

PROJECT EVALUATION SUMMARY (PES) - PART I

1. PROJECT TITLE  AIFLD - Free Labor Development	2. PROJECT NUMBER 598-0101	3. MISSION/AID/W OFFICE USAID/CHILE
4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <u>513-80-2</u>		
<input type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION		

5. KEY PROJECT IMPLEMENTATION DATES A. First PRO-AG or Equivalent FY _____ B. Final Obligation Expected FY _____ C. Final Input Delivery FY _____ Regional Project    Continuing    N/A	6. ESTIMATED PROJECT FUNDING A. Total \$ _____ B. U.S. \$ _____	7. PERIOD COVERED BY EVALUATION From (month/yr.) <u>April 1979</u> To (month/yr.) <u>April 1980</u> Date of Evaluation Review _____
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8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
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9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS <input type="checkbox"/> Project Paper <input type="checkbox"/> Implementation Plan e.g., CPI Network <input type="checkbox"/> Other (Specify) _____ <input type="checkbox"/> Financial Plan <input type="checkbox"/> PIO/T <input type="checkbox"/> Logical Framework <input type="checkbox"/> PIO/C <input type="checkbox"/> Other (Specify) _____ <input type="checkbox"/> Project Agreement <input type="checkbox"/> PIO/P	10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT A. <input type="checkbox"/> Continue Project Without Change B. <input type="checkbox"/> Change Project Design and/or <input type="checkbox"/> Change Implementation Plan C. <input type="checkbox"/> Discontinue Project
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11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)  Robert L. Craven, Labor Attaché/Chile Evaluation Officer Bruce Jay, AIFLD Representative	12. Mission/AID/W Office Director Approval Signature <u>William D. Ross</u> Typed Name <u>William D. Ross</u> Date _____
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### 13. SUMMARY

Although the large majority of trade union leaders strongly criticize important parts of the new Labor Legislation initiated in July 1979 by the GOC, their organization had no recourse but to adapt to the substantially different norms for union organizations and collective bargaining. AIFLD programs attempted to assist unions to adapt to the plant and company emphasis of union activities while maintaining the objective of a broader, representative labor movement. More than 500 organizations benefited from AIFLD assistance. Programs were easier to organize but harder to finance than at any time in the last six years. Although suffering from severe financial restraints, the vitality of local unions has increased. Nearly 3,500 leaders participated in AIFLD-assisted education programs in this period. Many more requested assistance. AIFLD has been hard pressed to meet these union needs for education and technical assistance.

### 14. EVALUATION METHODOLOGY

Mission and AIFLD files reviewed. Results of GOC actions in responding to labor related problems, and Embassy analysis of these actions were also considered.

### 15. EXTERNAL FACTORS

Since July 1979, Chile has had a new substantially different Labor Law, emphasizing limited plant and company level labor management relations. The Labor Plan is the first opening for union activity in the more than six years of military government. The law is a radical departure from previous labor practices (as opposed to law) and is also divergent in some respects from U.S. and international labor practices. It is an attempt to redirect and redefine industrial relations. The basis of the new activity are the more than 2,000 collective agreements which took place over the last 10 months at the plant and company level. The content of the law and its results have provoked criticism from the labor leadership. There were also some international protests, including that from the AFL-CIO. However, the climate of tension has diminished considerably. Criticism is now on a technical level and is aimed at the effects and possible results of the new legislation. In this sense, the labor climate is less charged, although still tense. The GOC has not attempted to debate the new legislation with its critics. It has emphasized what it considers its successful application.

## 16, INPUTS

Due to the emphasis on local union activities, combined with the inexperience of appointed and recently elected union leaders, AIFLD training resources were inadequate to meet demand for technical assistance. Federations, despite some legal restrictions and more precarious financial conditions, attempted to provide advice and coordination to local unions with only marginal success. Especially in the rural workers sector, AIFLD lacked resources to respond to well-founded petitions for assistance. There is a need for longer, more intensive, high-level training of new leaders in all sectors. In addition, the number of professionals capable of dealing with union problems and new legal norms is severely limited.

## 17. OUTPUTS

Due to the new legislation, union organizations were able to sponsor activities with greater freedom. AIFLD was able to contribute to many union and federation activities without directly sponsoring them. However, so far the financial situation of these same organizations was adversely affected by the labor laws, and the financing required from AIFLD was considerable. Many activities had to be shortened, at times to one-day or two-day conferences, in order to respond minimally to demands.

Because of the additional funds made available to AIFLD, the number of participants surpassed each category or output figures for education.

	<u>Target</u>	<u>Activities</u>	<u>Participants</u>
A. Intermediate Seminars	1,000	10	314
*Intermediate Conferences	1,000	20	1,280
B. Basic Level Seminars	300	18	620
C. Farm Leaders	90	6	(3 being one-day conferences)
D. Int'l Conferences - Although more than 15 leaders attended, these were not financed from AIFLD budget.			
E. Front Royal/ George Meany Center	5	-	Approx. 9

\*Although most of the conferences were shorter than regular courses, the themes and training offered covered intermediate levels.

Courses at all levels have emphasized the role of unions in society and the tools of trade union organization and collective bargaining. Most students have told us that the courses prepare them well to improve their relations with the rank and file. They say they are better able to deal with their union meetings and individual members' problems. Other important results are in improved regional and national unity and in communications among democratic worker organizations.

AIFLD has experienced increasing problems in obtaining permission from management for leaders to attend seminars on leave with pay status. An increasing number of students must use vacation time to attend activities.

Two large social projects were implemented during the period. One was a 30,000 dollar loan to the National Association of Postal and Telegraph Workers. The loan provides working capital for the Association's social welfare activities department which operates through the sale of greeting cards and postcards at post offices.

The second loan assisted the Bay Employees Federation to renovate completely its new administrative headquarters where its social and technical programs are managed. The loan for 50,000 dollars was funded from RRLP funds, as was the APTCH loan.

It is not expected that social projects will play an increased role in union programs. The new labor legislation is restrictive in relation to the time available to union officers to prepare and manage projects during work hours.

#### 18. PURPOSE

"a. Maintain a labor movement which is knowledgeable about the operations of democratic representative labor organizations."

"b. Preserve and expand labor leadership interest in seeking a democratically oriented labor movement with a continuity of experience and trained democratic labor leaders."

New labor leaders have continued to show a strong desire to receive broad-based union education of the type AIFLD offers. In-house evaluations of AIFLD courses have shown a marked

preference for the practical experiences and techniques of top level democratic leaders, instead of professionally taught classes on the same subject. However, due to the cumbersome process of adapting the weakened federations to the new legislation, and the overriding concern of union rank and file and leadership with the immediate economic needs of the workers, progress at unifying a democratic labor movement has been limited. Without a doubt, AIFLD's presence has contributed to a greater consensus among labor leaders concerning the specific labor relations issues presented by the new legislation. In addition, there is increasing local leader awareness of the need for better unity and services that only federations can provide. Therefore, AIFLD technical and educational activity provided an important underpinning for the future foundation in a free and democratic labor movement. However, the reduced voice of labor in policy formation and the Labor Plan's emphasis on local plant and company unions does not contribute to EOPS in the time frame stated. This is a major reason for lack of progress in reaching the above stated purpose.

#### 19. GOAL AND SUB-GOAL

Since the promulgation of the new labor legislation in July 1979, a wider spectrum of labor leaders has voiced strong objections to the new labor legislation. Confronted by these criticisms, ranking labor authorities and other government officials have further restricted their contacts and dialogue with critical labor leaders. Many of these leaders had previously maintained broad contacts with the government. Despite this hardening of attitudes toward most national union leaders, the government continues to sustain contacts with many new local union leaders. Many of these new leaders have maintained the same criticisms voiced by those whose access had been restricted. Therefore, although many times ineffective, labor has generally increased its democratic and participatory role in society.

The Group of Ten has joined with other union groups in promoting a more active opposition to the legislation. Unfortunately, these efforts have been undermined by Marxist elements. By maintaining a strongly anti-marxist position, those leaders who continue to have influence within their political parties have shown increased independence and strength in guiding their parties away from the temptations of alliances with the far left. Due to splits that have occurred within the political parties, as a result of these

and other issues, labor leaders have increased their independence from attempts to direct political control over their actions.

AIFLD continued to expand its contact with the new labor leaders during this period, but due to resource limitations and the controversial nature of many union conflicts, has maintained a low profile.

## 20. BENEFICIARIES

Principally workers in larger industries and Federal civil service workers. Some rural worker participation. A total of over 6,000 workers participated in some aspect of AIFLD programs during the period. Another 7,000 workers were benefited indirectly through social projects. Due to assistance and education in collective bargaining, at least 100,000 workers were assisted and leaders oriented through AIFLD activities.

## 22. LESSONS LEARNED

Although the AIFLD Chile program has not produced results in the magnitude desirable, it has maintained a clearly visible alternative solution to either a radicalized or submissive union movement. Investments in human resource training made years ago are now paying off as leaders return to activity and currently elected officers look to the few AIFLD trained local leaders for guidance. Therefore, training in ideals and not just techniques provides a lasting residual effect.