

CONFIDENTIAL  
10/11/79

CLASSIFICATION

PD-ABA-465

PROJECT EVALUATION SUMMARY (PES) - PART I

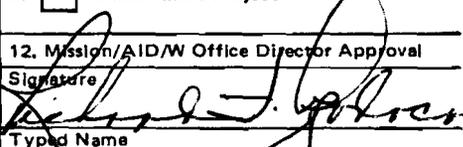
Report Symbol U-447

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| 1. PROJECT TITLE<br><br>AIFLD - Free Labor Development   | 2. PROJECT NUMBER<br>598-0101  | 3. MISSION/AID/W OFFICE<br>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) 513-79-5 |  |
| <input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION |  |  |

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| 5. KEY PROJECT IMPLEMENTATION DATES  | 6. ESTIMATED PROJECT FUNDING                        | 7. PERIOD COVERED BY EVALUATION   |
| A. First PRO-AG or Equivalent<br>B. Final Obligation Expected<br>C. Final Input Delivery<br>FY Regional Project    FY Continuing    FY N/A | Continuing<br>A. Total \$ _____<br>B. U.S. \$ _____ | From (month/yr.) April 1978<br>To (month/yr.) April 1979<br>Date of Evaluation Review |

| B. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR   |   |                                |
|--|---|--------------------------------|
| A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.) | B. NAME OF OFFICER RESPONSIBLE FOR ACTION | C. DATE ACTION TO BE COMPLETED |
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| 9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS<br><input type="checkbox"/> Project Paper <input type="checkbox"/> Implementation Plan e.g., CPI Network <input type="checkbox"/> Other (Specify) _____<br><input type="checkbox"/> Financial Plan <input type="checkbox"/> PIO/T<br><input type="checkbox"/> Logical Framework <input type="checkbox"/> PIO/C <input type="checkbox"/> Other (Specify) _____<br><input type="checkbox"/> Project Agreement <input type="checkbox"/> PIO/P | 10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT<br>A. <input checked="" type="checkbox"/> Continue Project Without Change<br>B. <input type="checkbox"/> Change Project Design and/or <input type="checkbox"/> Change Implementation Plan<br>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)<br><br>Ault M. Nathanielsz, USAID/CHILE Evaluation Officer<br>Bruce Jay, AIFLD Representative | 12. Mission/AID/W Office Director Approval<br>Signature: <br>Typed Name: Richard F. Apodaca<br>Date: _____ |
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### 13. SUMMARY

As a result of an improved understanding of the AIFLD program by GOC officials, AIFLD expanded its activities, especially training courses, throughout Chile. (See Outputs.) At the same time, the Institute was able to offer technical and educational assistance to a much wider segment of the Chilean Union Movement. As a result, the AIFLD program contributed to the strengthening of the contacts among democratic unions and common efforts to participate in the social and economic development of Chile. AIFLD's efforts have had a dramatic impact, although they have not been wholly successful in producing the broad range of significant changes in GOC labor policy hoped for. The prospects for improvement are much better now than at the last evaluation. The growing public debate and changing attitudes of labor, government and management toward the role of labor unions have been linked to AIFLD efforts.

### 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

Although the GOC continues to be wary of the union leaders and their organizations, there is a growing desire to re-establish a viable form of labor management relations. The GOC has attempted to provide new guidelines for this process. Although the measures announced during this period were rejected almost unanimously by national union leaders, the greatly increased freedom of assembly and a healthy national debate over labor matters, coupled with increased international pressures (a threatened boycott by AFL-CIO), have accelerated GOC efforts to meet some of the demands of the union movement. There have been enough improvements to make reaching some of the EOPS; realistic others were revised in the 1979 program to reflect political realities.

### 16. INPUTS

### 17. OUTPUTS

Although some administrative obstacles within the GOC were encountered this period, there was a significant increase in the number of courses given (from 14 to 33).

Courses have been extremely well attended. Total attendance was 1,033, of which 186 attendees were women. Due to the great demand for courses, and lack of funds to increase the total number of course days presented, three day instead of five day regional seminars were held. The short courses are less suitable for raising educational levels, but are more appropriate given the demand. Progress in individual subjects such as collective bargaining and philosophy of democratic institutions was noted. Higher funding levels are needed if the education outputs described in the logical framework are to be reached in any one year. A persistent problem in course financing has been the lack of cooperation of management in paying for time that leaders spend in courses. AIFLD has supported attendance at courses by paying transportation and at least part of the salaries participants would lose while attending courses when employees decline to do so.

Slightly more activity was achieved in social projects with two small projects approved and disbursed. Other projects had to be suspended or cancelled due to financial and organizational problems based on government restrictions of union activity.

International trade secretariats continue to offer assistance to AIFLD programs including contributing funds for courses. Unions most notable in their support of the AIFLD program are the PTTI (Communications workers), PTPTQ (Chemical workers), ITF (Transport workers).

## 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 and provide the labor movement with a continuity of experience and trained democratic labor leaders".

The faulty and partial union elections of October, 1978, brought forward a new group of labor leaders and potential leaders. This was due to the procedures used in the October elections which prohibited former leaders from running. As a result those leaders

previously trained by AIFLD were ineligible for election and their experience and training was lost. The election of so many new leaders without training presented a major challenge and an opportunity for AIFLD.

The possibility for increased union activities gave rise to greater demand for retraining union leaders in such areas as collective bargaining and other technical subjects in union leadership, has also required that education program be started from scratch. AIFLD continues to be the only source for this type of training. Since at present program levels it cannot meet the demand, the great majority of new leaders cannot be prepared for the future labor negotiations. The broad community based concerns that AIFLD wishes to provide through its courses are not considered by the GOC as correct areas of interest for the new labor movement that the government wishes to construct. This has been an area of conflict and has limited the effectiveness of the courses that AIFLD has wished to carry out. Still, demands for AIFLD assistance far outstrip the resources that AIFLD commands.

Since the AIFLD concept of what a labor union should be still conflicts with GOC attitudes, until these reconciled EOPS indicators will have to be lowered.

#### 19. GOAL AND SUBGOAL

"1. Democratic organizations playing an active role in the development process.

2. Maintenance of a free, democratic and political non-aligned trade union movement in Chile".

While more and more union leaders have become sharply critical of the GOC labor policy, the AIFLD representative reports that authorities have become more open and at times even receptive to this criticism. The Labor Minister has met frequently with a much wider spectrum of leaders. The "Group of Ten", a group of Christian Democrat Labor leaders, which now numbers "25", has demonstrated increased capacity to channel general discontent into pragmatic union action. The result has been doubling of its membership and a growing influence in many rank and file

organizations of other labor centers. Political and ideological interference continues instigated by both the left and right. The fact that efforts of democratic union leaders to promote legislation that allows for their independence have not been successful has assisted opponents of democratic labor to impede the strengthening of democratic unions. AIFLD has continually supported and strengthened democratic unions and as a result has received increased criticism from the right and the left within the union movement. The increased visibility of AIFLD greatly increased understanding and sympathy for its principles. This can be seen by the number of new organizations and leaders participating in AIFLD programs.

20. BENEFICIARIES

Are principally blue collar workers and clerical workers in Chile.

21. UNPLANNED EFFECTS

The increased scope of AIFLD contacts, within the union movement with government, management and communications sectors has provided invaluable assistance in resolving the political problems. AIFLD influence has provided a notable stimulus to a healthy debate over the future role of unions including most of the influential groups within the Chilean society.

22. LESSONS LEARNED

The development of technically sound, well funded programs which run counter to prevailing philosophical or policy guidelines of a government is feasible. Moreover, such programs can, by offering a highly visible alternative, produce changes and reconsiderations which go far beyond the project's own scope. An essential element for success of this type of effort is the staunch and continuing support for the project by respected internal and external elements and an absence of repressive political action.

23. REMARKS

Although the assumptions and the EOPS cited above proved unrealistically high, current knowledge of GOC labor plans is still

too fragmentary to insure the validity of any changes at this time. It is recommended that any change be made after the effects of the June 30th changes in labor policy are felt.