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526009800/501
PD-AAH-214

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CLASSIFICATION

PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE LABOR DEVELOPMENT 526-009800/501			2. PROJECT NUMBER	3. MISSION/AID/W OFFICE USAID/PARAGUAY
5. KEY PROJECT IMPLEMENTATION DATES			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) 80-3	
A. First PRO-AG or Equivalent FY	B. Final Obligation Expected FY	C. Final Input Delivery FY	<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION	
6. ESTIMATED PROJECT FUNDING			7. PERIOD COVERED BY EVALUATION	
A. Total \$			From (month/yr.) April 1979	
B. U.S. \$			To (month/yr.) March 1980	
			Date of Evaluation Review May 7, 1980	

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., sirgram, SPAR, PIO, which will present detailed request.)

B. NAME OF OFFICER RESPONSIBLE FOR ACTION

C. DATE ACTION TO BE COMPLETED

- | | | |
|--|----------|----------------|
| 1. AIFLD/P should assist the local labor organizations to improve their statistical records and initiate a systematic collection of data. If data on certain indicators can not be obtained, these indicators should be changed for more appropriate ones. | Mr. Moya | Continuing |
| 2. AIFLD/P should explore the possibility that AIFLD/W carry out in Paraguay some of the other regionally funded activities listed in Appendix A of the contract. | Mr. Moya | Sept. 30, 1980 |
| 3. Discontinue the preparation of monthly progress reports for USAID/P and substitute these reports with copies of the semi-annual report prepared under the regional contract. | Mr. Moya | Oct. 31, 1980 |

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. Continue Project Without Change
- B. Change Project Design and/or Change Implementation Plan
- C. Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)

W. Oglesby
William Oglesby
Program Officer

12. Mission/AID/W Office Director Approval

Signature *Paul A. Montavon*

Typed Name Paul A. Montavon

Date May 8, 1980

13. SUMMARY

The project continues to carry out all planned educational activities, although there has been a small shortfall in activities in rural areas because of funding problems. There have been some indications that the project is contributing toward the targets established at the purpose and goal levels; however, the magnitude of the progress could not be determined due to the lack of hard data. Despite difficulties stemming from a highly politicized environment, the Ministry of Labor continues to accept the AIFLD program and interference has practically been non-existent.

14. EVALUATION METHODOLOGY

The review was carried out by the Mission Evaluation Officer through a series of meetings with the AIFLD/P Program Director and staff. The issues arising from this evaluation were discussed at USAID/P at a meeting with the Mission Director.

15. EXTERNAL FACTORS

Apart from the incident with a campesino group mentioned on page 37 there were no other external factors that have had a significant impact on the project. The GOP, through its Ministry of Labor, continues to accept the project and there are signs of increased receptiveness to AIFLD/P programs among high level government officials.

All assumptions made continue to hold.

16. INPUTS

Project inputs include AIFLD administrative and program costs amounting to \$111,000 financed by A.I.D. under a regional contract. These funds were made available as planned but were not sufficient to cover the cost of the program at the planned level.

Project inputs have remained fairly constant in recent years. Unfortunately if budget allocations (inputs) are deflated by the local cost of living index the purchasing power of these funds have decreased to half of their value since 1977. This situation is aggravated by the fact that the administrative portion of the budget amounted to 92% of the total in 1979, leaving only \$8,800 for defraying program costs which barely covers the most essential costs of the educational activities carried out in Asuncion. It would seem that the budget for Paraguay needs to be revised in order to achieve a more adequate balance between administrative (overhead) costs and program expenses.

No GOP counterpart contributions were ever planned. Nevertheless, the CPT contributes with some office supplies used for the courses and the labor movement continues to provide the free services of its leaders as instructors.

17. OUTPUTS

Progress toward achievement of project outputs has been as follows:

	<u>Planned Outputs</u> (courses/participants)	<u>Actual Progress</u> 4/1/79 - 3/31/80
1. 4 week basic courses	2/50	2/50
2. 6 week intermediate courses	1/25	1/29
3. 10 week advanced courses	1/35	1/26
4. 1 week interior basic course	10/400	6/304
5. 3 day conferences	2/80	-
6. 3 week special seminar	3/75	3/68
7. 1 day national meetings	1/120	1/31
8. leaders trained in the U.S. or third countries	10	10
9. cooperative courses in rural areas	2	0

As can be noted the project has been able to carry out most of the educational activities planned for Asuncion, with the exception of the 3 day conferences cancelled at the request of the interested unions. The shortfall in the achievement of the planned number of courses in the interior (1 week basic and cooperative courses) has been due to the lack of financial resources on the part of AIFLD/P.

There is an increasing demand for courses. It is interesting to note that in addition to the planned activities the AIFLD staff has been requested to carry out four special seminars for four different unions and to organize a series of professional courses for children of union members. In all these cases the program costs were fully defrayed by the respective labor organizations.

18. PURPOSE

The purpose of the project is to develop a stronger democratic trade union movement in urban and rural areas of Paraguay. There are already several indications that some progress is being achieved toward this purpose. For example, for the first time in 20 years the CPT held a meeting of the union delegates with the purpose of strengthening the relations with member unions. A total of 85 of the 156 affiliated unions were present and approved a plan to strengthen unity among the various labor organizations. Top union leaders showed their interest in the over-all labor movement and expressed their concern for workers' problems. The meeting was considered highly beneficial.

Another positive sign is the desire of the CPT to increase union affiliation and to encourage union autonomy. During this year, a group of eight unions and one federation, with its entire leadership formed by AIFLD program graduates, joined together for membership in the National Executive Committee of the CPT. This group is issuing its own newspaper and operates freely.

The progress toward the specific End of Project Status conditions is as follows:

EOPS No. 1: "Strengthened trade union organizations. By 1980 there will be ten new unions formed, five restructured and 3,040 new members added in CPT affiliated unions."

All these targets were exceeded. There has been a total of 15 new trade unions formed, six restructured and a total of 4,200 new members in unions affiliated to the CPT.

EOPS No. 2: "Rural workers incorporated in CPT. A campesino department established by 1981 and 5,000 campesinos affiliated to CPT by 1983."

A campesino department was established at the CPT in 1979. Shortly after its creation this department started working closely with campesino leaders and has been gradually progressing in its operations. In March 1980, however, a group of people assaulted and robbed a public bus in a rural area. In a subsequent shoot out with authorities at least ten people died and officials have recently been taking a close look at all rural organizations. As a result, all CPT programs with campesinos have been interrupted for the time being.

EOPS No. 3: "Percent of key leader positions encumbered by adequately trained personnel:

- a. Confederation 60%
- b. Federation 45%
- c. Unions 30%

About 95% of the leaders at the CPT had been trained by AIFLD, either locally or at Front Royal. No information is available on the training status of the leaders of the unions and federations.

EOPS No. 4: "Increased number of labor leaders from minority parties or political independents. 75% of leaders belong to minority parties or are political independents by 1980."

There is no information available on this indicator and AIFLD officials in Paraguay believe that it should not be responsible for recording this data in view of its sensitive nature.

19. GOAL

The goal of the project, as defined in the logical framework, is to enhance the capability of the Paraguayan trade union movement to improve the workers' social and economic conditions. The contribution toward the achievement of the goal is to be measured by (1) an increase in the total membership under collective agreements, (2) four new collective agreements signed in 1979/80 and (3) the enforcement of laws benefitting organized labor.

Baseline data and progress data available at AIFLD/P on the number of workers covered by collective agreements is not systematically maintained and therefore the figures available during this evaluation are not reliable.

There has been a total of five new collective agreements signed during this period, thus exceeding the established target. Moreover, AIFLD/P believes that there has been a significant improvement in the quality of these agreements in terms of benefits to the workers as the result of improved capability of the union leaders to negotiate the contracts.

No reliable assessment can be made with respect to the enforcement of laws benefitting organized labor.

20. BENEFICIARIES

The direct beneficiaries of this project are mostly blue collar workers from poor homes earning the minimum wages provided by the labor law.

21. UNPLANNED EFFECTS

There have been no significant unplanned effects as a result of this project.

22. LESSONS LEARNED

None.

23. SPECIAL COMMENTS

None.