

PROJECT APPRAISAL REPORT (PAR)

PAGE 1

1. PROJECT NO. 525-15-460-118	2. PAR FOR PERIOD: 4/74 TO 3/76	3. COUNTRY Panama	4. PAR SERIAL NO. 76-1
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5. PROJECT TITLE
Manpower and Labor Development (AIFLD)

6. PROJECT DURATION: Began FY 65 Ends FY _____	7. DATE LATEST PROP	8. DATE LATEST PIP None	9. DATE PRIOR PAR April 74
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10. U.S. FUNDING	a. Cumulative Obligation Thru Prior FY: \$ 914,000	b. Current FY Estimated Budget: \$ 132,000	c. Estimated Budget to completion After Current FY: \$
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11. KEY ACTION AGENTS (Contractor, Participating Agency or Voluntary Agency)

a. NAME American Institute for Free Labor Development (AIFLD)	b. CONTRACT, PASA OR VOL. AG. NO. AID/1a-c-73-10 (Regional Contract)
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I. NEW ACTIONS PROPOSED AND REQUESTED AS A RESULT OF THIS EVALUATION

A. ACTION (X)			B. LIST OF ACTIONS	C. PROPOSED ACTION COMPLETION DATE
USAID	AID/W	HOST		
	X		Data requested above in items 6, 7, and 10c should be provided by AID/W.	

D. REPLANNING REQUIRES						E. DATE OF MISSION REVIEW	
REVISED OR NEW:	<input type="checkbox"/> PROP	<input type="checkbox"/> PIP	<input type="checkbox"/> PRO AG	<input type="checkbox"/> PIO/T	<input type="checkbox"/> PIO/C	<input type="checkbox"/> PIO/P	March, 1976

PROJECT MANAGER: TYPED NAME, SIGNED INITIALS AND DATE Barry Burnett <i>BSB</i> 3/8/76	MISSION DIRECTOR: TYPED NAME, SIGNED INITIALS AND DATE Irving Tragen <i>Irving Tragen</i> 3/12/76
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AID 1020-25 (10-70) PAGE 2 PAR	PROJECT NO. 525-15-460-118	PAR PERIOD: TO 3/76	COUNTRY Panama	PAR SERIAL NO. 76-1
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II. PERFORMANCE OF KEY INPUTS AND ACTION AGENTS

A. INPUT OR ACTION AGENT CONTRACTOR, PARTICIPATING AGENCY OR VOLUNTARY AGENCY	B. PERFORMANCE AGAINST PLAN							C. IMPORTANCE FOR ACHIEVING PROJECT PURPOSE (X)					
	UNSATISFACTORY		SATISFACTORY			OUTSTANDING		LOW			MEDIUM		HIGH
	1	2	3	4	5	6	7	1	2	3	4	5	
1. /IFLD					X							X	
2.													
3.													

Comment on key factors determining rating

1. Relationship with CTRP very good.
2. Relationship with Ministry of Labor satisfactory.
3. Reporting timely and comprehensive.
4. Actual number of courses/scholarships provided averaged 33% less than levels planned.
5. /IFLD supported courses designed and executed by CTRP are satisfactory in terms of substance and utility.

4. PARTICIPANT TRAINING					X						X		
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Comment on key factors determining rating

Of 23 Front Royal participants, funded by /IFLD during the reporting period, 22 have remained in their unions, 19 are active, 13 are members of their respective executive committee, and 10 have utilized the specialized training.

5. COMMODITIES				X				X					
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Comment on key factors determining rating

Limited excess property has been made available.

6. COOPERATING COUNTRY	a. PERSONNEL					X								X
	b. OTHER					X								X

Comment on key factors determining rating

- a. At CTRP level, Secretary General very effective, Executive Board generally acceptable. At the Federation and Union levels, leadership of mixed caliber.
- b. CTRP relations with GOP are satisfactory. Ministry of Labor has not interpreted Article 71 of the 1972 Constitution of Panama in such a way as to preclude /IFLD's activities in the country.

7. OTHER DONORS	GOP (Ministry of Labor)								X				
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(See Next Page for Comments on Other Donors)

II. 7. Continued: Comment on key factors determining rating of Other Donors

The Ministry of Labor contributes a sum of money annually to labor education institutes through partial rebate of payroll tax based on numbers trained. In CY 75, first full year of tax, CTRP received payment of \$14,000 in this way. Funds are to be utilized by CTRP in acquisition of more suitable premises for Confederation and INEL ^{6/} educational activities.

III. KEY OUTPUT INDICATORS AND TARGETS

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		TARGETS (Percentage/Rate/Amount)					END OF PROJECT ^{5/}
		CUMULATIVE PRIOR FY ^{1/}	CURRENT FY ^{2/}		FY ^{3/}	FY ^{4/}	
			TO DATE ¹	TO END			
1. Strengthen Democratic Trade Union Movement	PLANNED	23	11	12	35	35	210
	ACTUAL PERFORMANCE	16	6				
	REPLANNED			-	-	-	-
b. ITS specialized courses.	PLANNED	5	2	2	2	2	17
	ACTUAL PERFORMANCE	3	2				
	REPLANNED			-	-	-	-
c. Front Royal Scholarships.	PLANNED	5	8	8	2	2	23
	ACTUAL PERFORMANCE	4	7				
	REPLANNED			-	-	-	-
	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED						
B. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS		COMMENT:					
1.		^{1/} 4/1/74 - 3/31/75 ^{2/} 4/1/75 - 3/31/76 ^{3/} 4/1/76 - 3/31/77					
2.		COMMENT: ^{4/} 4/1/77 - 3/31/78 ^{5/} Cumulative through 3/31/81 -- end of current 5 year long term plan.					
3.		COMMENT: ^{6/} Instituto Nacional de Educacion Laboral: educational arm of the CTRP.					

II. 7. Continued: Comment on key factors determining rating of Other Donors

III. KEY OUTPUT INDICATORS AND TARGETS

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		TARGETS (Percentage/Rate/Amount) ^{1/}					
		CUMU- LATIVE PRIOR FY	CURRENT FY		FY ____	FY ____	END OF PROJECT
			TO DATE	TO END			
2. <u>Development of Labor Education Institutes</u>	PLANNED	3	17	17	7	7	65
	a. One and two week courses (basic and intermediate) by INEL	ACTUAL PERFORM- ANCE	3	10			
	REPLANNED			-	-	-	-
b. Front Royal Scholar- ships.	PLANNED	2	0	0	2	2	12
	ACTUAL PERFORM- ANCE	2	0				
	REPLANNED			-	-	-	-
3. <u>Development of Trade Union Service Programs</u>	PLANNED	5	6	6	9	9	56
	a. One and two week courses (basic and intermediate) by INEL	ACTUAL PERFORM- ANCE	1	4			
	REPLANNED			-	-	-	-
b. Front Royal Scholar- ships.	PLANNED	2	0	0	1	1	7
	ACTUAL PERFORM- ANCE	1	0				
	REPLANNED			-	-	-	-
B. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS		COMMENT:					
1.		^{1/} Footnotes 1 through 5 on P. 3 also applicable here.					
2.		COMMENT:					
3.		COMMENT:					

AID 1080-25 (10-70) PAGE 4 PAR	PROJECT NO. 525-15-460-118	PAR FOR PERIOD: 4/74 to 3/76	COUNTRY Panama	PAR SERIAL NO. 76-1
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IV. PROJECT PURPOSE

1. Statement of purpose as currently envisaged.

2. Same as in PRO? YES NO

To develop a responsible, financially independent, free trade union movement representative of the workers of Panama and effectively working to improve their standard of living.

a. 1. Conditions which will exist when above purpose is achieved.	2. Evidence to date of progress toward these conditions.
<p>By the end of CY 1980:</p> <ol style="list-style-type: none"> 1. There will be 50,000 Panamanian workers affiliated to democratic labor unions and paying dues sufficient to guarantee the continued growth of these institutions. 2. 50% of all unions will be affiliated to the democratic confederation. 3. 40,000 workers will have benefits and rights guaranteed by collective bargaining contracts or specific written commitments by employers or government. 	<ol style="list-style-type: none"> 1. There are presently 30,000 workers (25,000 - CTRP; 5,000 - Independent) affiliated to democratic labor unions. Over 90% pay dues to their respective unions. Average monthly dues payment approximately \$2.00. 2. Currently, approximately 30% of Panamanian labor unions affiliated to democratic confederations. 3. Approximately 23,000 workers (affiliated with CTRP or Independent) are covered by negotiated contracts.

V. PROGRAMMING GOAL

A. Statement of Programming Goal

Strengthening the democratic labor union movement so that it may participate more effectively in the political and socio-economic development of Panama.

B. Will the achievement of the project purpose make a significant contribution to the programming goal, given the magnitude of the national problem? Cite evidence.

Yes, the stronger the democratic labor union movement, the greater its capacity for participating in and contributing to Panama's development.

1/ Non-democratic confederations and non-democratic independent union sector have proliferation of small unions.

AID 1000-28 (10-70) PAGE 4/PAR	PROJECT NO. 525-15-460-118	PAR FOR PERIOD: 4/74 to 3/76	COUNTRY Panama	PAR SERIAL NO. 76-1
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IV. PROJECT PURPOSE

A. 1. Statement of purpose as currently envisaged.

2. Same as in PROP? YES NO

B. 1. Conditions which will exist when above purpose is achieved.	2. Evidence to date of progress toward these conditions.
<p>4. The CTRP will have a self-supporting labor institute conducting all basic trade union education courses.</p> <p>5. Local unions and federation level labor chapters of the CTRP Education Institute will be carrying out their own trade union education program, complementing those of CTRP.</p>	<p>4. Since April 1973, INEL and federations have been carrying out their own basic courses with AIFLD financial and technical assistance. Prior to this time, the courses were under AIFLD's direct supervision and control. Panamanian labor movement finances about 25% of instructor costs for CTRP education program as well as all clausura costs of seminars. 90% of "lost time" costs associated with training programs are covered by contracts negotiated with CTRP assistance.</p> <p>5. Five of eleven CTRP federations sponsor basic trade union education courses. Twelve basic seminars and five residential intermediate seminars were held in 1975 and financed by these federations.</p>

V. PROGRAMMING GOAL

A. Statement of Programming Goal

B. Will the achievement of the project purpose make a significant contribution to the programming goal, given the magnitude of the national problem? Cite evidence.

AIFLD FORM 10-76 PARTIAL PAR	PROJECT NO. 525-15-460-118	PAR FOR PERIOD: 4/74 to 3/76	COUNTRY Panama	PAR SERVICE NO. 76-1
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IV: PROJECT PURPOSE

1. 1. Essential purpose as currently envisaged.

2. Same as in PROP?

Yes No

1. Conditions which will exist when above purpose is achieved.	2. Evidence to date of progress toward these conditions:
<p>6. There will be 50 new union-sponsored savings and loans cooperatives organized.</p> <p>7. A workers' bank or national confederation of savings and loans cooperatives will have been started.</p>	<p>6. Six savings and loan cooperatives are currently operating. At least five additional such cooperatives are expected to be organized during 1976-1977 contract year.</p> <p>7. During the next year, AIFLD will finance a feasibility study regarding the formation of a workers' bank or, alternatively, a national confederation of savings and loans cooperatives.</p>

V. PROGRAMMING GOAL

A. Statement of Programming Goal

B. Will the achievement of the project purpose make a significant contribution to the programming goal, given the magnitude of the national problem? Cite evidence.