self-supporting. It would appear that as the GTUC and its affiliated unions continue viable and their educational infrastructure becomes institutionalized, AALC-AID assistance could be directed to more specialized areas of trade union concern. This was the case in 1978 when seminars were sponsored dealing with occupational safety and health and the role of women in the labor movement, for example.

All the trade unionists interviewed expressed a desire for continued AALC assistance for labor education programs, although a senior GTUC

official indicated that withdrawal of Grantee support would have been much more crippling for the education program before 1975 than it would since then, or now.

E. Conclusion: In our view, the effectiveness of this activity in reaching its stated objective is restricted (despite its impact, as noted above) due to weak logic. Grantee is subsidizing purchases of fish, as it were; but they are not teaching GTUC how to fish. Thus, no institutional "capacity... to provide effective training" is being generated.

F. Recommendations: We would suggest to AID that:

- 1) Grantee provide capacitating inputs (e.g., teacher training courses) to correspond to the statement of objective, or alter the grandiose objective to correspond to actual inputs;
- 2) AALC begin work as soon as possible to specify educational indicators of seminar achievements, both at output and purpose level. This will require a data collection system to provide adequate feedback to the GTUC concerning the performance of seminar graduates;
- 3) AALC do a small feasibility study in 1979-1980 to determine the potential in upgrading the statistical research component of GTUC to become a full-fledged labor-economic research center.

GHANA: LABOR COLLEGE BUILDING

29-02

OBJECTIVE: To assist the GTUC to provide new facilities for the Ghana Labor College.

FINDINGS:

1. The government of Ghana has reportedly issued a building code for the area in which the current Labor College is situated. The present buildings (see Plates 3, 4, & 5) cannot be modified to conform. It is thus necessary for the GTUC to provide a new building.

2. When the Government was about to allocate the site of the present Labor College to a planned small industry, the GTUC made representations, and was able to retain its lease on condition that it construct a new building meeting Government standards--one being that the building was to be more than seven stories high. GTUC's original estimate was about 1 to 1.5 million cedis (\$870,000 to \$1,300,000 at the rate \$1.00 = C1.15). The November 1978 cost estimate has risen to about 8 or 9 million cedis (\$3,000,000 to \$3,300,000 at the rate \$1.00 = C2.75). According to the custom in Ghana, the architect gets a percent of the total construction costs as his fee for the design and supervision of construction. Current figures are said to be too high for GTUC and in excess of what Grantee budgeted in 1978 for said architect's fees.

3. According to Grantee's 1978 Activity Plan, progress was to have been made in the construction of the new Labor College building this year. This has not occurred. Neither construction nor ground breaking had begun by the time of this evaluation.

4. Although funds were budgeted in the years 1976, 1977, 1978, Grantee has reportedly not spent any money on this activity to date.

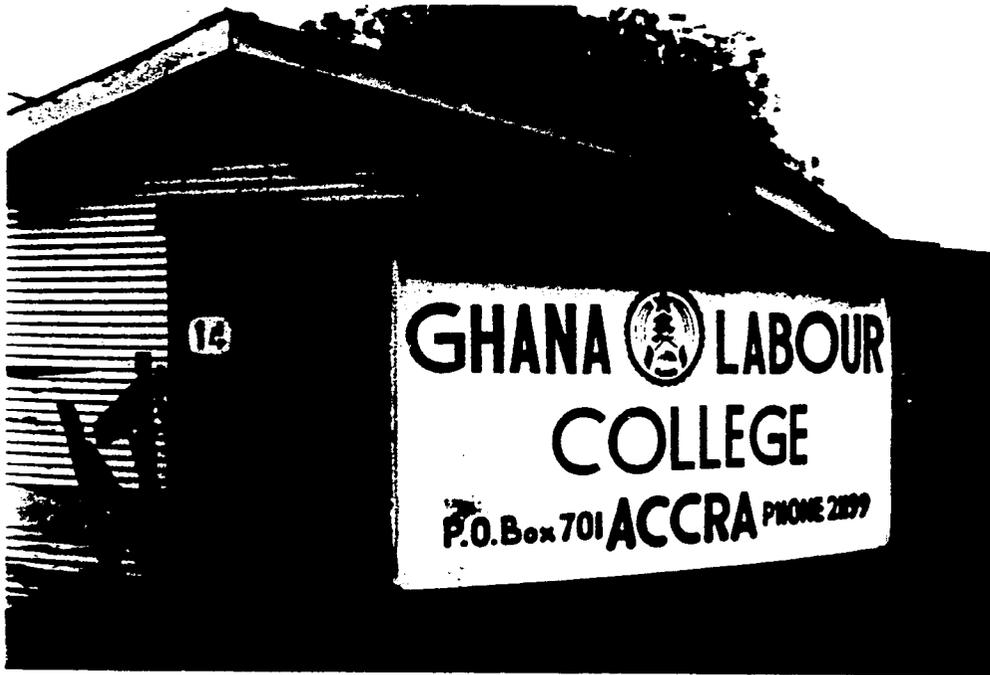


PLATE 3: EXISTING GHANA LABOR COLLEGE, ACCRA



PLATE 4: MAIN BUILDING OF GHANA LABOR COLLEGE

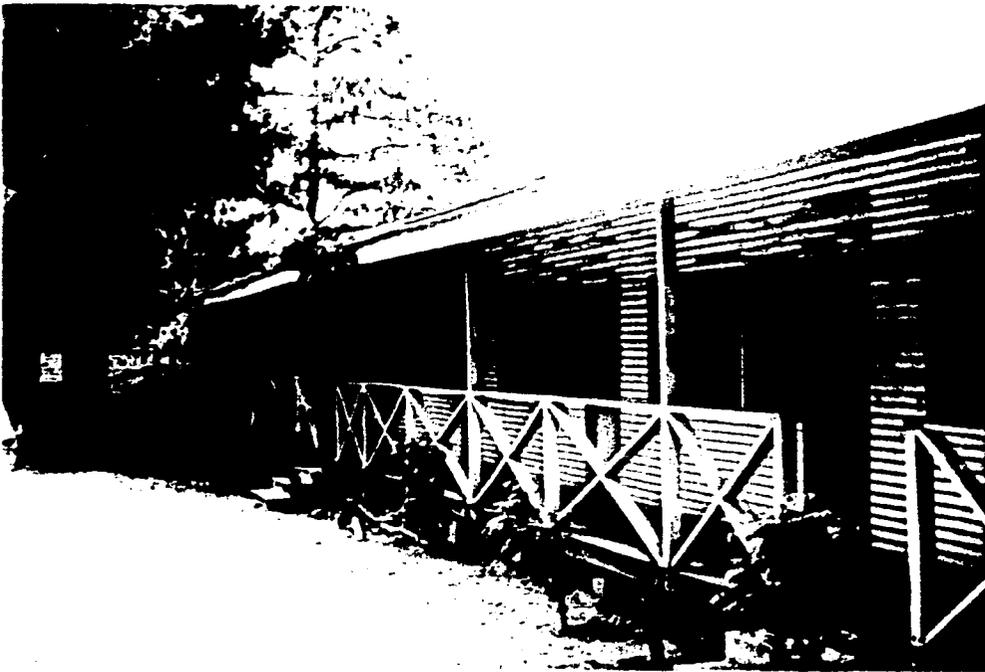


PLATE 5: RESIDENCE HALL OF GHANA LABOR COLLEGE

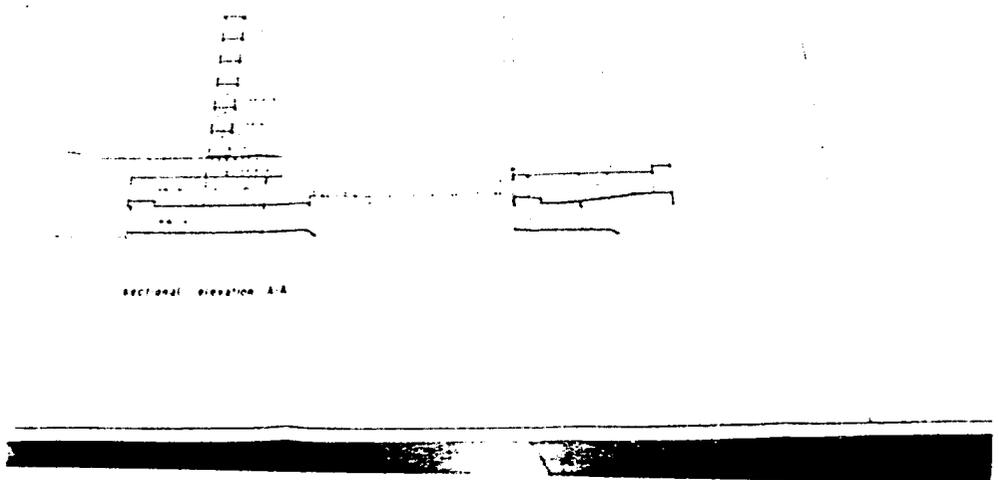


PLATE 6: PLANS FOR NEW GHANA LABOR COLLEGE

5. A soil sample and analysis on the site for the proposed new Labor College was to have been done prior to the working drawings being prepared. This was done in June 1978, and the results submitted to the Secretary General of the GTUC.

6. GTUC has in their possession numerous preliminary drawings for a new Labor College building. (See Plate 6.) GTUC Executive Board reportedly gave its blessing to this proposal during the GTUC 2nd Quadrennial Congress in September 1978.

7. Grantee has apparently been requested by the GTUC not to expend money on purchases of commodities, including books and furnishings, for the Labor College until the new Labor College is built.

8. Currently negotiations are taking place between the GTUC and a local architecture firm to reach a compromise, i.e., construction of the new Labor College in stages. The Secretary General of the GTUC indicated that construction would probably start if they could obtain four stories for about \$1,750,000. If and when an agreement is reached, targeted funds for the architect could then be expended.

DATA SOURCES: Interviews, observation, documents.

COMMENTARY:

A. Timeliness: Outputs are not on schedule for reasons stated.

B. Internal logic: Funding of the full architect's plans will certainly constitute assistance to the new Labor College building, as stated in the activity objective. We do not, however, see any rigorous logic which would necessarily tie that output to the "purpose level" condition that "the

Labor College [now] focuses attention on role of labor and substantially improves GTUC education program." (That may not be the intent of Grantee, however, since this activity was not previously broken out from the general labor education activity.)

C. Impact: It is premature to judge how the outputs affect the "qualitative factors" until the outputs exist. Presumably, having a new college building would strengthen the GTUC, other things being equal.

D. Projection: This particular Grantee activity is not meant to be self-supporting. It is a finite, "one shot" financial assistance task. It is also apparent that Grantee will not expend the budgeted \$10,000 for the Labor College building in 1978 (\$4,000 for the architect and \$6,000 for furnishings).

E. Conclusion: We are not able to draw any definitive conclusions about this activity. To do so requires a judgment about priorities. These in turn must hinge on a systematic needs analysis and country labor plan which to our knowledge are nonexistent.

F. Recommendations: It is suggested to AID that further funding for this activity be withheld until Grantee has begun to expend allocated funds and/or construction has started on the building. In addition, it is recommended that AID recognize that the title and output as stated do not properly reflect the facts. The title might better be stated as:

"Support for Development of Architectural Plans and Commodity Support for Initial Operations of a Labor College Building."

The title should refer to the actual limited objective and not overall assistance to a Labor College building.

## GHANA: GENERAL COMMENTARY

A. Grantee has been supporting education seminars with the GTUC since the 1960's. Other organizations which assist the GTUC in sponsoring seminars include: The International Confederation of Free Trade Unions (ICFTU) the World Federation of Trade Unions (WFTU); the All-Union Central Council of Trade Unions of the U.S.S.R. (AVCCTU); the Confederation of Free German Trade Unions of East Germany (FDGB); the Friedrich-Ebert Foundation of West Germany (FEF); various International Trade Secretariats (ITS's); and the International Labor Organization (ILO). International trade union organizations sponsored eighty (80) seminars from 1974 to 1977, of which AALC paid for 30 (i.e., 38 percent).

B. The GTUC's affiliated membership grew from 345,047 in 1974 to 550,260 in 1978. The financial position of the GTUC during this period appears to have stabilized. The financial stabilization can be partially attributed to the GTUC's attainment, in most affiliated unions, of a dues structure of 1 percent of its members' wages. In industries covered by a collective bargaining agreement (250 new collective bargaining agreements were signed between 1974 and 1977 covering 74,835 workers), automatic dues check-off occurs. Management compiles three separate monthly checks which distribute the 1 percent as follows: 50 percent to the National Union; 20 percent to the appropriate local of said national union; and 30 percent to the GTUC. Since the early 1970's, the GTUC has assumed financial responsibility for (4) professional, (6) support and (8) domestic staff associated with its Labor College. Various of the 17 national unions affiliated with the GTUC

have initiated their own labor education programs for their members. During 1974 to 1977, 1,167 members were reportedly trained in national union-sponsored seminars. This apparent duplication with GTUC seminars was not explored in the short time available.

C. According to the Secretary General of the GTUC, one of its main priorities during the period 1974-1977 was the dual objective of a) organizing the unorganized workers and b) the provision of better services to its affiliated unions and their respective members. AALC's provision of five vehicles "helped to achieve the target(ed) objective of the programme." According to the principal of the GTUC Labor College and the GTUC Research Department Head, AALC's support was instrumental in the improvement in their respective programs and services. This was also the attitude of the Head of the Education Department of the Industrial and Commercial Workers' Union and the Secretary General of the Maritime and Dockworkers' Union, expressed during interviews with the evaluators. As of 1 December 1978, AALC is the only international organization which is providing labor education assistance to the GTUC who has a resident representative with an office in the GTUC headquarters.

D. One senior labor union leader in Ghana remarked that an important need was for unions generally to be able to speak in a loud, clear voice and from a strength that comes from full knowledge of all the facts. He had two recommendations as to what Grantee might do which they are not doing.

He recommended that AALC help GTUC develop a research capability unit referring primarily to a capacity for developing economic and statistical

data in depth and accuracy. On probing, he expanded this to include cooperation in the improvement of skills for office operation and organization. The second recommendation was for help to develop a unit within GTUC which could aid the 17 national unions in planning and implementation of welfare services, such as for cooperatives and credit unions. His idea was that a five-year support program would be necessary.

E. Perhaps it is worth examining the desirability and feasibility of creating two such units within GTUC, made up of carefully selected, technically qualified Ghanaian staff, a basic local currency budget funded with special contributions from the 17 unions to be served. The idea would be to develop a GTUC technical assistance capability for serving the member unions in the same manner AALC now assists GTUC. AALC might provide a full-time advisor to each unit for the first three years plus occasional short-term professionals. After three years, the plan could be to taper off with short-terms only for the last two years. Actually, the team learned that a statistical unit does now exist, made up of one senior officer, a good assistant and two clerks, doing a creditable job. This should not be confused with the proposal for a more sophisticated unit to go beyond that now in GTUC in data collection and analysis, one which would help the 17 unions to do likewise.

Financial self-sufficiency would come from developing a "budget habit" within the 17 unions and GTUC through a plan of regular, gradually increasing contributions to correspond to growth of services which the 17 unions request. USAID, through AALC, would support the advisors and such initial commodity items as can be replaced from local resources and local funds once their need is demonstrated, i.e., hand adding machines, not computers, manual typewriters, not electric, etc.

F. Exploring a more delicate request for "management improvement" might also be justified. No matter what the intelligence and degree of education of Ghana labor leaders and their key staff members, it cannot be realized if the decision input data, reports and documents are unavailable when needed, or lost. In many offices the team visited, files and documents appeared to be in extreme disarray. While help in such mundane matters as better office management might not appear very prestigious, it could be of more long lasting help than some other activities. If some other Ghanaian offices can have reasonable filing systems, perhaps AALC could encourage GTUC to procure locally made cabinets and shelving that could be supplied from local labor-intensive industry, and some training in filing system development and maintenance.

G. An alternative general position on Ghana focuses on the economic and political near chaos currently existing in the country. Since this was outside our scope of work, our observations were more impressionistic and experiential than systematic and precise. Nevertheless, it seems to us, a cogent argument could be made for the proposition that AALC's program should be reviewed to determine its appropriateness given the grave current crisis. If found wanting, perhaps resources should be shifted to more urgent, imaginative, and appropriate projects. These comments would also apply to other AID/Ghana programs.

## GHANA: FORMAL INTERVIEWS CONDUCTED

1. Secretary General of Ghana Trade Union Congress (GTUC)
2. GTUC, Head of Department of International Affairs
3. GTUC, Head of Research Department
4. Principal of the GTUC Labor College
5. Secretary General of the Maritime and Dockworkers Union
6. Head of Education Department, Industrial and Commercial Workers Union  
(the largest union affiliated with the GTUC)
7. USAID Director
8. USAID Program Officer
9. USAID Public Administration Specialists (two)
10. U.S. Embassy Political/Labor Reports Officer/Project Liaison Officer
11. AALC/Ghana representative

GHANA: Major Documents Collected, Inspected and/or Consulted

1. 1974-78 GTUC Report to 2nd Quadrennial Congress, September 1978
2. Prospectus of the GTUC Labor College
3. Maritime and Dockworkers' Union Collective Bargaining Agreement with the State Shipping Corporation, 1977
4. Collective Agreement between Tema Shipyard and Drydock Corp. and Maritime and Dockworkers' Union, 1975
5. Aims and Objectives of Trade Unions, Notes, Ghana Labor College, by S. K. Owusu
6. Sample Maritime and Dockworkers' Union Seminar Attendance Report and Monthly Report Forms
7. Sample of GTUC Research Department's Work
8. Attendance Certificate, GTUC-AALC Seminars
9. New Labor College Site Soils Test Report, June 1978
10. USAID "Economic Data Book," June 1976
11. American Embassy/Ghana, "Foreign Economic Trends and their Implication for the United States," June 1978

TOGO

Regional Economic Research & Documentation Center	5-19
Trade Union Education	32-01
Cooperative Program	32-02
French Literacy & English Language Program	32-03
CNTT Secretariat Development	32-04
General Commentary	
Formal Interviews Conducted	
Major Documents Collected, Inspected and/or Consulted	

1000: REGIONAL ECONOMIC RESEARCH AND DOCUMENTATION CENTER  
(RERDC, or in French CREDE) Pan-African

05-19

OBJECTIVE: To create an Information Center which will provide a base for:

- a) increasing communication within and between African trade unions; and
- b) increasing the collection and use of socio-economic data in Central and West Africa by the trade unions in order to deal more objectively with matters concerning labor. (1979 Activity Plan)

FINDINGS:

1. CREDE has been in existence since 1972. The organization has occupied its present quarters (see Plate 7) for one year.

2. We infer that (senior) staffing of the Center has been a problem from the fact that there have now been five directors in the six years of its existence, according to AALC field staff, the current one named in September 1978.

3. Nevertheless, bi-monthly publication (about 20 per year) of African Trade Union News (ATUN) has occurred since 1974 (see Annex II.1). ATUN is essentially a clipping service. About 50 publications are monitored (1/2 from Africa, 1/4 U.S., 1/4 Europe). Items are selected (and translated) for reprinting based on their general trade union interest and coincidence with AFL-CIO "foreign policy" positions. Any derogatory or inflammatory material is excluded. About 1000 copies of each issue are printed and distributed (500 in English, 500 in French) (see Plate 8).

4. Similarly, CREDE has been publishing Labor and Development (LaD) (see Annex II.2) on a monthly basis (10 per year), also since 1974. LaD appears in English (see Annex II.2) and French. The mailing list for



PLATE 7: REGIONAL ECONOMIC RESEARCH AND DOCUMENTATION CENTER (RERDC), LOME, TOGO



PLATE 8: RERDC PRINTING ROOM AND OPERATOR

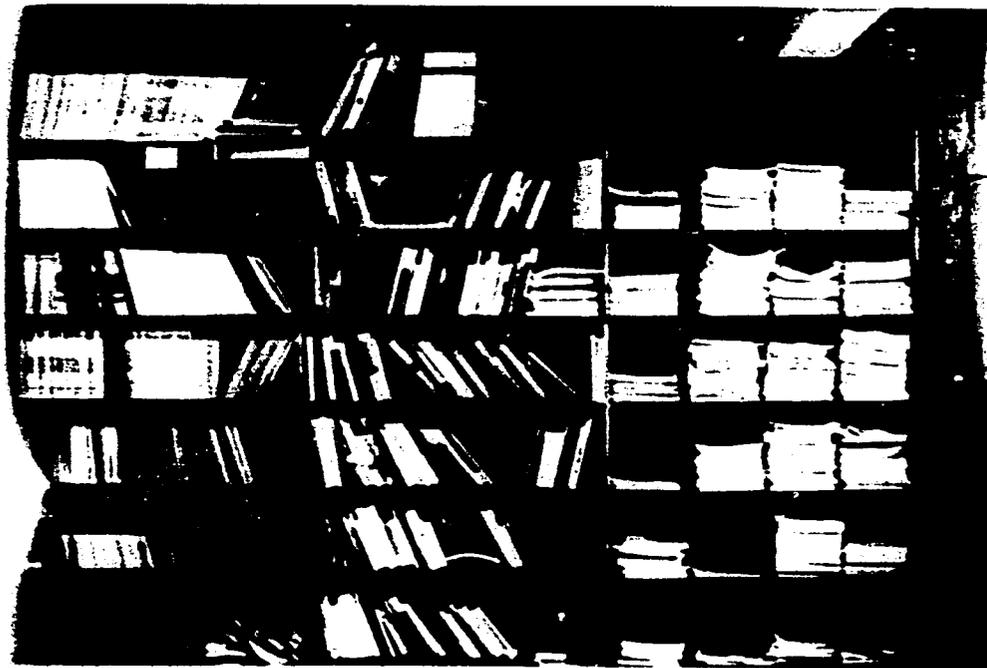


PLATE 9: RERDC LIBRARY



PLATE 10: STOCK AREA FOR RERDC-PRODUCED REPORTS

each language is about 500. LaD too is mostly reprints, although some "original" material sometimes appears.

5. Subscriptions to ATUN and LaD are free of charge. The target of 850 recipients has been exceeded, there being 981 names on the mailing list in early December 1978. The geographic distribution of recipients [who may be institutions (70%) or individuals (30%)] is as follows:

ENGLISH

Ghana	53
Anglophone W. Africa	75
Eng. Sp. other Africa	201
U.S., Barbados, Canada	63
Eng. Europe	34
Special treatment	54
U.S. Embassy, Lome	<u>10</u>
	490

FRENCH

Togo	136
Francophone W. Africa	157
French Speak. other Afric	54
France, N&C. Africa <sup>1/</sup>	104
French Europe	13
Madagascar	7
Misc. Lome	<u>20</u>
	491

6. The stipulated target of six research studies (see Plate 10) in 1978 has essentially been achieved<sup>2/</sup> with the following titles:

- 1) ATUN & LaD Index for 1977

---

<sup>1/</sup> North & Central Africa

<sup>2/</sup> In the letter, if not the spirit. That is, the count includes as "research studies": the magazine index, a list of names and addresses, and a reprint of a 1976 publication.

- 2) African Trade Unions: A list of names, leaders, and addresses, 1978 (Revised from 1977)
- 3) Trade Unions and Nation Building in Francophone Africa, G. R. Martens, Feb 1978 (reprint of a 1976 publication)
- 4) Trade Unions, Coops & Credit Unions, D. Klugman, April 1978
- 5) The Role of Trade Unionism in Development, J. D. Akumu, June 1978
- 6) Colloquium on African Trade Union Research Services, August 1978

These were sent to the general mailing list of 981 in French or English, as appropriate.

7. Regarding the stipulated output to "acquire more efficient equipment," the following items were obtained in 1977-78:

- a) 1 Olivetti Lexicon 90 Typewriter
- b) 1 Sharpfax SF 501 Photocopier
- c) 1 Satas Automatic Stamping Machine
- d) 1 Rex Rotary 1050S Offset Printer
- e) Miscellaneous other machines.

Also, CREDE can now produce offsets in color. No inventory report as such was available, however, and no written efficiency assessment of production processes was found. The latter two items had been specified as "means of verification" in Grantee's Activity Plan Summary.

8. The planned output of 2 one week colloquia was attained in part. One two week colloquium on trade union research services was held in April of 1978 with 12 participants. According to field staff, the second one was canceled and substituted therefor was attendance at Harvard's 3 month Trade Union Program by the CREDE Togolese Office Manager.

9. The planned series of one-month OJT programs for four Africans with research-information functions in their unions did not materialize during 1978. Such OJT is reportedly planned for 1979 for 2 persons from Gabon.

10. As far as we could determine, no books, equipment or other aid was donated to trade unions in 1978 in assisting them to establish research and documentation facilities of their own.

11. Concerning the CREDE reference library (see Plate 9), it contains some 250-300 items. About five people per month (or 60 per year) reportedly come in to use it. Unfortunately, the card catalog is out of date and is not maintained.

12. Morale and cohesiveness among Grantee staff seemed to be rather low. The first African senior staff member (an Ethiopian man) was appointed in 1978 as Associate Director, to understudy the directorship. A young American woman is the new Director. We believe her effectiveness will be severely limited due to psycho-cultural factors of: age, sex, and language.

DATA SOURCES: Interviews, documents, observation.

COMMENTARY:

A. Timeliness: Of the eight outputs listed for 1978, two have exceeded their targets (ATUN & LaD distribution figures), three have essentially reached their targets (six studies, maintenance of subscriptions, and equipment acquisition), while three others had partial or complete short-falls (two colloquia, OJT, and assistance to trade unions).

B. Internal logic: If one is to take the wording literally, the stated objective of this activity (see p.28) was accomplished in 1972 with the creation of CREDE. Presumably, the intent now is to keep it functioning, and later to "Africanize" it (as per AALC Policy Statement).

C. Impact: It is difficult to judge how this activity's outputs affect the "qualitative factors." On the one hand, there are a number of testimonial letters from subscribers attesting to the value of CREDE's publications (see Annex II.3 for summary). On the other, there is an indicator of low interest. A readership questionnaire (Annex II.4) was sent out which resulted in a (poor) 5% response. In 1975, a similar survey produced a 34% response. If the full potential of CREDE were to be achieved, we believe it could have important impact. In our opinion, this has not happened in the six years of its existence, despite the expenditure of nearly \$600,000.

D. Projection: An agreement was signed in January 1977 between AALC and the Organization of African Trade Union Unity (OATUU) whereby OATUU would take over operation of CREDE within five years' time (see Annex II.5). That document also alludes to a changing function for CREDE from one of communication and documentation to a continuing research training role. The agreement does not refer to any financial understandings of the post-1982 period. The probable political orientation of CREDE under OATUU is unclear to us.

E. Conclusion: CREDE performs a useful information collection and dissemination function. Its effectiveness is restricted by personnel staffing problems (see Finding 2 & 12). Its future is unclear, particularly

due to the planned turnover to OATUU control. For example, current emphasis is on the reprint function; the new Director speaks of more substantive publications; the AALC-OATUU communique alludes to a shift towards research training programs.

F. Recommendation: We would suggest to AID that:

1) OATUU be encouraged to accept gradual fiscal as well as operational responsibility for CREDE.

2) Given the psycho-cultural circumstances,<sup>1/</sup> Grantee recruit a qualified, forceful, male, French-English bilingual Director over 50 years of age, who will be able to "launch" the OATUU counterpart in positive directions.

3) A nominal subscription fee be charged for ATUN and LaD so that perceived value to recipients could be gauged.

4) An impact evaluation and/or needs analysis study be carried out to determine CREDE's most appropriate function(s).

---

<sup>1/</sup> i.e., cultural factors and interpersonal dynamics between Director and the rest of CREDE staff.

TOGO: TRADE UNION EDUCATION

32-01

OBJECTIVE: "To create within CNTT the capacity to conduct an effective trade union education program."

FINDINGS:

1. AALC/Togo's funded labor education program in 1978 made up a small part of the CNTT education services provided to members. Additional organizations also provide monies to the CNTT for its education program.

2. Grantee was instrumental in the 1970 construction of the Workers' Education Center--three years before the creation of CNTT (the current trade union confederation). Prior to 1977, AALC supported labor education through its International Trade Secretariat (ITS) component and its impact funds. Some of the other organizations which provide funds for the workers' education program include: The World Confederation of Labor (WCL); the Naumann Foundation of West Germany; International Trade Secretariats (ITS's); the International Confederation of Free Trade Unions (ICFTU); and the World Federation of Trade Unions (WFTU). From January through October 1978, thirty-one seminars were held. Nine were organized by CNTT themselves, seven by the Grantee and the other 15 by the other organizations.

3. It may be inferred that some union members were trained to first level knowledge of unionism in 1978 from the report that 210 participants attended AALC-funded seminars conducted by the Workers' Education Center this year (see Plates 11-14). Perusal of various documents (see Annex II) indicates that a basic trade union syllabus is followed which compares favorably with other basic trade union courses with which we are

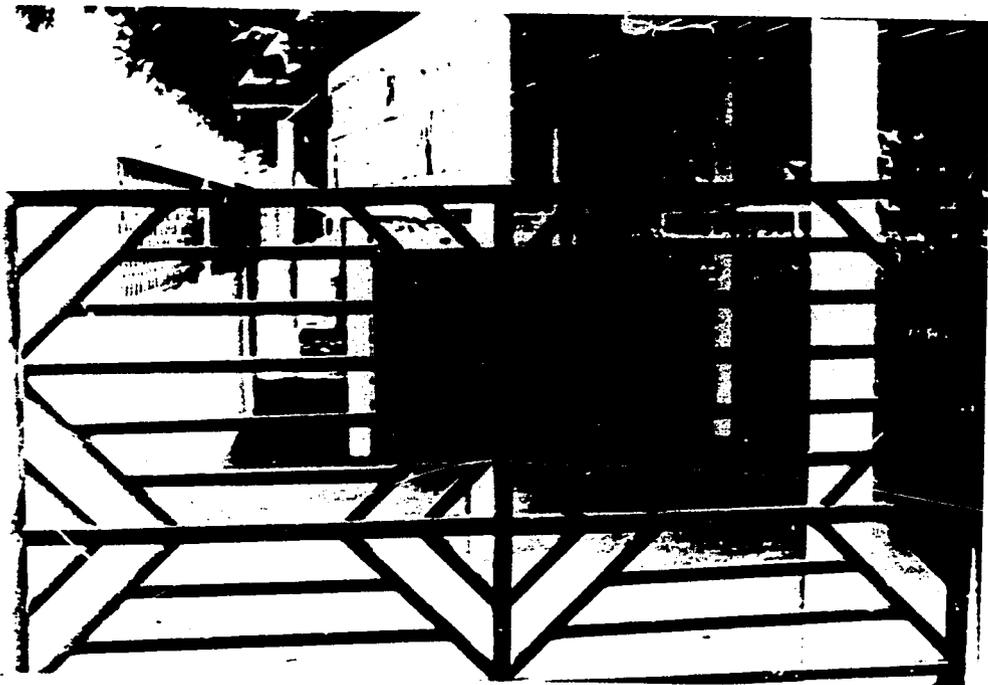


PLATE 11: ENTRANCE TO WORKERS EDUCATION CENTER



PLATE 12: WORKERS' EDUCATION CENTER, LOME



PLATE 13: SEMINAR PARTICIPANTS, LOME



PLATE 14: SEMINAR DIGNITARIES, LOME

familiar. Major subjects are: Togo trade union history and organization; unions' role and objectives; shop stewards and local union committees; collective bargaining; dues, and so on. Other subjects included were cooperatives and social security.

4. AALC/Togo and the CNTT have only begun to develop a course evaluation system which would generate information and data to determine the achievement of output targets (see Annex II.10).

5. Grantee's Labor Education Program, in conjunction with its other activities appears to be well received by the CNTT. It is impossible at this time to judge the training effectiveness of this program because of the lack of an evaluation system.

DATA SOURCES: Interviews, documents, observation.

COMMENTARY:

A. Timeliness: Nine seminars were planned for 1978 by the Grantee. A sum of \$17,500 was reportedly requested, but only \$13,500 funded, sufficient for six plus seminars. As of 7 December 1978, CNTT had held seven seminars with AALC-provided monies.

B. Internal logic: The listed inputs and outputs in the documentation do not measure up conceptually to the objective of creating an institutional capacity. Grantee is funding direct service deliveries, not developing an institutional capacity.

C. Impact: Of the various "qualitative factors," we judge this activity does have some positive effect (amount indeterminable) on the Togo labor movement's viability and effectiveness.

D. Projection: The Secretary General of the CNTT indicated that the present type of AALC labor education assistance (basic seminars) can probably cease in two to three years. He would like these funds moved into the cooperative area. This coincides with its goal to organize the rural sector using consumer cooperatives initially as the organizing tool. Once this is accomplished, CNTT would like to move into producer cooperatives.

E. Conclusion: Deficient internal logic and lack of an evaluation component limits the effectiveness of this activity. Moreover, the CNTT being closely affiliated to the (sole) political party and the Government, invoking the general goal, i.e., "to develop effective, self-managed, democratic and financially self-sufficient trade unions...." becomes questionable.

F. Recommendations: G7 recommends to AID that Grantee:

- 1) Conform inputs and outputs to the objective (e.g., train trainers, not just trainees), or vice versa.
- 2) Establish a seminar evaluation system with specific educational indicators.
- 3) Use feedback to program ensuing seminars.

TOGO: COOPERATIVE PROGRAM

32-02

OBJECTIVE: To create within the Confederation Nationale des Travailleurs du Togo the capacity to develop and supervise cooperatives and credit unions.

## FINDINGS:

1. The CNTT consumer cooperative store had begun to provide service to its members by 1976 in Lome (see Plate 15). Grantee had largely completed its commodity assistance by end of 1977. CNTT<sup>1/</sup> planned to expand the physical facility to newer quarters (see Plate 17) in 1978, though interior work was incomplete at time of evaluation (see Plate 18). By the end of 1978, the old store was said to be serving 3,000 members and a small number of nonmembers, an increase from around 2,000 members a year earlier. Potential membership (5 years) was estimated at 15,000 to 30,000.

2. AALC plans called for "equipped facilities for CNTT cooperative stores in two northern locations" by end of 1978. CNTT hopes to develop one new store every two years.

3. \$18,000<sup>2/</sup> of AALC funds, budgeted for two up-country stores was spent on one store only, the one 400 miles north of Lome, at Dapango (Dapaon), which was under construction but not yet in operation by end of 1978 (see Plate 16). It had been planned to help equip two additional stores.

---

<sup>1/</sup> Without AALC involvement.

<sup>2/</sup> According to Grantee's N.Y. office, however, only \$4,225 has been spent on this activity to date. The apparent discrepancy may come from the fact that Grantee does not consider money which they have "advanced" as having been "spent" by them.



PLATE 15: THE OLD (RIGHT) AND NEW (LEFT) CNTT CONSUMER COOPS IN LOME

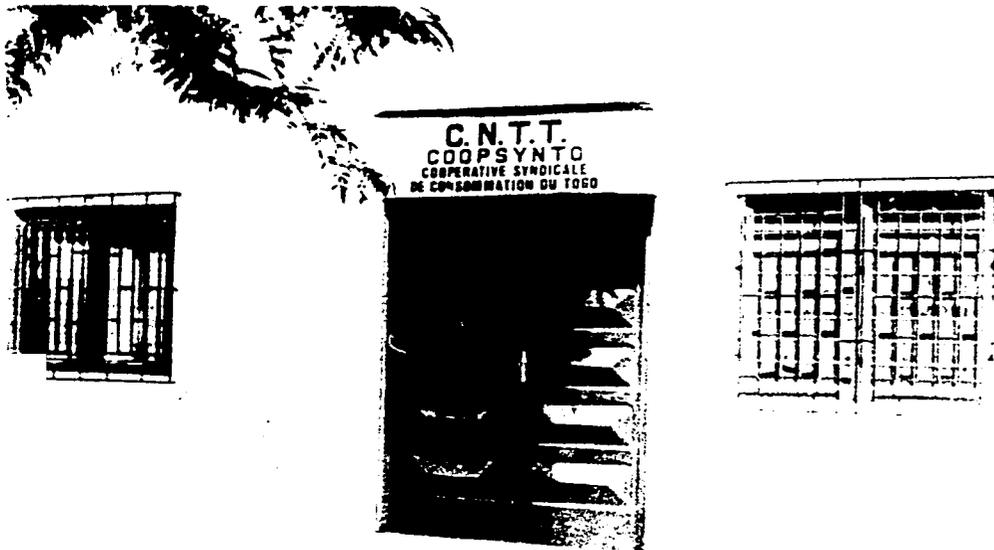


PLATE 17: THE NEW CONSUMER COOP, EXTERIOR



Looking over the construction plans coop building in Dapaon are (from left) Mr. Bombome, secretary of the Dapaon Labor Council, Mr. Tchinde, assistant secretary-general of CNTT in charge of cooperatives, and Mr. Boukari, contractor.

PLATE 16: COOP CONSTRUCTION IN DAPAON



PLATE 18: THE NEW CONSUMER COOP, INTERIOR

4. As far as we could determine, no staff development training program had been formulated by the end of 1978 either by CNTT or by Grantee in preparation for initiating new stores, nor did Grantee's capital assistance hinge on prior or simultaneous manpower training efforts.

5. Other sponsors, namely the ILO and the Naumann Foundation (German), have provided assistance to the CNTT cooperative program, reportedly in amounts in excess of AALC's financial support.

6. Head of CNTT considers consumer cooperative development as the number one CNTT priority, as, in his conception, it is prerequisite for later development of producers' cooperatives which he believes of even greater importance.

7. CNTT institution-building efforts are aided through a training program in Israel, where five to seven participants are sent each year for short-term training, and one in Germany, where two persons have been sent for co-op administrative training (one has returned).

8. The Lome co-op manager had received two years' education in Moscow, not sponsored by CNTT. The CNTT Director for Co-ops is in Paris for training at the time of this evaluation.

9. Reportedly an up-country producer co-op program for women, i.e., in fisheries and rice, is being initiated by CNTT.

10. The stated "credit union" part of the Grantee's objectives seems not to be an emphasis of CNTT at the time of this evaluation. Such "credit unions" are considered to be the exclusive responsibility of the Togo Credit Union League.

11. Source of funds for the co-op project were said to be (1) shares from members, (2) payment from CNTT and (3) income from sales. Gross

sales of the Lome co-op for the past year were estimated as 30 million CFA francs, with 80% of gross sales coming from union members and 20% from the public. Total income could not be determined, however.

12. A visit to the co-op store in Lome revealed the freezers supplied by AALC were in place, although they were being used as refrigerators, mostly for soft drinks. Prices of key items (rice, oil, sugar), when compared to similar ones in other stores, were substantially lower, suggesting the potential for this low mark-up, nonprofit operation.

13. Plans for geographic growth of the consumer cooperatives appear to be vague and ad hoc, with very little apparently known within AALC of the parallel efforts by the Naumann Foundation (German) and ILO (through UNDP) to support co-ops. Such other outside efforts would seem to make the planned "capacity building" even more important.

14. The location of the second co-op (after Lome) at the northernmost city in Togo (a political decision), unfortunately adds to the logistic problems for collaboration with the Lome center co-op store, and CNTT itself. It is noted, however, that if the two other co-ops (German and ILO), to be located at lesser distances up-country, come to function, this may alleviate uneconomic aspects of the supply and logistical problems, and all the burdens of "fledgling operations."

DATA SOURCES: Observation, interviews, documents.

COMMENTARY:

A. Timeliness: Planned co-ops are behind schedule. The two in the north are not completed as yet. The new addition in Lome is not yet fully ready, as of this writing.

B. Internal logic: There seems to have been little stress on, or recognition to date of, that aspect of the objective contained in the words "create within CNTT the capacity...." Emphasis has been on physical structures and equipment with no apparent effort to develop a trained, institutionalized expertise, as the objective states. Here again, the inputs and outputs are not appropriate to the stated objective.

C. Impact: Well-run consumer co-ops clearly constitute a valuable secondary service to trade unionists. The existing store in Lome probably generates some rank and file support for the trade union movement. Union involvement with co-ops accomplishes a few other things as well. It legitimizes labor's role in development of the country. It is also a safe activity in milieus in which a union's basic functions<sup>1/</sup> (i.e., collective bargaining, grievance procedures, and strikes), are permitted only reluctantly, if at all. It incidentally also channels available time, energy and funds away from the traditional basic trade unionist activities.

D. Projection: If the government and labor movement of Togo proceed in their plans to encourage consumer and producer cooperatives, then it is likely that AID support (through AALC and other programs) would increase before it diminishes. In this connection, it should be noted that there is a shifting emphasis in CNTT toward a greater involvement in the agricultural sector of the country. Likewise, the USAID Mission, which has heretofore ignored agriculture, now includes within its projections agricultural support as the largest element. Involvement in the up-country growth of the consumer

---

<sup>1/</sup> As specified in G7's Statement of Work.

cooperatives and, later and more importantly, the projected producer cooperatives could be AALC's window to such activities.

E. Conclusions:

- 1) These inputs and outputs alone will not achieve the stated objective.
- 2) Consumer co-ops are very difficult to organize and run successfully. Therefore, the risks to the U.S. development effort in this activity are more considerable, in our opinion, than the small budget figures would suggest.

F. Recommendations:

- 1) That AID support for this activity be increased to realize its fuller developmental potential, or, if this is not done, support should be eliminated because of the difficulties and risks in implementing this kind of activity.
- 2) Assuming increased assistance that Grantee (or some other organization) be encouraged to propose appropriate inputs to "create a co-op capacity within CNTT" to assure proper managerial functioning with full control over cash and commodities.
- 3) That the time frame for support be extended until at least 1982, but that action to meet the earlier objective begin now.
- 4) That the AID Mission, which has been given the monitoring role for this activity, consider utilizing the opportunities of that role by seeking ways to support the AALC objective through other actions and programs within the overall AID program not related to AALC activities themselves.

TOGO: FRENCH LITERACY AND ENGLISH LANGUAGE PROGRAM

32-03

OBJECTIVE: To develop within CNTT the capability of providing an educational program in literacy in French and a second-language capability in English for union members.  
(1979 Activity Plan)

## FINDINGS:

1. For the current class year (78-79) enrollment was as follows:

English:	Beginner's Class	78
	Advanced Class	<u>39</u>
		117
French:	First Year Class	19
	Second Year Class	<u>23</u>
		42
GRAND TOTAL		159

2. Each of these classes meets for one hour, two nights a week at the Workers' Education Center.

3. There is no tuition cost to the students.

4. Reportedly, many students drop out during the year. As of June 1978 (i.e., toward the end of the 77-78 school year) Grantee reported a total of about 100 students still in class. Assuming that entry enrollments in the two years were comparable, this would constitute about 37% attrition.

5. Grantee apparently based the judgment of "satisfactory results" (Interim Report June 1978) solely on teacher's oral statement to that effect, with no written records or other documentation in Grantee's files.

6. The teaching method in the Advanced English class observed was very traditional and grammar-oriented.

7. Student interest seemed good in general.<sup>1/</sup>
8. Twelve different Advanced English test papers were made available to the evaluators, although class performance on them was not indicated. Half of these tests involved translation skills (English to French and French to English), which is not the most appropriate type of measure for the situation, according to modern linguistic theory. Two sample tests are included in Annex II.
9. Observation of one of the French "literacy" classes would indicate that for many of the students present, it was a French class, more than a literacy class. That is, they were learning a new language, rather than to read and write one they already knew orally. The teacher's classroom methods were poor (e.g., using the same text material for those who were learning French as for those who were there to learn reading and writing in French).
10. An independent literacy training program apparently does exist (outside CNTT), called Programme National d'Alphabetization. We were not able to ascertain the accessibility of that program for trade union members.
11. No audio-visual equipment was in evidence in the classes visited.

DATA SOURCES: Class observation, interviews, documents.

COMMENTARY:

- A. Timeliness: It is impossible to determine whether output

---

<sup>1/</sup> It must be recognized, however, that visitors' presence in a classroom stimulates student attention level.

attainment is on schedule since no time-targeted indicators exist for this activity.

B. Internal logic: Grantee is merely providing funds for this activity. They are not furnishing any training or technical assistance or advice. Grantee had not even arranged for the English teacher(s) to receive, free of charge, FORUM (a quarterly publication for teachers of English to speakers of other languages). The U.S. Cultural Center regularly distributes this publication to 300 Togolese English teachers. We do not see therefore how this type of input can be said to develop any kind of capability within CNTT, as per above-stated activity objective. By the same token, we do not see how the listed output (literacy and language program), largely funded as it is through AID, can logically ever lead to a "purpose level" condition whereby "CNTT is providing a literacy training and an English Language Program for its members." (Emphasis added)

C. Impact: We see this activity contributing to two of the "qualitative objectives": progress in secondary services, and increasing union acceptance by workers.

D. Projection: Reportedly in 2-3 years, funding will be sought more eagerly by CNTT for cooperative development than for education programs like this one.

E. Conclusion: This activity is a low budget operation with some small developmental benefits including a modèst amount of literacy training. Grantee believes they get "a lot of mileage" out of it. We doubt any profound impact from it.

F. Recommendation:

We suggest, if AID continues to fund this activity, that Grantee either provide more suitable inputs to achieve the stated objective, e.g., foreign language teaching methods training for the instructors, medium technology audio-visual equipment, and a plan to gradually substitute CNTT funding and/or modest tuition fees for AID funding; or modify the statement of the objective to conform to the reality of the current input(s).

TOGO: CNTT SECRETARIAT DEVELOPMENT

32-04

OBJECTIVE: To strengthen the administrative capability of the Confederation Nationale des Travailleurs du Togo.

FINDINGS:

1. The activity began in 1977 with the training of two members of the CNTT secretariat in Zaire. The training was in accounting, administration and dues check-off procedures.

2. The plan to send a third member to be trained in industrial relations and collective bargaining, scheduled to take place in Tunisia in 1978, was canceled owing to "the union situation" in Tunisia.

3. The AALC funds budgeted for (2) above were reportedly expended instead in 1978 to enable a trade union member of a community development survey team to visit housing developments in Colombia, U.S., and Liberia.

4. There are no present plans to reinstitute the plan to train a secretariat member in industrial relations and collective bargaining.

DATA SOURCES: Interviews, documents.

COMMENTARY:

A. Timeliness: Nominal support to CNTT Secretariat development was provided, not in full amount, but at least in spirit.

B. Internal logic: These outputs do contribute to a strengthened CNTT administrative capability, other things being equal.

C. Impact: By definition, this activity may be seen as contributing to labor movement viability, however modestly.

D. Projection: Self-supported Secretariat development occurs continuously, if only through OJT. We suspect, however, that opportunities to finance seminar attendance (particularly of the international type) will not disappear for AALC as well as the other foreign supporting organizations

E. Conclusion: This is a very small activity (\$4,500). It fits well into the goal of political monitoring and friendly institution building.

F. Recommendation:

We suggest to AID that Grantee continue to seek opportunities for appropriate training of CNTT labor officers to strengthen their administrative capabilities.

## TOGO: GENERAL COMMENTARY

A. Togo received its independence from France in 1960. The capital city is Lome, population around 150,000. Togo's population was 2.2 million at mid-year 1975. It is 14 percent urban, with 75 percent of the labor force in agriculture. The GNP per capita (1973) was estimated at \$185, compared to an average of \$245 for all of Africa (excluding South Africa). Togo has a literacy rate of 5 to 10 percent with 39 percent of children 5-19 years of age enrolled in school.

B. Perhaps the most significant statistic on Togo, one likely of even more significance if up-to-date data can be found, is the fact that the percentage of children of secondary school age enrolled was one percent in 1955; six percent in 1960; 13 percent in 1971. Quantitatively, this meant an increase in youth who can read, write and think with effectiveness, from 1,800 in 1955 to 27,300 in 1971. Thus, a critical mass of educated youth is emerging. It can be a constructive force or one of alienation and frustration. Opportunities (and challenges) for the Government of Togo, the AID's and the AALC's are thus at hand. Nevertheless, we heard little evidence in Togo that suggests such a force for change is being recognized. Indeed, USAID has even stopped compiling such data.

C. The AALC/Togo program being evaluated, according to the Togo AID files, had a budget in 1977 FY of \$25,000; \$65,000 was proposed for 1978. The total AID budget for Togo was about \$3,500,000 for 1977 (all for technical assistance) with \$3,900,000 proposed for 1978 plus an authorized

loan of \$5 million. Thus, the program being evaluated is less than one percent of the AID program in Togo. Perhaps it is not surprising therefore that the USAID Mission in Togo has little interest in or knowledge of the AALC activity. It is not considered a developmental type program, and given the proliferation of AID projects and lack of a basic staff, great things cannot be expected. It was interesting to note, however, that while the AID officer had been named the monitoring contact for the AALC project, it was Embassy officials that were the more interested, knowledgeable and forthcoming. For example, the Ambassador volunteered the opinion that the AALC program seemed to be effective.

D. On the surface, the above would suggest that an Embassy Officer might well be the best place to lodge the monitoring duty (as was the case in Ghana). If the primary objective is one of information gathering and friendly political institution building, this is surely defensible. But to have such a limited political objective could be a mistake in a country where the pressures of youth are gaining momentum, one in which there is a deep interest on the part of top labor people to extend their efforts to the farmers and to extend a network of cooperatives, both of consumers and producers. These are developmental opportunities, directly or indirectly related to the AALC program which, if acted upon appropriately, could enhance both the informational and political function, and do something basic for the economic development of Togo at the same time.

E. We therefore urge consideration of the notion that an AID officer, with labor experience and development interests, become the monitor,

especially if the AID is to be enlarged and upgraded, and that he/she working on a daily basis with other AID development officers and their associates within the Togo ministries, seek out opportunities to encourage activities throughout Togo which would enhance the rural development and co-op work CNTT is seeking to promote. This is not to say such activities need be through AALC, but any efforts which are supportive and which are likely to bring about more cooperation and impact for Togo should be encouraged.

F. The counterargument that such a strategy would not be consistent with the "union to union" image of Grantee's work does not appear to be defensible in the case of Togo because:

1. An agreement was signed as early as 1969 between AALC and the Government of Togo regarding the Workers' Education Center.
2. In 1976 another agreement relating to worker education was signed by the Executive Director of AALC, the President of the Workers' Education Committee (representing the Ministry of Labor), the Secretary-General of the CNTT, and a representative of the Ministry of Finance and Economy. (See Annex II.6.)
3. The Workers' Education Center appears to be an instrumentality of the Ministry of Labor and Civil Service rather than of CNTT according to an internal regulation published in May 1978. (See Annex II.7.)

Our point is that "government" has been heavily involved on the Togo union side. A little more forthrightness on the U.S. side is not likely to hurt.

Where it does, perhaps that environment is not suitable to contain a U.S. Government-sponsored labor development program.

G. Due reportedly to AALC staff shortages which affected a regional program, i.e, CREDE, the AALC representative in Togo had insufficient time during most of 1978 to devote to the trade union education program. It is also apparent that other organizations which provide monies for the workers' education program do so in an advisory capacity, not as deliverers of educational services. The Secretary General of CNTT indicated that in terms of money, AALC was the 3rd largest provider of funds (after France and Germany) but in terms of overall importance AALC was 1st-- because of their continuity.

## TOGO: FORMAL INTERVIEWS CONDUCTED

1. Secretary General, CNTT
2. Director of the Workers' Education Center
3. CNTT Secretary of Education
4. Secretary General of the Commercial Workers' Union
5. CNTT Co-op Store Manager
6. U.S. Ambassador to Togo
7. U.S. Embassy, Deputy Chief of Mission
8. U.S. Embassy, Economic/Commercial Officer
9. USAID Affairs Officer/Project Liaison Officer
10. IDS Junior Officer, USAID Mission
11. A representative of another organization providing trade union education assistance to the CNTT
12. Three AALC staff members

## TOGO: MAJOR DOCUMENTS COLLECTED, INSPECTED AND/OR CONSULTED

- 1 African Trade Union News, No. 95, November 1978
- 2 Labor and Development, No 46, November 1978
- 3 RERDC Summary of Testimonials, 1978
- 4 RERDC Readership Questionnaire, 1978
- 5 Joint Communique.....
- 6 Agreement of 27 September 1976
- 7 Internal Regulation, Workers' Education Center, May 1978
- 8 Two English language tests
- 9 CNTT Course Outline
- 10 Evaluation Questionnaire and Test
- 11 Annual Report of Activities, Workers' Education Center, November 1978
- 12 Collective Bargaining Agreement for Construction Industry
- 13 Interprofessional Collective Bargaining Agreement, May 1978
- 14 Organization of CNTT
- 15 USAID Economic Data Book, June 1976
- 16 USAID Economic Assistance to Togo, Fiscal Years 1976, 1977, 1978, Togo Mission, drafted June 30, 1978
- 17 Briefing Paper, "U.S. Economic Assistance to the Republic of Togo," RDO/Niamey-Lome, Dec. 6, 1976.
- 18 Country Development Strategy Statement-Togo-1980 (in draft Dec. 7, 1978), Lome
- 19 Background Notes - Togo, Dept. of State, April 1978
- 20 Foreign Economic Trends and Their Implications for the United States-Togo, U.S. Dept. of State, August 1978.

KENYA

Workers' Education Institute	16-01
Area Offices for COTU (Central Organization of Trade Unions)	16-02
Labor College	16-03
Credit Union Development	05-22-01
General Commentary	
Formal Interviews Conducte	
Major Documents Collected, Inspected and/or Consulted	

KENYA: WORKERS' EDUCATION INSTITUTE

16-01

OBJECTIVE: To create within the Central Organization of Trade Unions (COTU) a self-sufficient Workers' Education Institute capable of effectively training trade unionists for leadership and staff roles within the unions.

FINDINGS:

1. The following 1978 outputs were planned:

Curriculum Development--review and any required revision of existing courses; completion of two additional stage II (intermediate level) courses;

Workers' Education Institute (WEI) Staff Training--professional training for Institute staff in methods and use of materials for Stage III (advanced level) courses.

2. In 1978, WEI revised its course for the subject "Union Structure"--Levels 1, 2, 3; the WEI also revised its course for the subject "Labor Economics"--Levels 2,3. WEI obtained some data, material, and supporting information for the following new Level II courses: English as a second language, job evaluation, and time-motion study, but has not yet completed the curriculum development.

3. Throughout 1978, Grantee's Kenya representative, based in COTU headquarters with the WEI, reportedly carried out a nonstructured approach towards staff training. Periodic staff meetings were apparently held, at which time WEI staff evaluated prior seminars conducted. Brainstorming produced WEI staff consensus on goals and objectives for the revised Level 2 and 3 subjects "Union Structure" and "Labor Economics." COTU's Education Director and the Executive Council must approve revisions (and new courses), before WEI can include them in their educational program.

4. Originally 15 seminars were programmed for 1978: seven seminars at Level I (of 1 week duration); five seminars at Level II (of 2 weeks duration) and three seminars at Level III (of 3 weeks duration). WEI and AALC completed 14 of these seminars (eight Level I seminars; five Level II seminars; one Level III seminar.) Reasons given for the short-fall of one and revision of the seminar program were: (a) lack of adequate union support for two of the three planned Level III seminars; (b) financial constraints, i.e. reduced funding and the drop of the dollar (U.S.) exchange rate. A total of 381 trade unionists attended the 14 completed seminars.

5. A brief analysis of relevant training materials (see Annex III) as well as of completed questionnaires, letters, and Level II pre-seminar essays, "My Involvement in Union Activities", constitute indirect evidence that the core trade union education subject matter presented in Level I, II and III seminars is quite good. Also, the administrative structure established in the WEI to implement a trade union education program, in particular its pre-seminar procedures, is well conceived and effective considering WEI has a staff of only four Kenyan professionals and one support staff, complemented by the Grantee representative in an advisory capacity.

6. AALC/Kenya and the WEI use a nonstructured evaluation system, mainly dependent upon the course evaluation questionnaire and oral feedback. There is insufficient hard data available, however, to measure directly the success of the AALC funded trade union education program due to lack of a structured and systematic evaluation system.

7. COTU is considering incorporating WEI into its new Labor College and utilizing the present WEI education program (Levels I, II, III)

as a recruitment mechanism to select participants for in-depth college programs. It is an educational prerequisite that a structured education evaluation system be institutionalized to serve as a formalized mechanism to select Labor College students and to obtain data on the performance of WEI Level I, II and III participants within their unions and places of work.

8. The Grantee's labor education program implemented through COTU's Workers' Education Institute appears to be well received, however, and to be making a positive contribution to Kenya trade unionism. Although hard data are not available, the consensus seems to be that the Grantee's labor education component has been effective. This was indicated by all Kenyans interviewed for this activity.

DATA SOURCES: Interviews, documents, observatic

COMMENTARY:

A. Timeliness: Of the two curriculum outputs and one staff training output targeted for 1978, only one was partially accomplished, viz. revision of the courses "Union Structure" and "Labor Economics." The second curriculum component was not achieved as planned, although initial materials and supporting information for the following Level II courses: English as a second language, Job Evaluation and Time and Motion Study, have been collected, according to those interviewed.

The staff training output was not attained as stated. Grantee, in conjunction with WEI, did apparently review teaching methods informally.

B. Internal logic: The specified outputs would definitely contribute to the stated objective. There is a proper recognition here that "creation of a self-sufficient education institute" requires staff training, and that "effective training" needs curriculum review, revision and augmentation. It should be noted, however, that these outputs, though necessary for the objective, are not, by themselves enough to create a self-sufficient institution.

C. Impact: After the assassination of Tom Mboya in 1969, the labor movement became unsettled for a few years. The Permanent Secretary of Labor indicated that COTU and the labor movement as a whole at that time lacked constructive leaders and was weak. Negotiations between labor and management were not well executed. This was also the feeling of the Kenya Federation of Employers.

The past three to four years, according to the Permanent Secretary of Labor and the Kenya Federation of Employers, have marked a noticeable change in COTU's leadership and that of affiliated unions. Today collective bargaining negotiations are seen as done in a more professional manner. The U.S. Embassy Labor Reporting Officer indicated that COTU today seems to have a good relationship with the Government.

The Minister of Labor, in his Independence Day Article of 15 December 1978, wrote that industrial harmony has been the result of cooperation of the workers, COTU and the Kenya Federation of Employers with the Government. The article said that in the past 12 months, there were 25 strikes, of short duration, which were amicably resolved. The Kenya Industrial Court has not refused registration for noncompliance of any collective bargaining agreement voluntarily concluded. The Court registered 138 collective

bargaining agreements and 34 supplementaries in 1978.

According to the Kenya Federation of Employers the Industrial Court registered 94 cases in 1976. In 1978, only 62 cases have been registered, indicating a voluntary resolution of disputes between the unions and management.

Thus, there is sufficient public information from the Ministry of Labor, the Industrial Court and the Kenya Federation of Employers, to infer that Grantee's trade union education program probably had a positive impact on COTU's performance in their dealings with the Government and employers.

D. Projection: For the coming program year, it seems to be the consensus among those interviewed that AALC should continue to support the programs/activities it is now funding.

E. Conclusion: Grantee assistance to the Workers' Education Institute seems to have been a positive influence. Less than rigorous adherence to the stipulated output of staff training has prevented fuller achievement of the objective.

F. Recommendations:

We suggest to AID that:

- 1) AALC in their 1980 presentation to AID specify how their present financial assistance to COTU's labor education program will mesh with the Labor College and its educational focus. Once this is known, AALC and AID will be in a better position to see the need for support COTU may require to upgrade labor education in Kenya in the next decade.

2) AALC, in cooperation with COTU's Workers' Education Institute, begin work in 1979 on a structured systematic educational evaluation system. This system should become operational in 1980 and be utilized as a major consideration for the selection of Labor College candidates. The evaluation system should also produce hard data needed to determine the degree of success of the Grantee's educational effort in Kenya.

3) AALC define and specify exactly what is meant when using terms such as "Training Reports," "Support services necessary," "In-service training methods," etc., for 1979 and in future program submissions to AID.

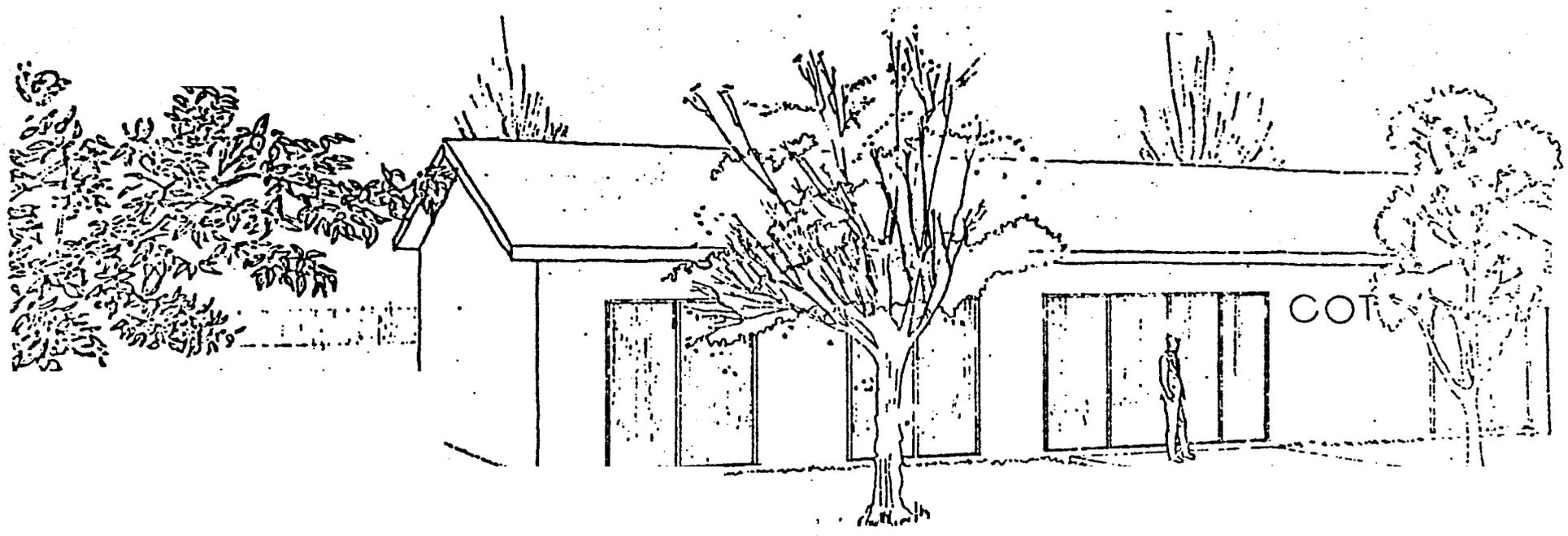
KENYA: AREA OFFICES FOR COTU

16-02

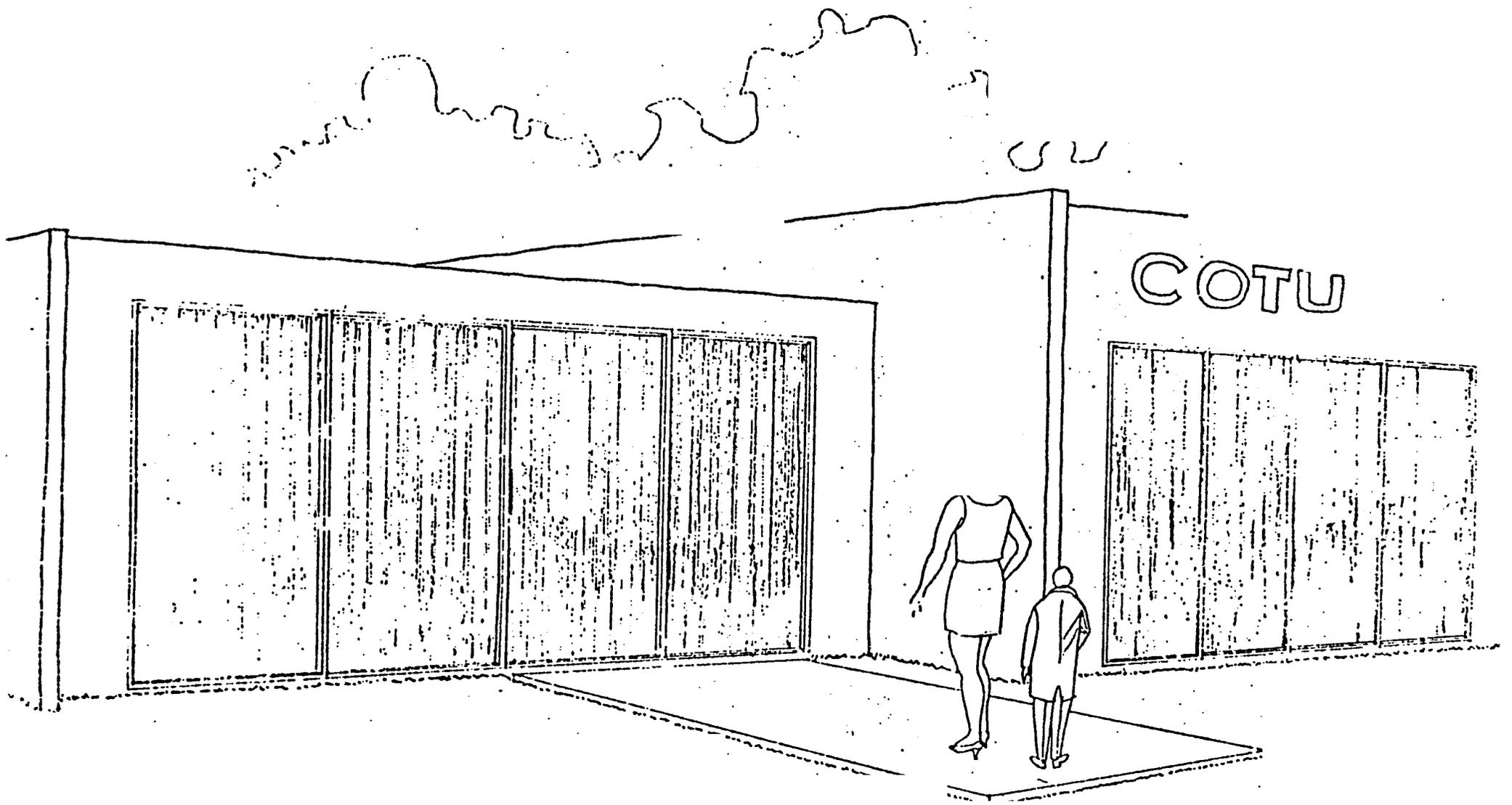
OBJECTIVE: To provide each province of Kenya with an office facility for the COTU Area Officer and a meeting room adequate for the needs of the affiliated unions and educational seminars.

FINDINGS:

1. Seven area offices are planned, one or more in each province, including one reportedly acquired or completed this year. The size of each is estimated at 1,000 sq. ft. While original cost estimate was for an average of about \$10,000 per unit, actual costs will be two times that, or more, because of inflation.
2. The land will be acquired by COTU. Major problems have been encountered in obtaining land titles for the second and third planned offices, causing a delay of more than one year. There are observed signs that the problem is being resolved.
3. The expectation is that AALC will provide the funds for the building and that furnishings will be supplied by COTU or from funds raised locally.
4. Plans have been developed and reportedly tested with one structure. There are two basic plans. (See Plates 19 and 20.)
5. Each facility would be used by COTU and as many as 20 trade unions, on a scheduled basis--perhaps 20-30 thousand members.
6. Visit to one present area office, Thika, revealed present rented facilities for a larger than average province consisted of one room in a three-story walk-up building, of approximately 13x15 feet, containing



BUILDING TYPE I



BUILDING TYPE II  
F / 51 COLLINS

PLATE 20: COTU AREA OFFICE. DESIGN II

four desks/tables, five straight chairs, a wooden file cabinet and two sets of shelves. Rental, around \$50 per month--a ramshackle set-up.

7. No firm plan of action, spelling out exactly who will do what and who will pay, was available to the evaluators, although there were apparently oral, but rather vague understandings reached.

DATA SOURCES: Interviews, observation, documents.

COMMENTARY:

A. Timeliness: Three area offices were planned for 1978; one was purchased; none were apparently constructed.

B. Internal logic: Lack of maintenance and untidy appearance and organization of the rented facility observed suggests that a building and facilities are not all that is needed for an adequate area office, meeting and training facility.

C. Impact: There is reportedly a lack of adequate facilities in the outlying areas for COTU to conduct educational programs. This lack will become more acute if and when the ILO completes a proposed 1979 program to train union education officer-instructors. This same thesis holds true for future graduates of the Labor College. In both instances, if COTU's plan to use the present WEI program as a funnel to identify and select participants for advanced work at the Labor College, these future education resource people will need a regional base to operate from. The area offices will also be used as a tool to expand COTU's organizing activities in the rural sector. The concept of COTU area offices was included in Grantee submissions to AID before the Labor College.

D. Projection: The need for the area facilities, modest as projected, is apparent and perhaps long overdue. Observation of only one site suggests that rental facilities would be impractical, unstable and lacking in the necessary prestige. If anything, the plan may be too modest if the units are to accommodate union growth. However, nothing in the plans of action seemed to address the stated "financial self-sufficiency" objective of AALC aided projects.

E. Conclusion: The provision of an area office building, adequately equipped and well maintained and operated, should be a positive step forward for the trade labor movement in Kenya. The overall plan, however, based on brief observation and review does not adequately provide for much more than the physical structures.

F. Recommendations:

We suggest to AID,

1) that AALC, from the beginning of its support of physical structure, proceed under a firm agreement with COTU, and/or the local area unit organization providing for:

- a) a specific budget for adequate furnishings, together with an approved, planned list of items;
- b) a specific maintenance plan and budget; and
- c) a program for on-site training in office organization and management; one which will set a standard for each office to follow.

2) that the agreement provide for a gradual phase-down in physical structure support from the second unit to the seventh, substituting instead a greater financial effort (also on a partici-

pating basis) in the human development aspects of the area unit operations.

3) The idea would be to encourage COTU and the local centers to develop a "budget habit" that will subsequently maintain itself, using needed physical and human support activities as the vehicle, before Grantee moves on to new things in Kenya.

KENYA: LABOR COLLEGE

16-03

OBJECTIVE: To create a capability by December 31, 1984 to provide three-year college level trade union education programs for thirty senior labor officials per year, while maintaining a capacity to train 360 to 500 branch officials each year.

## FINDINGS:

1. The physical structure was reported to be about two-thirds completed (see Plates 21-27). The site is Kisumu, Nyanzor province, near the shore of Lake Victoria.
2. Reports and interviews confirm that COTU and the trade unions have provided \$2.5 million for the project. The money comes from a levy on COTU members, above the normal dues check-off.
3. There are apparently no firm plans as yet for equipping and furnishing the college buildings, either as to financing or content. It is expected that assistance will be forthcoming from various donors, including Sweden (through ICFTU) and AALC.
4. A staffing pattern of core employees has been projected consisting of a total of 24 employees, including a Co-Director (Head), Deputy Director, eight faculty, librarian and a bursar. The Co-Director's salary is shown at 61,500 shillings (\$8,200) per year; faculty around 35,000 shillings (\$4,700), librarian 18,000 shillings (\$2,400). There is no apparent plan in existence for the identification or selection of administration, faculty, or housekeeping staff, job descriptions, or projection of training plans for any such positions or personnel.
5. The intention is to utilize a small core staff of professional teachers and to supplement by short-term or occasional use of subject matter specialists who will be drawn from labor, management and the universities.



PLATE 21: COTU LABOR COLLEGE CONSTRUCTION SITE, KISUMU



PLATE 22: LABOR COLLEGE, CENTRAL HALL

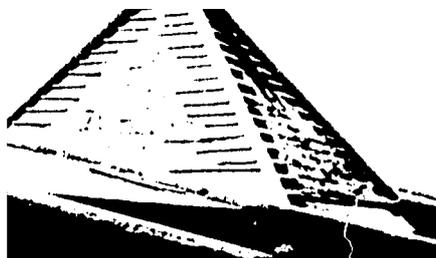


PLATE 23: CLASSROOMS AND CENTRAL HALL

6. Present thinking was that the first class would begin in 1980, with a gradual build-up of faculty and program through 1984.

7. Core faculty is expected to provide for education, economic research, management, general administration, industrial relations. Still unresolved is the issue of whether to have subject-matter specialists as faculty and teach them to teach, or have professional teachers and support and supplement them with outside talent.

DATA SOURCES: Observation, interviews, documents.

COMMENTARY:

A. Timeliness: Not applicable.

B. Internal logic: The objective "To create a capability..." sounds overly encompassing and ambitious to us, unless AID is prepared to accept a major new funding obligation and Grantee is prepared to perform a function which they claim they have not to date, i.e. as technical advisors, making technical inputs.

C. Impact: We see the Labor College as a potentially positive factor acting on the "qualitative" criteria.

D. Projection:

1. This is something of a special case since the capital funds for the building are all coming from local sources. Opportunity to support an institution with elements of financial self-sufficiency from the outset is rare and might be encouraged.

2. As of this writing, COTU has not finalized its structural and educational policy pertaining to the Labor College. Emphasis is still

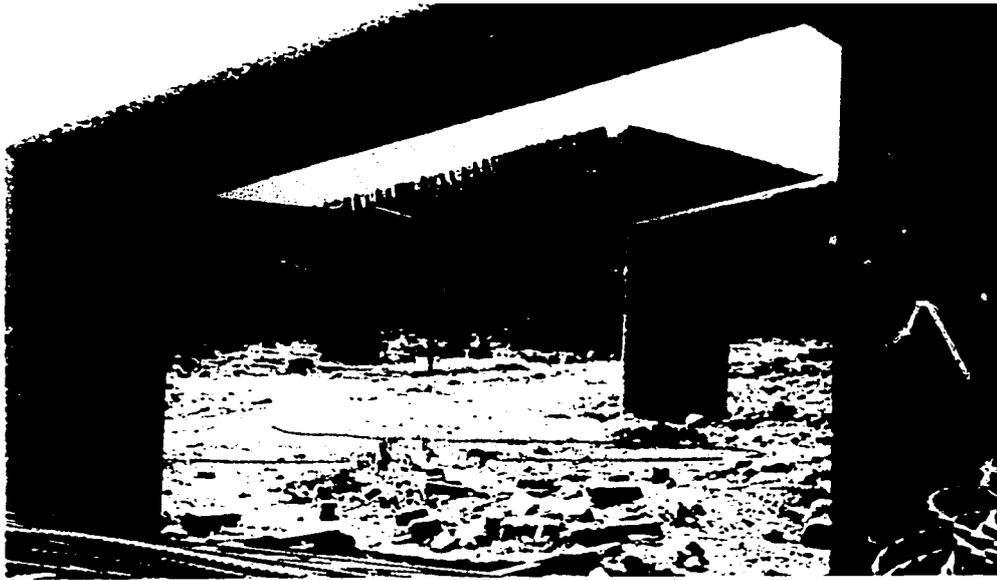


PLATE 24: CONSTRUCTION SHOWING INTERESTING ANGLES



PLATE 25: CLASSROOM, INTERIOR

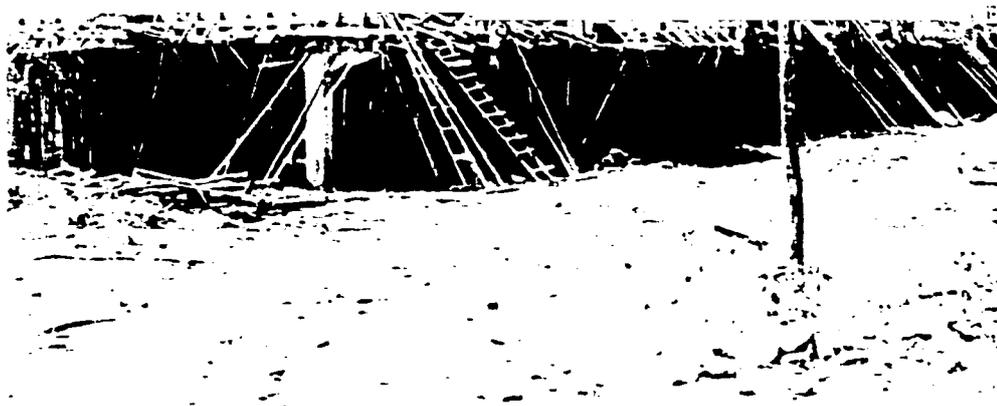


PLATE 26: DORMITORY CONSTRUCTION



PLATE 27: STAFF HOUSING

focused upon completion of the buildings. Therefore, it remains a task for COTU and AALC to negotiate an educational understanding which will give a focus for the future. Until this is accomplished, AID cannot expect a financial projection for the self-sufficiency of the present Workers' Education Institute or of the Labor College.

3. The Secretary General of COTU envisions future AALC help to recruit a labor economist/researcher as well as a lawyer for the Labor College faculty and to assist financially with their salaries. COTU would provide housing.

4. The Permanent Secretary of Labor stated his belief that AALC's mandate in Kenya would need to be expanded to help establish the structure for the new Labor College as an extension of its present activities. On the other hand, COTU has been informed by the GOK that it approves the concept of a new levy on union members to be used to pay for major operating costs of the new Labor College to begin after the current levy on construction costs is completed.

E. Conclusions: The principal problem facing the college will likely be the teaching program development and selection of high-level faculty and administrative personnel, two areas which are receiving little apparent attention at the moment. Participation in equipping and furnishing is likely to be necessary to allow a donor to have any voice in those two elements of institution building. The danger is that the trade-off will be made without attention to the need to develop both human and fiscal self-sufficiency for the operations. It is important that the budget habit being developed to buy a structure be widened to include all the operational aspects. This is not now being discussed, as far as we were able to determine

F. Recommendations:

1. If AID believes the Labor College offers an acceptable way to achieve U.S. objectives, we suggest to AID that any financial assistance for the college be utilized as means for vitalizing an apparently little-developed sense of urgency for making a physical structure into an institution.

2. It is recommended to the Agency that encouragement be given to creating a "blueprint" for operations, with specifications and timetables, just as was done for the physical buildings without apparent urging by AALC. This is admittedly a more delicate technical assistance function than Grantee has performed heretofore.

3. We also recommend to AID that high priority be given to staff selection and development procedures, including the "house-keeping" function; low priority to any large scale commodity assistance, in order to keep pressure on the maintenance of the already-established and considerable local budgetary initiative.

4. Provision of topping-off training awards for study and observation in the U.S. and third countries might be one incentive as part of a package which could include an AALC contribution, on a descending scale, to operation costs. Selection and training of both faculty and administrative personnel needs some nudging, as does planning of building furniture and equipment and curricula.

KENYA: CREDIT UNION DEVELOPMENT (REGIONAL)

05-22-01

- OBJECTIVE: 1) To create a capacity within the national trade union centers to develop credit unions and cooperatives among trade union members.
- 2) To establish collaboration among trade unions, cooperatives, and the appropriate government departments dealing with cooperatives, in order to better serve the trade union members through their cooperative organizations.

FINDINGS:

1. Five outputs were targeted for 1978 as follows:
  - a. a functioning co-op committee in COTU
  - b. advanced co-op training for staff of three
  - c. a centralized accounting office in Nyanza
  - d. training society leaders in duties of co-op committees
  - e. a COTU co-op housing policy..

Output (a) has not been achieved. Though apparently proposed as far back as 1975, it has reportedly not been approved by the Secretary General and/or the Executive Council of COTU. Output (b) as stated has not been achieved, although there has been some OJT at the central accounting center. Output (c) was in existence before 1978. The Nyanza Center was established in 1976 or 1977 (depending on source of information). Output (d) is said to be included in all regular co-op seminars. Output (e) is in existence.

2. Grantee acts as promoter and facilitator for the establishment of cooperative savings and credit societies among trade union members. More recently, such promotion and facilitation has also been aimed at housing cooperatives for low-income workers.

3. The promotional work is carried on through seminars and conferences. The typical participants in the co-op seminars are shop stewards and local co-op leaders (see e.g., Plates 28-31). Seven such seminars were held in Kenya in 1978 (including two on housing co-ops), according to our interviewee. The total number of participants was reported as 296.

4. In 1974 there were reportedly 159 co-op savings and credit societies in existence in Kenya. In 1975, the cooperation between the co-op movement and trade unions began (with the Grantee as catalyst). By 1978 there were 530 societies in operation and 100 were awaiting registration.

5. Of the 530 societies in existence, most have no paid staff. Only about 100 have a paid bookkeeper; 150 others are served by centralized bookkeeping offices. This leaves about 280 societies with actual or potential recordkeeping problems, according to some interviewees and common standards of fiscal responsibility.

6. Although the societies are insured against loss due to the death of a borrower, the individual member is not insured against loss of his savings due to liquidation, embezzlement or any other number of risks. That such risks are more than academic is illustrated by the newspaper article reproduced on p 79.

7. Three savings and credit societies have failed in recent years, two of them apparently in connection with the demise of the East African community.



PLATE 28: PLENARY SESSION, SEMINAR ON CO-OPERATIVES AND TRADE UNIONS, KAPSABET, DECEMBER 1978



PLATE 29: PLENARY SESSION SPEAKERS



PLATE 30: SMALL GROUP DISCUSSION I



PLATE 31: SMALL GROUP DISCUSSION II

# Co-op chiefs warned about unfair play

CO-OPERATIVE officials have been warned against allocating fat loans to themselves and to their friends.

The warning came from the Mombasa District Co-operative officer, Mr. Ndletji Katambo, when he addressed the Sauti Co-operative members at Mombasa yesterday. Mr. Katambo said that this practice and failure to enlighten members about their societies by releasing monthly reports led to speculation by members that their societies were being mismanaged.

He said this led to distrust of officials and could wreck the co-operative movement.

Mr. Katambo also called for fair distribution of loans to members without regard for official capacity, influence and the area a member came from.

Members were urged to increase their monthly contributions so that they would be eligible for big loans instead of getting small loans which he said, only served small purposes.

Mr. Julius Masiva, the Sauti Co-operative secretary, told the gathering that from now on all irregularities that had plagued the society in the past would be wiped out.

Amid applause, he said former officials had already been taken to court because of certain unexplained irregularities and malpractices involving funds of the co-operative.

Mr. Masiva said the co-operative had about Sh. 5 million in its coffers and that Sh. 300,000 had been allocated as dividends to members of the society outside Nairobi.

He added that the co-operative was trying to look into the possibility of insuring loan projects for members.

The Controller of TV programmes in Mombasa, Mr. Dawson Marami, said that with dedicated service by the officials the society would grow from strength to strength.

NAIROBI, KENYA

DATA SOURCES: Interviews, observation, documents.

COMMENTARY:

A. Timeliness: As detailed in Finding 1, of the five 1978 outputs, one had been achieved previously, two others were largely carried out in 1978, and the remaining two did not get accomplished.

B. Internal logic: The stipulated inputs and outputs lead logically to the second part of the activity objective--establishing collaboration. They do not "create a capacity within COTU," in our opinion.

C. Impact: The rapid growth of cooperative savings and credit societies in recent years testifies to the social needs that they serve. The working man no longer has to pay exorbitant interest to the money lenders, nor ask his employer for an advance. There is apparently also a great need for housing for low-income workers.

This union involvement in the cooperative movement contributes to greater acceptance by workers, management and government. It also legitimizes their role in development.

D. Projection: Grantee states that Kenya will be phased over to local finance in 1980.

E. Conclusions:

1. This activity, both in the savings and credit area and the housing field are addressed to important social needs.

2. Too much of the \$200,000 funded has been spent on promotion of new societies and not enough on systems and manpower development or other means (including promotional ones) to assure that those workers'

credit co-ops are being operated effectively and honestly.

3. Under present circumstances, we believe a considerable risk of backfiring (on U.S. interests) exists, in light of Findings 5, 6 and 7 above, and of the unfortunate fact that COTU, organizationally, has not seen fit to date to establish a Cooperative Committee which could share in the anger and criticism if any major losses of members' savings were ever to occur.

F. Recommendations:

We suggest to AID that:

1. The savings and credit societies be set in better order (most specifically, insurance against loss of savings and better bookkeeping services).

2. That, since Grantee is not technical advisor to KUSCCO or ACOSCA (the credit union associations), perhaps AALC could initially fund an independent and respected auditor who would audit the books of a random (and unalerted) sample of workers' saving societies periodically, to be taken over by COTU after AALC phase-out.

## KENYA: GENERAL COMMENTARY

A. Kenya became an independent nation in December 1963, while remaining a member of the British Commonwealth. The centralized governmental structure is patterned after the British model. There is, however, only one political party. The present President was certified October 10, 1978.

B. The country is faced with several major problems. One is keen rivalry between the two largest tribes, the politically dominant Kikuyu (largest tribe and near Nairobi) and the Luo of Western Kenya. Another is rapid population growth, 3.6%, one of the highest rates in the world, accompanied by lagging growth in wage employment, a rapid increase in the width and depth of education of youth, and rising domestic consumption. The population was 14.3 million in 1977, 90% rural, in a country slightly smaller than Texas.

C. A stable economy is heavily dependent on two sources of income: coffee, which fluctuates with world prices and is currently in the doldrums; and tourism, which is good but fragile, as it can easily be disrupted by political turmoil in Kenya or elsewhere in the region.

A major problem is that wage employment, estimated at 903,000 in 1977, is not keeping pace with population growth, and real wages have declined an average of 2.2% annually during the past five years.

The unions had a membership total of 257,552 in December 1977. Other constraints are the proportion of wage earners who are public employees--estimated by the Permanent Secretary of Labor at around 500,000, or more than half the wage earners--and the rapid migration from rural areas to Nairobi.

D. To place U.S. assistance in perspective, including the AALC effort, it may be noted that the total foreign development assistance to Kenya (commitments as of December 31, 1977) from all sources, loans and grants, was \$1,453,027,000, broken down as follows:

	<u>All Sources</u>	<u>U.S. Only</u>
Grants	\$459,610,000	\$39,658,000
Loans	<u>993,417,000</u>	<u>47,050,000</u>
Totals	\$1,453,027,000	\$86,708,000

Actual program levels, loans and grants, reported by USAID for 1978 were listed at \$33,176,000, broken down as follows:

Food and Nutrition	\$ 28,709,000
Population	997,000
Health	670,000
Education & Human Resources	-
Food for Peace	2,700,000
Other	<u>100,000</u>
Total	\$ 33,176,000

The above figures did not include USAID centrally funded projects, which the Kenya USAID Mission declined to discuss in its current program review. AALC was one of those unreviewed activities (see p84 ). The AALC 1978 budget for Kenya, almost all from the USAID centrally funded project, was \$186,000, about one-half of one percent of the size of the AID Mission's program level. It is that portion of the U.S. effort in Kenya which is being evaluated.

E. As might be expected, given the relative size of the AALC effort, and the additional fact that the activity is buried by being handled as a centrally-funded project, the AID Mission had little knowledge of, or interest in either AALC or this evaluation at the time of our visit.<sup>1/</sup>

<sup>1/</sup> In fairness to them, Cable E.O. 11652 from Washington dated 8 Nov 78 did specify "minimal USG involvement" in the evaluation.

Source: USAID, Annual<sup>10</sup> Budget Submission, Kenya, FY 1980 84  
June 1978

NOTE:

ABS instructions contemplate the preparation of TABLES IVB for regional and interregional activities requiring Mission support in terms of operating expense work years. Because of the large number of projects and the exceedingly ad hoc nature of the work generated for Mission-specific personnel the completion of these tables for each activity would not, in our view, be a meaningful exercise and the results would have little utility for the reader. Moreover with the exception of AMDP, see Table III, we estimate that the individual activities occupy less than 0.05 work years each of operating expense funded personnel effort. Another very practical problem is that the bulk of the information required for the preparation of the tables (funding, critical PP dates, evaluation information, project specific inputs, etc.) is not available in the Mission. For the foregoing reasons the Mission has not prepared Tables IVB for centrally funded projects operating in Kenya. However, for the information of those reading this document, listing of such projects currently active in Kenya follows:

Program Development and Support (PDS)

ACOSCA

African Health Training Institutions Project (AHTIP)

▶ African-American Labor Center

African-American Scholars Council

African Manpower Development Project (AMDP)

Clark University - Assessing Environmental Trends

Social Science Research Grant (University of Nairobi)

WID Preliminary Study in Three Countries

Non-Formal Education and Training (PPC grant)

Family Planning International Assistance

Scientists and Engineers in Economic Development

Remote Sensing for Resource Assessment and Management

Pathfinder

FPIA

Educational Testing Service - NFE Costs and Cost-Effectiveness

World Education, Inc. - NFE Training for Adults

Southern University 211(d) Grant - Cooperative Case Study

In addition, PVO recipients of DPG's regularly call in Kenya, at the average rate of 15-20 different organizations per year.

Personnel concerned were new and there seemed to be no "AID memory" to support them. The designated liaison officer, apparently a nominal designation, advised that in his six weeks on the job he had spent one hour in discussion with Grantee staff. The Embassy Labor Reporting Officer, also new, had done her homework for the evaluation visit, and seemed more interested than anyone in the AID Mission. The AALC, when remembered at all, seems to be conceived of almost entirely as an information source and not as a developmental activity, and is believed to be at least adequate in size and nature for that purpose, which is likely so.

F. The cursory field review of AALC revealed that its staff seemed to be respected by key officials of the labor movement and the Labor Ministry, perhaps giving AALC more potential influence than is expected for so small an activity. Also, both labor and government seem to appreciate and to prefer the U.S. assistance (over some others).

G. Historically, prior to the merger of the American Federation of Labor (AFL) and the Congress of Industrial Organizations (CIO) in the United States, the AFL had ties with labor leaders in Kenya: mainly with Tom Mboya's Kenya Federation of Labor. In 1960, three years prior to Kenya's independence, the AFL-CIO made available funds for the construction of a building named "Solidarity House." After independence, the GOK dissolved the Kenya Federation of Labor and the Kenya African Workers' Congress. In their place, the Central Organization of Trade Unions (COTU) was created. COTU has its national headquarters in the same "Solidarity House." Based upon the GOK's early policy of nonalignment, COTU did not become affiliated with any international trade union organizations, such as the International Confederation of Free Trade Unions (ICFTU), or the World Federation of Trade

Unions (WFTU). In more recent times, COTU has accepted financial assistance for education, mainly on an ad-hoc basis, from the International Labor Organization (ILO), the ICFTU, and national labor movements from both Eastern and Western Europe. Today COTU has program assistance in education from a Swedish based group entitled "Study Circle Programme" and the AALC.

H. Kenyans have assumed responsibility for the "Institute of Tailoring and Cutting" established and initially staffed by the AFL-CIO and the International Ladies Garment Workers' Union (ILGWU). Also the "Kenya Polytechnical Institute" said to have been established and initially staffed by AALC, has become totally localized. AALC provided educational assistance to the Trade Union movement in Kenya on an ad-hoc basis until 1974. Towards the end of 1974, AALC signed an agreement with the GOK and COTU and assigned a permanent staff representative to Kenya. COTU's Workers' Education Institute was established to offer basic trade union courses, and train local union officials and the staff of WEI. Today WEI, a nonresidential institute, has a staff of four professionals and one support staff assisted by the local AALC representative. WEI, using funds made available through AALC, offers three types of trade union education courses. The basic level, called Level I, which lasts for one week; an intermediate level, called Level II, which lasts for two weeks; and an advanced level, called Level III, which lasts for three weeks. In addition, ad-hoc courses/seminars are sometimes undertaken with International Trade Secretariats (ITS's).

I. Some thought might be given to more higher level training of labor union officials (beyond the Labor College, even). The rate of attrition among individuals so trained (loss of almost all to private enterprise) might at first blush discourage greater USAID/AALC participant training efforts. But there are ways to alleviate such a situation. If COTU, for

example, were offered double the number of such grants for training in the U.S. or third countries, on the basis that COTU would pay international travel and AALC the remainder, COTU would have more incentive to strike a bargain with the individual to stay around for a good number of years upon return. AALC, itself, if it were to be considered for an expanded role-- into development--would probably need to shore up its own personnel recruitment and promotion policies so as to bring the best experience to bear on a country such as Kenya.

J. Small size or not, USAID might view the AALC effort as basically one in the field of education and human resources (an area the AID/Kenya budget submission indicates is almost entirely disregarded, although education is the GOK's largest budget item, and the AID Mission states that its program is geared to support the host government's priorities) The program-review process might then consider any opportunities in reaching into the pool of over 900,000 wage earners, of which one half are on some kind of a public payroll. Centrally funded projects funds are held at arm's length; AID's thinking as to their opportunities need not be. The following statistics from USAID's Economic Data Book should give pause to AID/Kenya Mission program policy, which largely ignores the opportunity to influence the course of education:

	<u>Secondary School Students</u>	<u>% of 15-19 Age Group</u>
1955	13,710	2
1960	27,168	3
1972	170,272	13

These are numbers of students, not teachers or content or materials; the growth in the latter three is surely at a snail's pace. Projecting the above figures to 1980 (with some simplifying assumptions) would result in 226,945 students and 17% of the 15-19 age group.

## KENYA: FORMAL INTERVIEWS CONDUCTED

1. Secretary General, Central Organization of Trade Unions (COTU)
2. Chairman General, COTU
3. Secretary General, Kenya Local Government Workers' Union
4. Assistant Commissioner for Cooperative Development
5. National Cooperative Officer, COTU
6. Head, Foreign Affairs and Co-op Department, Zambia Congress of Trade Unions (ZCTU)
7. Central Finance Specialist, Africa Cooperative Savings and Credit Association (ACOSCA)
8. Secretary General, Kenya National Federation of Cooperatives (KNFC)
9. Secretary/Manager, Kenya Union of Savings and Credit Cooperatives (KUSCCO)
10. Provincial Cooperative Officer, Nairobi Province
11. Chairman of KUSCCO
12. Permanent Secretary of Labor
13. General Secretary, Entertainment & Musicians' Union
14. Branch Secretary, Tailors' and Textile Workers' Union, Thika Branch
15. Acting Secretary, COTU Branch Office, Thika
16. Director, Workers' Education Institute
17. Director of Education, Kenya Union of Commercial Food and Allied Workers (UCFAW) (at Limuru during their Shop Stewards' Seminar)
18. Representative of Kenya Federation of Employers
19. AID Project Liaison Officer
20. U.S. Embassy Labor Reporting Officer
21. AID Regional Human Resources Officer
22. AID Housing Consultant
23. AID Regional Director (REDSO)
24. Three AALC Field Representatives

## KENYA: MAJOR DOCUMENTS COLLECTED, INSPECTED AND/OR CONSULTED

1. COTU's 1977 Paper "Food Prices, Rents, and the Consumer Price Index in Nairobi as related to Low Income Workers."
2. COTU's 1977 Paper "Additional Information on Food and Rents as Related to Low Income Workers in Other Major Towns in Kenya and to Wage Earners in the Agricultural Sector."
3. News clipping - THE NATION - 28 June 1977 - "COTU and the ILO."
4. News clipping - THE NATION - 12 December 1978 - "A Unique Industrial Relations System Developed" - by Ministry of Labor.
5. WEI 1975 Program of Courses.
6. WEI January - June 1975 Report and 1976 Proposed Program.
7. WEI pre-Seminar Announcement (Level I).
8. WEI pre-Seminar Announcement (Level II).
9. WEI pre-Seminar Announcement (Level III).
10. WEI application form for participation in a WEI Training Course.
11. WEI questionnaire for shop stewards.
12. WEI course outline for shop stewards Seminar Level I (1st draft).
13. WEI draft course for shop stewards and branch officials Levels I, II, III.
14. "Trade Union History of Kenya" - Course outline Levels I, II, III.
15. "Collective Bargaining" - Course outline Levels I, II, III.
16. "Union Structure" - Course outline Levels I, II, III.
17. "Labor Economics" - Lecture materials Levels I, II, III.
18. WEI course evaluation questionnaire.
19. (3) WEI "Situation Reports on Education Courses" for 1978.
20. WEI minutes of 26 July 1978 staff meeting.
21. WEI publication "ELIMU" March 1977.
22. COTU membership December 1977.

23. WEI questionnaire on Training needs (addressed to member unions).
24. Workshop on the Role of Trade Unions and Co-operatives in the Development of Kenya, Taita Hills, Aug 1975.
25. Seminar on the same subject, Mombassa, Nov 1975.
26. ACOSCA 5-year development plan 1976-80.
27. ACOSCA Ten Years Toward Self-Reliance 1968-78.
28. Sample By-laws of a Co-op Savings and Credit Society.
29. D. O'Laughlin, Collaboration Between Credit Unions and Trade Unions in Africa, June 1978.
30. Summary of Trade Union Involvement with Cooperative Development in Kenya, August 1978.
31. Sample account form for a credit union.
32. Some Basic Issues Affecting the Activities of ACOSCA, September 1978.
33. Kapsabet Seminar Announcement, Nov 1978.
34. A Report on Co-op Housing for Low Income Workers in Kenya, June 1978.
35. Housing for Low Income Workers in Kenya, November 1977.
36. A paper on the Purpose of the Workshop on Housing by Secretary General, COTU, November 1977.
37. A National Co-op Housing Program for Low Income Workers, October 1978.
38. AID Economic Data Book June 7, 1976.
39. International Labor Review, April 1972, article by Eric Clayton.
40. International Labor Review, February 1973, Hans Singer and Richard Jolley "Unemployment in an African Setting: Lessons of the Employment Strategy in Kenya".
41. Program Briefing Book (in draft), USAID Mission/Kenya December 1978.
42. USAID, Annual Budget Submission, FY 1980, Kenya.
43. Kenya Central Bureau of Statistics "Kenya Facts & Figures" 1977.

(NOTE: The only document requested of AALC/K not received was COTU's Annual Report.)

### GENERAL OVERVIEW

Below we present some impressions of successes, problems, and opportunities across AALC activities in the three countries visited.

#### A. Common Threads of Success<sup>1/</sup>

1. The foremost positive element, in our view, of Grantee's activities in Ghana, Togo and Kenya are the personal relationships that their field staff have developed with host country labor leaders.

2. Such relationships are, in part, due to another positive aspect, i.e., the continuity and resident nature of their program. The latter also implies some psychological and ideological commitment between Grantee and local labor organization, although it is not clear whether the commitment is always bilateral.

3. According to a small informal poll G7 made, the labor movement does seem to have advanced somewhat in Ghana, Togo and Kenya over the last few years in terms of its viability, effectiveness, and acceptance. The advances seem to have been stronger in Kenya than in Ghana or Togo. However, we cannot answer the question: Would increase in membership, more collective bargaining, greater acceptance by Government have occurred without the activities of AALC? (See Item 5 under Problems.)

4. In the countries visited, Grantee's assistance, especially in the area of labor education, appears well received by the local trade union

---

<sup>1/</sup> No professional evaluation can be very definitive on this matter until and unless the criteria (i.e., the definition) of success is/are clarified. Whose needs, objectives and benefits are paramount: AID, State, AFL-CIO, AALC, or host country labor organization? (See Item 3 under Problems.)

movement. Also, AALC overseas personnel appear to be respected. Moreover, the content, structure and methodology used in Grantee-supported labor education courses are pedagogically consistent with U.S. subject matter included in trade union education.

#### B. Common Threads of Problems

1. USAID/Embassy roles are unclear. The activities we evaluated are viewed by the U.S. embassies as support for the political reporting process. It works, and State derives the benefit. The USAID Missions are hardly aware of the activities, hold them at arm's length, and fail to recognize their development potential.

An example of how the political objectives of the Grant and the development objectives can clash is in the education or seminar area. According to the former, continued involvement is needed. One cannot report on or influence political events without being there. But according to the development criteria, AALC should be giving training methods courses (which they are not) in order to remove the theoretical need for their continued presence.

Confusion of purpose is further complicated by two other factors: one is the indecisive, bureaucratic and inconsistent designation of U.S. Government monitors, or liaison, with AALC; the other is the USAID device of central funding of projects. If all the U.S. Government wants and expects from AALC is an "ear to the door" for information, the issue is not important. But, if cooperation with the labor movement is to become a coordinated part of our economic and technical cooperation objective, deeper consideration of the matter of who does what is essential.

The "monitor," when he is a member of the Embassy, is not usually present in the day-to-day contacts and discussions in an AID Mission which spawn project ideas. If the "monitor" is within the AID Mission he could be so involved if such activities were considered important. The AID Mission sounding board of ideas could then come into play.

The central funding device also discourages developmental activities to be initiated by causing the program, inadvertently or not, to remain outside the thinking process of an AID Mission. Obviously, there are, or were, good reasons for such a device, but, on balance, one must ask: Do the advantages outweigh the disadvantages? AALC and its counterpart regional organizations in the U.S. may be politically powerful and prestigious but AALC in Africa is a stepchild. Surely, after almost 40 years of experience USAID can devise ways to meet all the U.S. objectives without meddling.

It is recommended that USAID make up its mind on the potential of AALC. If the choice is development, with political reporting a by-product, the monitorship should go to the AID Mission and be upgraded, and "central funding" should be considered a bookkeeping device only, with the funds passing through the Mission to create awareness and visibility. If AID is going to fund this grant, perhaps it has a responsibility for more than forcing "wooden compliance" with brittle reporting formats from the Grantee.

2. The approach has an ad hoc character to it. There seems to be very little focus--a posture of responding to individual, short-term, sometimes prestigious, and sometimes pet project requests (a habit not confined to AALC). There is not a programmed procedure for identifying basic needs coupled with determination to face them. AALC may be tending too much

to projects, not enough to program (in the AID sense of those terms).

One can ask: Does the present emphasis recognize Africa's rapidly changing situations? Does it seek or merely respond? How much of the program is transplanted by a technician as something that worked elsewhere and is of personal interest?

In addition, the poor fit between the inflexible AID/W planning and reporting style on the one hand, vs. the changing needs and priorities of the local operating agencies and varying strengths and interests of Grantee staff on the other is a general problem that was observed. As a consequence, discrepancies between Grantee's documents in AID/W and realities in the field are inevitable.

We recommend therefore (as did AID's Audit Report of 1974) that the report "Preparing a Country Labor Plan" written by the American Technical Assistance Corporation in 1971 for AIFLD be seriously considered for its applicability to AALC programming.

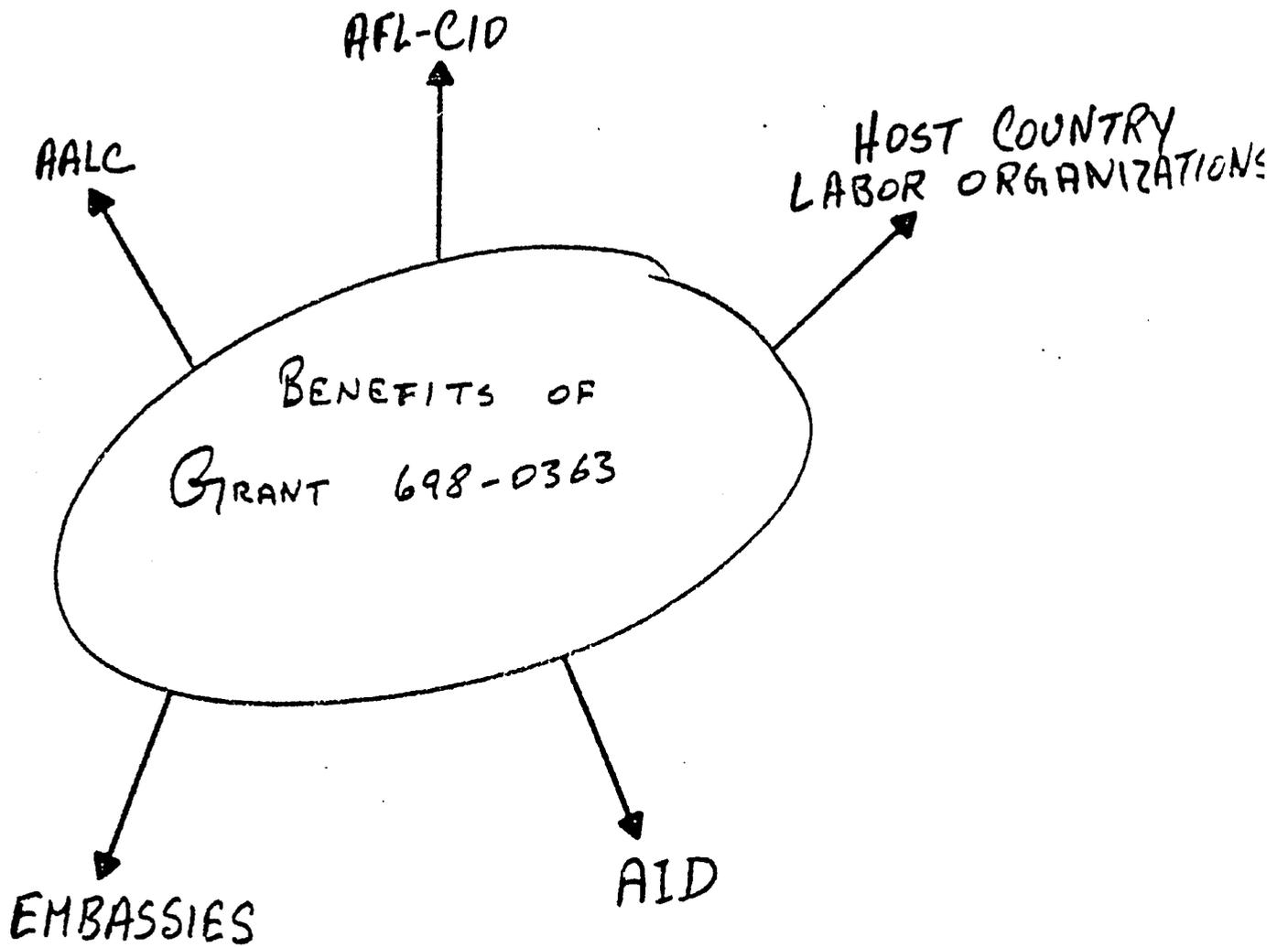
3. In the absence of individual country labor plans, agreed to by all parties, and not subject to constant revision, "success" becomes an ill-defined and elusive concept. Under such circumstances, there is a subtle tendency for the benefits which the various parties derive to constitute (disproportionately) their perception of success. We therefore set about to make explicit the deeper, more latent motivational aspects of Grant 698-0363. Our description is represented in Figure 6 and outlined below:

a. Benefits to Grantee

(1) Funds enabling it to function as "The Regional Technical Assistance Agency of the AFL-CIO" (Joint Communiqué, OATUU-AALC, January 1977).

(2) Employment for a staff of 30; glamour of international travel and status of expatriate life.

Figure 6. Latent Benefits to Various Agencies



(3) Operations with little substantive monitoring or accountability.

b. Benefits to AFL-CIO

(1) Public funds enabling it to further "labor's foreign policy and program" in Africa.

(2) Provides an additional international auxiliary, in addition to: Department of International Affairs, AIFLD, AAFLI, and various International Trade Secretariats.

c. Benefits to Host Country Labor Organization

(1) Provides funds for activities that would otherwise have to come out of internal budgets or might not otherwise be possible.

(2) Prestige of an "American Connection."

(3) Opportunity for foreign travel and training.

d. Benefits to AID

(1) Involvement of indigenous labor movements in quasi-development activities (most particularly, cooperatives, literacy training).

(2) Possible AFL-CIO support for AID's Congressional appropriations.

(3) Vehicle for carrying out a responsibility under the Foreign Assistance Act.

e. Benefits to Embassies

(1) Political information source.

(2) Opportunity to foster growth of friendly political institutions.

G7 believes it will be useful to AID's foreign assistance program to face these facts forthrightly. The implication of the above is that any new Grant that would alter or remove any of the above latent benefits would be likely to run into a good deal of organizational opposition. Nevertheless, as social scientists and evaluators, we reiterate our earlier recommendation

that the strategy suggested in "Preparing a Country Labor Plan" be examined for its potential use to AID/W in substantive management of this program, and to AALC in effective planning and implementation.

4. AALC has not devised a structured evaluation system necessary to generate data and information required to substantiate educational effectiveness of the seminars they sponsor. We recommend, therefore, that Grantee develop and pretest (in cooperation with the various labor organizations) a rigorous evaluation system, uniformly applicable (if only in part) to all the labor education seminars, colloquia, and courses which they sponsor in Africa.

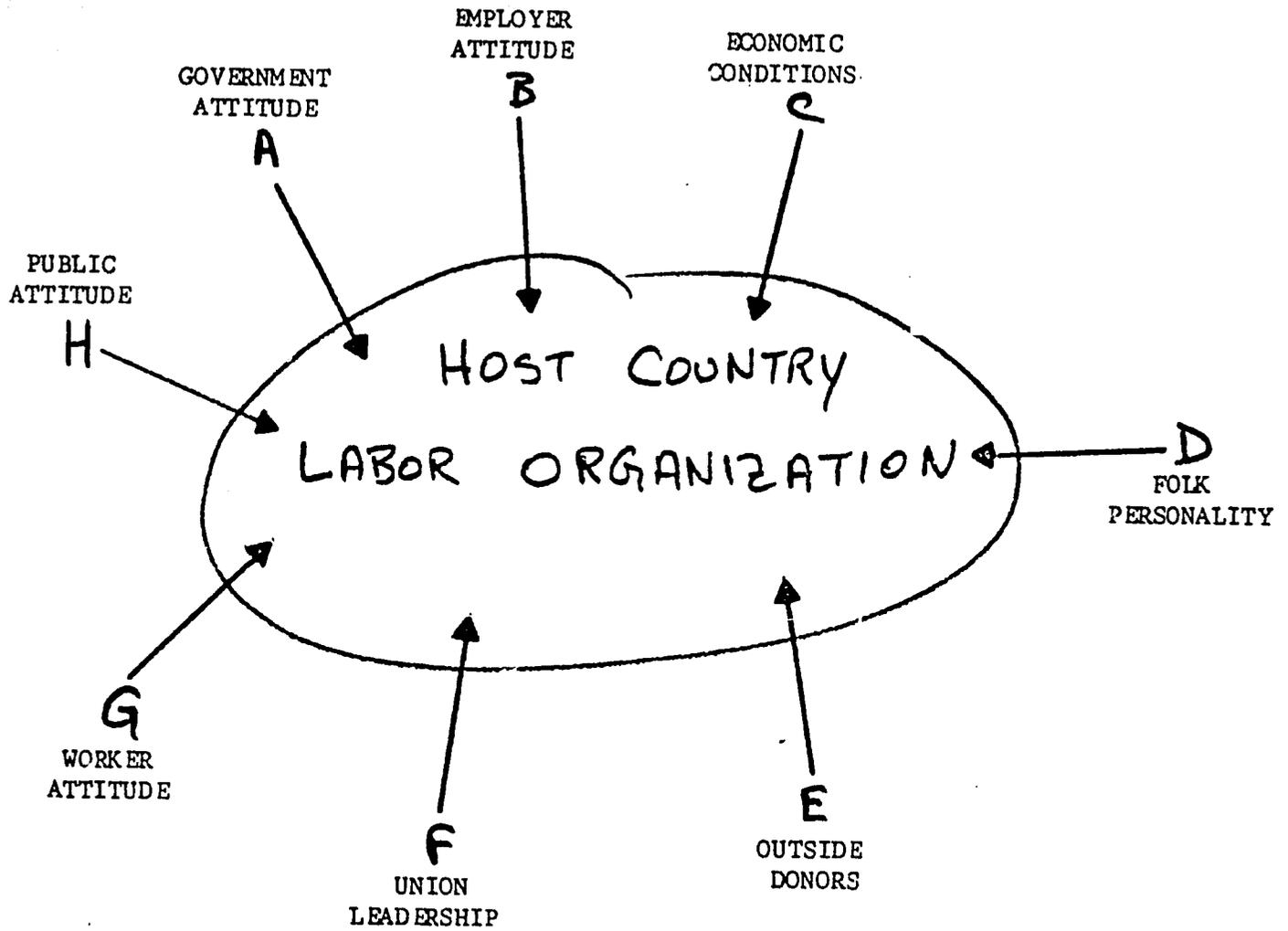
5. Our Statement of Work asks G7 to focus on "the causal links, if any" between activity outputs and impact objectives such as: union viability, effectiveness, and acceptance. We addressed that issue under each activity, to the extent it was possible. What follows below is not a problem in AALC's performance as much as in the design assumptions and in AID's expectations of the Grant. To clarify how much of an impact a program like this can possibly have on any labor unions in Third World countries, and how much cause-effect "linkages" any evaluation could possibly draw, we present the analysis shown in Figure 7. There we simply identify various major forces operating in the societal environment and exerting their influence on labor unions day-in, day-out. These forces are as follows:

a. Attitude of existing government toward labor unions.

Specifically, what its position is on:

- (1) freedom of speech;
- (2) freedom of assembly;
- (3) freedom to organize and bargain collectively;
- (4) freedom to strike.

Figure 7. Determining Influences on an Indigenous Labor Union



- b. Attitudes of employers toward labor unions; e.g., re union check-off procedure.
- c. Economic conditions and availability of adequate non-union labor.
- d. Host country personality, culture and history; e.g., African workers and unions are not generally as militant as their West European or American counterparts.
- e. Outside financial support and advice from one or more of the following:
  - (1) International donors, e.g., ILO, WFTU
  - (2) National donors: West Europe, East Europe, Israel, U.S. (i.e., AALC)
- f. The style and effectiveness of the indigenous union leadership.
- g. Attitudes of workers towards unions.
- h. Attitudes of the public towards unions.

It should be clear from the above analysis that the Grantee's inputs are only one of many influences acting on the unions at any point in time; that these forces are not equally potent; that the relative force-field is constantly shifting and changing. To ascribe very much causality (i.e., "linkage" between inputs, outputs and impact) under such conditions to the AALC effort (or any other single factor) would seem to be more an act of faith than fact.

### C. Common Threads of Opportunities

Clearly, all the foregoing "problems" carry within them the seeds of their own solution, and thus constitute opportunities. Beyond that, we would like to mention four others.

1. Grantee's role needs clarification. The general AALC approach is one of providing funds and sometimes advice in rather broad categories to ongoing programs. Those activities, on the average, make up about one-half of 1 percent of USAID's commitment in a country. (Even that small amount, because it is "Washington" money, is not recorded in many Mission overview reports.) As was noted, AALC, perhaps to satisfy AID's complex project design format, has vastly overblown the objectives and raised false expectations, when viewed alongside the size of the effort and the nature of the inputs. One way to correct the discrepancy is to restate the objectives along more modest lines.

Alternatively, there would seem to be opportunity for expansion of the AALC effort, up to its objectives, as it were. The door is open, it seems to us, to do some real technical assistance, to utilize small amounts of funds to promote, e.g., more effective office procedures, better administrative housekeeping, better management at the working level. Bricks, mortar or vehicles, unless they compel a growing and multiplying local effort, are only of temporary value.

Developing individual and institutional capacities is clearly more difficult than providing materiel and direct services.

There is an opportunity to reverse the tendency here toward emphasis on physical projects and direct services--the easier, Marshall Plan

type--rather than the Third World, "Point Four" approach of developing people. Both may be needed, but AALC has the opportunity to do more than the former. To fund a course that teaches 20 people about trade unionism or collective bargaining is an accomplishment, to be sure. But to organize a course for perhaps only 10 in innovative and more effective training techniques on how to teach trade unionism or collective bargaining has a much larger potential impact.

2. If AALC is to carry out more difficult tasks in the future (as per Item 1, above), that would constitute a derivative opportunity for their headquarters in N.Y.C. During the present evaluation study we saw little evidence of how the 16 administrative staff in New York were of any substantive use to the seven field people we dealt with. If anything, a schism between the headquarters and field (evident in AID also) manifested itself in poor internal AALC communication and personnel practices. The AALC field employee, on average, does not seem to be a happy individual. He lacks advancement opportunity. He thus tends to hang on, prolong the project and get one year of experience several times. If the objective is reporting nobody but the AALC field staff will much care, but if the objective is to move on and up, a better personnel policy is needed. The three labor institutes headquartered in Washington and New York City appear to be quarantined from each other. It is apparently rare for a field employee to cross the bureaucratic barriers.

In the countries visited, AALC's personnel policy, as regards their assignment of overseas personnel, can also lead to a lack of continuity, as described in our Togo write-up.

It is recommended that AID/W bring about some coordination and integration among the three labor institutes in Washington and New York, beginning perhaps by sponsoring a meeting for the three personnel officers.

3. In commenting on the 1975 GAO Report, How to Improve Management of U.S. Financed Programs To Develop Free Labor Movements in Less Developed Countries, AALC stated:

"... a major weakness of African unions is that they lack the resources to design and structure their own projects, properly administer them, and build in the necessary controls to insure that they are operating properly."

As part of this 1978 evaluation, Group Seven therefore sought to determine how many courses or seminars had been organized since 1975 in:

project planning and design;  
project administration; and  
project accountability and evaluation.

No training in any of these topics had been held to date in the countries we visited, so far as we were able to determine. We find this a major lack (and therefore a major opportunity) particularly in view of Grantee's policy statement that it seeks to "Africanize" its projects as quickly as possible.

To the extent that a project management weakness does exist in particular African unions, and insofar as this element is included in the respective country labor plan, we recommend that AID procure union-relevant, high quality project management training services from Grantee or other competent supplier.

4. AID/W has an administrative opportunity to force greater clarity into Grantee's activity plans and reports.

Often the activity described in submitted documents is not AALC's activity at all, but the program of the local organization to which

AALC contributes funds and (sometimes) a part-time advisor. AALC, in their 1978 presentation to AID/W and other documents submitted to AID/W, does not clearly distinguish that its role is one of sponsoring agency, not deliverer of services or operating agency. A mess of verbiage results when AALC tries to describe the local organization's activities by cramming words into all those boxes mechanically. We urge that Grantee's design and reporting documents indicate clearly and exclusively: AALC inputs, AALC outputs, and the AALC intermediate term purpose, without confusing them with those of the local labor organization.

#### D. Conclusion and Recommendations

Specific conclusions were indicated for each activity. In summary we may state that Grantee has achieved some successes under (sometimes) difficult conditions but that these achievements, in general, do not measure up to planned objectives.

We reiterate the recommendations that have been made to AID in this report.

1. Concerning the Ghana Labor Education Program (29-01), we would:

a. have Grantee provide capacitating inputs (e.g., teacher training courses) to correspond to the statement of objective, or alter the grandiose objective to correspond to actual inputs;

b. have AALC begin work as soon as possible to specify educational indicators of seminar achievements, both at output and purpose level. This will require a data collection system to provide adequate feedback to the GTUC concerning the performance of seminar graduates;

c. suggest that AALC do a small feasibility study in 1979-1980 to determine the potential in upgrading the statistical component of GTUC to become a full-fledged labor-economic research center.

2. Regarding the Ghana Labor College Building (29-02), it is suggested that:

a. further funding for this activity be withheld until Grantee has begun to expend allocated funds and/or construction has started on the building;

b. AALC and AID recognize that the title and output as stated do not properly reflect the facts. The title should refer to the actual limited objective, rather than overall assistance to a Labor College building.

3. Apropos of the Togo Regional Economic Research and Documentation Center (CREDE) (05-19), G7 would suggest that:

a. OATUU be encouraged to accept gradual fiscal as well as operational responsibility for RERDC;

b. given existing cultural factors and interpersonal dynamics, Grantee recruit a forceful, male, French-English bilingual Director over 50 years of age, who will be able to "launch" the OATUU counterpart in positive directions;

c. a nominal subscription fee be charged for ATUN and LaD so that perceived value to recipients could be gauged;

d. a study to determine CREDE's most appropriate functions be carried out.

4. With regard to Togo Trade Union Education (32-01), consider:

a. conforming inputs and outputs to the objective or vice versa (as above);

b. establishing a seminar evaluation system with specific educational indicators;

c. using feedback to program ensuing seminars.

5. Concerning the Togo Cooperative Program (32-02) G7 suggests:

a. that AID support for this activity either be eliminated (because of the difficulties and risks involved) or increased (to realize a fuller development potential);

b. assuming the latter, that Grantee (or some other organization) be encouraged to propose appropriate inputs to "create a co-op capacity within CNTT" to assure proper managerial functioning with full control over cash and commodities;

c. that the time frame for support be extended until at least 1982, but that action to meet the earlier objective should begin now;

d. that the AID Mission, which has been given the monitoring role for this activity, consider utilizing the opportunities of that role by seeking ways to support the AALC objective through other actions and programs within the overall AID program not related to AALC activities themselves.

6. For the Togo French Literacy and English Language Program (32-03), G7 suggests, if AID continues to fund this activity, that Grantee:

a. either provide more suitable inputs to achieve the stated objective (e.g., foreign language teaching methods, training for the instructors, medium technology audio-visual equipment, and a plan to gradually substitute CNTT funding and/or modest tuition fees for AID funding); or

b. modify the statement of the objective to conform to the reality of the current input(s) (as above).

7. Regarding Togo, CNTT Secretariat Development (32-04),

G7 recommends:

that Grantee continue to seek opportunities for appropriate training of CNTT labor officers to strengthen their administrative capabilities.

8. Apropos of the Kenya Workers' Education Institute (16-01),

we suggest that:

a. AALC in their 1980 presentation to AID specify how their present financial assistance to COTU's labor education program will mesh with the labor college and its educational focus. Once this is known, AALC and AID will be in a better position to see the need for support COTU may require to upgrade labor education in Kenya in the next decade;

b. AALC in cooperation with COTU's Workers' Education Institute, begin work in 1979 on a structured systematic educational evaluation system. This system should become operational in 1980 and be utilized as a major consideration for the selection of Labor College candidates. The evaluation system should also produce hard data needed to determine the degree of success of the Grantee's educational effort in Kenya;

c. AALC define and specify exactly what is meant when using terms such as "Training reports," "Support services necessary," "In-service training methods," etc. for 1979 and in future program submissions to AID.

9. With regard to the Kenya Area Offices for COTU (16-02), we recommend that:

a. AALC, from the beginning of its support of physical structure, proceed under a firm agreement with COTU, and/or the local area unit organization providing for:

(1) a specific budget for adequate furnishings, together with an approved, planned list of items;

(2) a specific maintenance plan and budget; and

(3) a program for on-site training in office organization and management; one which will set a standard for each office to follow.

It is further recommended that:

b. the agreement provide for a gradual phase-down in physical structure support from the second unit to the seventh, substituting instead a greater financial effort (also on a participating basis) in the human development aspects of the area unit operations;

c. the idea would be to encourage COTU and the local centers to develop a "budget habit" that will subsequently maintain itself, using needed physical and human support activities as the vehicle, before Grantee moves on to new things in Kenya.

10. As far as the Kenya Labor College (16-03) is concerned, if USAID believes the Labor College offers an acceptable way to achieve U.S. objectives, we suggest that:

a. any financial assistance for the college be utilized as means for vitalizing an apparently little-developed sense of urgency for making a physical structure into an institution;

b. encouragement be given to creating a "blueprint" for operations, with specifications and timetables, just as was done for the physical buildings. This is admittedly a more delicate technical assistance function than Grantee has performed heretofore;

c. high priority be given to staff selection and development procedures, including the "housekeeping" function; low priority to any large scale commodity assistance, in order to keep pressure on the maintenance of the already-established and considerable local budgetary initiative.

## 10. Concerning Kenya Credit Union Development(Regional)(05-22-01),

G7 suggests that:

a. the savings and credit societies be set in better order;

b. that, since Grantee is not technical advisor to KUSCCO or ACOSCA (the credit union associations), perhaps AALC could initially fund an independent and respected auditor who would audit the books on a random (and unalerted) sample of workers' savings societies periodically, to be taken over by COTU after AALC phase-out.

## 11. More generally, across the three countries visited:

a. It is recommended that USAID make up its mind on the potential of AALC. If the choice is development, with political reporting secondary, the monitorship should go to the AID Mission and be upgraded, and "central funding" should be considered a bookkeeping device only, with the funds passing through the Mission to create awareness and visibility. If AID is going to fund this Grant, perhaps it has a responsibility for more than forcing "wooden compliance" with reporting formats from the Grantee.

b. We recommend (as did AID's audit report of 1974) that the report "Preparing a Country Labor Plan" written by the American Technical Assistance Corporation in 1971 for AIFLD be seriously considered for its applicability to AALC programming. Short of that, and at a minimum, the design documents should show the Grantee's efforts, achievements and objectives exclusively, without confusing them with those of the local labor organizations.

c. G7 suggests that to the extent that project management weakness exists in African unions and is consistent with country labor plans, AID fund appropriate training services.

d. It is recommended that AID/W bring about some coordination and integration among the three labor institutes in Washington and New York, at least insofar as personnel and career development is concerned.

e. We recommend to AID that Grantee develop and pretest (in cooperation with the various labor organizations) a rigorous evaluation system, uniformly applicable (if only in part) to all the labor education seminars, colloquia, courses which they sponsor in Africa.

f. In general no explicit recommendations regarding continued funding of specific activities were included in this report because we wanted to limit ourselves to substantive questions. Clearly, the continued funding issue must be considered within its own bureaucratic-political environment in order to exceed mere academic interest. That environment has its own set of imperatives, for example, the competing funding demands existing in Office of Africa Regional Affairs, and the U.S. political implications of any funding decision. Group Seven does not have any special knowledge or insights to offer with regard to such imperatives.

g. To conclude, we recommend that copies of this Final Report be sent to the four USAID Missions and Embassies involved, as well as to the four AALC field offices.

GLOSSARY

- AAFLI -- Asian-American Free Labor Institute
- AALC -- African-American Labor Center
- ACOSCA-- Africa Cooperative Savings and Credit Association
- AIFLD -- American Institute for Free Labor Development
- CAAT -- French acronym for AALC
- CNTT -- Confederation Nationale des Travailleurs du Togo
- COTU -- Central Organization of Trade Unions
- CREDE -- RERDC - Regional Economic Research and Documentation Center,  
Lome, Togo
- GOK -- Government of Kenya
- GTUC -- Ghana Trade Union Congress
- ICFTU -- International Conferation of Free Trade Unions
- ILGWU -- International Ladies Garment Workers' Union
- ILO -- International Labor Organization
- ITS -- International Trade Secretariat
- KUSCCO-- Kenya Union of Savings & Credit Cooperatives, Ltd.
- OATUU -- Organization of African Trade Union Unity
- WEI -- Workers' Education Institute, Kenya
- WCL -- World Confederation of Labor
- WFTU -- World Federation of Trade Unions