

**ASSESSMENT REPORT OF THE LO – NORWAY PROGRAM
NAFMOZ: “Strengthening the Trade Union Movement in
Mozambique” through the PROJECTS 2010 – 2014 AND 2015 –
2018 WITH OTM – CS OF MOZAMBIQUE**

Assessment team: Amelia Bazima and Kjeld Jakobsen

2016

Table of Contents

Acknowledgements and acronyms	3
Introduction	6
Assessment methodological approach	7
Current Mozambique and OTM – CS context	7
Labor market, politics and challenges for the unions	9
Assessment content	10
Relevance of the projects 2010 – 2014 and 2015 – 2018	10
Efficiency of the project implementation	12
Project results	14
Participation of women	14
Expenses sponsored by union dues	16
Collective agreements	16
Companies Trade Union Committees	17
Companies and HIV/AIDS	17
Sustainability of LO Norway’s support to OTM – CS	18
External impact of OTM – CS	22
Governance of internal structures	23
Gender and Youth	24
Strengths, weaknesses and risks	26
Suggestions for LO Norway	30
Conclusion and recommendations for OTM – CS	32
Annexes	34

Acknowledgements

The assessment team would like to thank Landsorganisasjonen i Norge (LO – Norway), and Mr. Godfrey Mtindi, for the support on logistics during the assessment and support on the accomplishment of the working program in Mozambique. It enhanced us to interview and get data about the trade union cooperation between LO – Norway and the Organização de Trabalhadores de Moçambique – Central Sindical (OTM – CS)¹. Our sincere appreciation is extended to the Secretary General, to other OTM – CS leaders and to the staff for the accomplishment of the programmed activities in Maputo city, Maputo province as well as in Gaza province.

Acronyms

AEDOM – Associação de Empregados Domésticos de Moçambique (Mozambique Domestic Worker’s Association)

AEIMO – Associação da Economia Informal de Moçambique (Association for Informal Economy of Mozambique)

ANAC – Associação Nacional de Camponeses (National Farmer’s Association)

CCS – Comitê Central de Sindicatos (Central Committee of Trade Unions)

CCT – Comissão Consultiva do Trabalho (Labor Consultative Commission)

CISL – Confederazione Italiana Sindacati Lavoratori (Italian Confederation of Workers Unions)

CNJT – Comitê Nacional da Juventude Trabalhadora (National Committee for Youth Workers)

COMAL – Comissão de Mediação e Arbitragem Laboral (Labor Mediation and Arbitration Commission)

COMUTRA – Comitê da Mulher Trabalhadora (Working Women Committee).

CONSILMO – Confederação dos Sindicatos Livres de Moçambique (Confederation of Free Trade Unions of Mozambique)

CSE – Conselhos Sindicais de Empresas (Companies Trade Union Committees)

¹ From now on we’ll nominate the two organizations respectively as LO and OTM-CS.

CTA – Confederação das Associações Econômicas (Confederation of Economic Associations)

CUT – Central Única dos Trabalhadores (Single Workers Center)²

DEI – Direct External Investments

ECOSIDA – Associação dos Empresários contra o HIV / SIDA (Businesspeople against HIV / AIDS)

FRELIMO – Frente de Libertação de Moçambique (Mozambique Liberation Front)

GDP – Gross Domestic Product

HDI – Human Development Index

HIV / AIDS – Human Immunodeficiency Virus / Acquired Immune Deficiency Syndrome

ILO – International Labour Organization

IMF – International Monetary Fund

INEFP – Instituto Nacional de Emprego e Formação Profissional (National Institute of Employment and Professional Training)

INSS – Instituto Nacional de Segurança Social (National Institute of Social Security)

IPAJ – Instituto de Patrocínio de Assistência Jurídica (Institute of Sponsorship and Legal Assistance)

LO Norway – Norwegian Trade Union Confederation

MDM – Movimento Democrático de Moçambique (Democratic Movement of Mozambique)

NGO – Non Governmental Organization

OTM – CS – Organização dos Trabalhadores de Moçambique – Central Sindical (Workers Organization of Mozambique – Trade Union Center).

PANAF – Pan African cooperation³

RENAMO – Resistência Nacional de Moçambique (Mozambique National Resistance)

² Main Brazilian workers center.

³ Composed by several trade unions, mainly from Europe.

SATUCC – Southern African Trade Union Coordination Council

SINAFP – Sindicato Nacional da Função Pública (Public Function National Union)

SINTAF – Sindicato Nacional dos Trabalhadores da Agricultura, Pecuária e Florestas (Agriculture, Cattle and Forest Worker's National Union)

SINTIA – Sindicato Nacional dos Trabalhadores da Indústria do Açúcar (Sugar Industry Worker's National Union)

SINTIAB – Sindicato Nacional dos Trabalhadores em Alimentação e Bebidas (Food and Beverage Industry Workers National Union)

SINTIC – Sindicato Nacional dos Trabalhadores da Indústria do Cajú (Cashew Industry Worker's National Union)

SNED – Sindicato Nacional dos Empregados Domésticos (Domestic Employees National Union)

ToR – Terms of Reference

1) Introduction.

The evaluators, that included Amélia dos Anjos Bazima, a former politician in Mozambique and former Program Officer of the National Program of Social Dialogue at the local office of the ILO and Kjeld Jakobsen, former leader of the CUT in Brazil and currently a consultant in cooperation and international relations, were hired by the LO to assess its cooperation projects with OTM – CS from 2010 to 2014, already concluded, and from 2015 to 2018, still in progress.

According the ToR of the assessment, the evaluators focused their analysis on the progress achieved by OTM – CS and its affiliated unions on the constitution of a strong, democratic, effective and influential trade union organization through the programs of the two projects offered by LO which aim to increase the union membership in general and particularly the trade union engagement of young workers and women through their higher membership and enforcement of their presence in the governing bodies of the OTM – CS and its unions. Another goal for the LO Cooperation is the consolidation of the financial sustainability of the OTM – CS by increasing trade union dues and rationalizing its internal expenditure. Finally, the projects also aim to increase the number of collective agreements and trade union committees at company levels, promotion of regular meetings of the OTM – CS leadership, strengthening of the OTM – CS performance at the CCT, to strengthen the struggle against child labor in Mozambique and to raise the number of companies with initiatives to reduce the impact of the HIV / AIDS epidemic.

On the assessment report, a special emphasis was given to the cooperation's efficiency, results, sustainability and external impact. Through the identification of strong, weak and risky aspects of the projects and their partners, recommendations were presented for the follow up by the cooperation to achieve the expected results until 2018.

2) Assessment methodological approach

The methodology of the assessment started by studying and reviewing secondary data sent to the assessment team by the International Department of the LO regarding the cooperation projects signed by OTM – CS and LO during the mentioned periods, the political and financial reports presented by OTM – CS, LOs comments on them and the audit reports presented annually by the firm BDO Binder & Co. Mozambique. The main data base that was used to issue comparisons for the assessment was the agreement signed between OTM – CS and LO in 2015⁴ that defined the goals and their indicators and the numbers were collected from the audit reports to confirm or not the achievements.

Based on the information released from those documents and the ToR⁵, a basic questionnaire was created to accomplish a series of interviews with OTM – CS leadership and its staff as well as representatives of the COMUTRA, of the CNJT and of some affiliated unions⁶. The assessment team also interviewed some officials from Mozambican governmental bodies, from other international cooperation partners of OTM – CS and from BDO, the audit company. A visit was held to one of OTM – CS provincial councils in Xai – Xai city in Gaza province.

Finally, in November 11th, the interviewing phase was concluded and feedback given to some members of the Executive Secretariat and staff of the OTM – CS to present our first findings and to listen to their opinions about them.

3) Current Mozambique and OTM – CS context.

Mozambique suffered five centuries of Portuguese colonial domain, ten years of armed struggle for the National Independence (1964-1974), perennial natural catastrophes and a civil war that lasted for 16 years (1976 – 1992) as part of the ideological dispute of the Cold War, which tore apart the economic, social and cultural fabric of Mozambique. The country continues to be one of the poorest in

⁴ Annex 2

⁵ Annex 1

⁶ Annex 3, list of interviewees

the world and currently occupies the 178th position of the Human Development Index (HDI) from a total of 193 countries. The population is estimated at 28,0 million inhabitants in 2016 where life expectancy at birth is 53,1 years, illiteracy rate is of 41,2%, and 11,5% of the population aged from 15 – 49 are HIV positive. Mozambique experiences severe malaria and the illness is responsible for 29% of the death cases in the country.

After Independence in 1975, the country adopted a socialist oriented policy. This was, however, left behind already in 1987, when it submitted to negotiation of its external debts with the IMF and the World Bank, in exchange of the adoption of a Structural Adjustment Program and of neoliberal economic reforms with serious social impacts despite of the improvements of Mozambique's economic growth.

Between 2004 and 2014, Mozambique's GDP grew to around 7 – 8% a year, a rate that was predicted to fall in 2016 to 3 – 4%, while the inflation rate, which was stable in one digit until 2015, increased tremendously at the end of 2016, partly because of the devaluation of almost 100% of the local currency (Metical). The dependence of the imports of many essential goods therefore means an increase in the cost of living as products for daily consumption and use become much more expensive. Mozambique's exchange rate is one of the most liberalized in Africa and, in November, 2016, one US Dollar was exchanged for about 70,00 Meticais.

Another challenge for the economy is the existence of a “secret debt” of nearly US\$ 1,4 billion, equivalent to almost 10% of the country's GDP.⁷ Information on this debt was revealed in 2016. Its financial charges, added to former debt obligations and the reduction of FDI since 2015, will create a strain on the country's fiscal area and may reduce the expectations for economic growth in the coming years.

The reduced FDIs, have in the last years mainly been directed to the food, mining and energy sectors, particularly to the exploitation of natural gas. Thus,

⁷ <http://www.worldbank.org/pt/country/mozambique/overview>

FDI and International Development Cooperation will continue to represent important vectors of Mozambique's economy and presenting important areas for trade union activities by the establishment of some qualified niches in the labor market. However, as shown before by the HDI, Mozambique is one of the poorest countries in the world, what is also confirmed by the GDP per Capita of only US\$ 509.00, as predicted in 2016, despite of the long period of economic growth.

The labor market, politics and challenges for the Trade Unions

Another feature that reinforces the perception of the country's poverty, is the configuration of the labor market where 80% of the labor force work is in agriculture and mainly subsistence. Despite some importance of the FDIs in the economic activity, it adds low economic value and formal employability, contributing to high labor informality in Mozambique. Industry and services respond to the remaining 20% of the labor force. According the Ministry of Industry and Commerce, 78% of the companies in the country in all sectors are small and medium ones and in the industrial sector they represent 97,4 % of the shops, which also contribute to the informality. The latter employs 67% of the industrial workers and beyond that, the official rate of unemployment is 23% in average and up to 60% among young people. It is difficult to precisely measure the unemployment rate in such an unstructured labor market.

With this background, workers and their unions face challenges that include constant violation of labor and trade union rights; closure of many companies and massive workers' dismissals; most workers from different sectors just earn minimum wages, not enough to cover the increasing living cost; precarious labor contracts, particularly the abuse of short-term contracts for permanent jobs and, finally, delays in the process of legalization of the SINAFP and its right to freely organize.

OTM – CS is the largest trade union center in Mozambique with 16 affiliated unions and one association, AEIMO. There is another center, CONSILMO with three affiliated unions and there are also two independent unions, the teachers

and the journalists. OTM – CS's goal is to promote social justice, such as the struggle for workers' rights and interests as well as for the improvement of the quality of living quality for the workers and their families in the frame of the decent labor agenda proposed by ILO. However, as we will discuss further in the report, the trade union density in Mozambique is very low.

OTM – CS was strongly linked to the FRELIMO government in the past, but now stands for a more autonomous and independent position. On the contrary of what the former status may suggest, just a few union cadres were absorbed by the State. Now there is a member of the executive committee of OTM – CS, Francisco Mazoio, who is the President of the Governing Body of the INSS, having played a fundamental role to modernize the institution and eradicate corruption.

The first legislative and presidential elections with multiparty participation were held in 1994. The fourth President of the Republic elected in 2014 is Felipe Nyusi. FRELIMO won the elections by 57% of the votes at this last election. On the second placed was RENAMO⁸ with 36,6% of the votes, the MDM got 6,3% and the three parties have presence in Parliament. RENAMO, as the main opposition party, has threatened to restart the armed struggle to press the government for concessions, which could add an extra burden to the already existing social and economic problems.

4) Assessment content:

4.1. Relevance of the projects 2010 – 2014 and 2015 – 2018.

LO's trade union cooperation with OTM – CS started in 1988, thus having lasted for 28 years. Along this time, it has become the strongest external support for Mozambique's biggest trade union center and its affiliates, not only financing the activities foreseen in the cooperation projects but also other institutional

⁸ RENAMO started the already mentioned civil war with South-African support in 1976.

expenses not related to them, as will be appointed further in the report. However, in 2010 and again in 2015, a more highlighted focus was agreed to enforce OTM – CS's financial and political sustainability and the Norwegian cooperation increased its relevance by supporting activities under five main guidelines:

1. To increase the union membership in general and particularly the trade union engagement of young workers and women through membership recruitment and enforcement of their presence in the governing bodies of the OTM – CS and its unions.
2. Consolidation of the financial sustainability of the OTM – CS by increasing trade union dues, rationalization of its internal expenditure and mergers of smaller unions into bigger ones.
3. To increase the number of collective agreements and trade union committees at company levels as well as to raise the number of companies with initiatives facing the HIV / AIDS epidemic.
4. Promotion of regular meetings of the OTM – CS leadership and strengthening of the OTM – CS external influence particularly through its performance at the CCT.
5. Strengthening of the struggle against child labor in Mozambique.

The LO support is provided through the financing of advocacy, training of trade union negotiators and members of the companies' trade union committees, activities of COMUTRA and the CNJT as well as the recruitment and organization of new trade union affiliates. However, as we will see it further when analyzing the accomplishment of the projects and their performance levels, the entire international cooperation still sponsors at least 50% of OTM – CS institutional costs and in the case of LO, at least 50% of its contribution also cover institutional expenses. Even so, there is a positive improvement regarding the achievement of important parts of the guidelines as shown in the following.

4.2. Efficiency of the project implementation.

There are difficulties to assess the efficiency of the activities foreseen in the projects due to lack of clarity of the reports issued by OTM – CS between 2010

and 2015. They are mostly generic on the description of the achieved results, including the positive aspects. That can be verified, for instance, in the report of 2015 results, where it is referred that “*growth, in terms of members of the affiliated national unions was about 8%*” without clarifying how many members were there in 2014 and how many were recruited in 2015. It’s the same situation when reported that “*16 trade union trainings at several levels and themes were promoted, benefiting about 390 trade unionists*” not mentioning the content of the trainings and composition of the aimed public. This kind of reporting makes it very hard to compare results with projected goals.⁹ The reports are presenting outputs, and this presents a huge challenge to capture impact in terms of qualitative change at outcome levels.

Nevertheless, on assessing the general financial aspects, it became clear that during the five years of the project 2010 – 2014, LO contributed roughly with US\$ 836,784.00 to OTM – CS, representing an average of US\$ 167,357.00 per year and for the following project for the period 2015 – 2018, the contribution was US\$ 251,348.00, representing an average of US\$ US\$ 125,674.00 per year between 2015 and 2016. During that period of seven years’ cooperation, LO has been, from a financial point of view, the main sponsor of OTM – CS and has provided a fundamental institutional support for its functioning. The local resources – union dues, governmental subsidies, rental income from properties and profit of the Kassuende Hotel – represent almost half of OTM – CS annual income, not enough to cover all its needs while the contributions from LO covered an average of 23% of the total expenses every year.

As a base for the discussion about financial efficiency of the projects, the evaluators used data from 2014 and 2015 extracted from the BDO audit reports to firstly assess the relation of the expenses with trade union activities versus resources remitted by LO and other cooperation partners and, secondly, to conduct comparison between the costs of trainees sponsored by LO, PANAF and by the Italian CISL.

⁹ Report by the results from 2015 – Cooperation OTM – CS and LO Norway

For these two years, LO contributed with MT 5.803.849,00 in 2014 and MT 5.427.130,00 in 2015 while the expenses with trade union activities (seminars, congresses, project employees' wages, traveling, transport, economic assistance, publicity and communication) were, respectively, responsible for MT 5.493.981,00 and for MT 10.798.436,00 each year. Whereas OTM – CS received MT 13.364.968,00 in 2014 and MT 18.301.584,00 in 2015 from all cooperation partners¹⁰, including LO, the expenses for trade union activities represented 41,1% of the total amount of resources from international cooperation received in 2014 and 59,0% in 2015 resulting in an average of 50% over the two years.

Though the proportion has improved in 2015, an expressive part of the cooperation resources still covers other institutional expenses like employees' and leaders' wages and other administrative expenses of which within the context of the expected goals of the two projects to build a strong, effective and influent unionism is not efficient enough.

About the costs on training activities by person with workers affiliated to OTM – CS, the assessment verified and deduced that CISL held regional seminars for US\$ 28.00 per participant, while OTM – CS held national seminars for US\$ 59.00 per participant and regional seminars for US\$ 70.00 per participant, while PANAF held seminars that costed US\$ 107.00 per participant, which shows that the activities held by OTM – CS are financially efficient on what relates to costs and benefits¹¹.

5. Project results.

¹⁰ There have been changes during the time but they are ILO, SAPU (South Africa), FAN and 3F (Denmark), ACILS (USA) and the American Center, CEFOSAP (Portugal), CUT (Brazil), Street Net International, SASK (Finland), MFefpv and Commission des Communautés (European Union).

¹¹ The cost calculation by participant is: total cost (US\$)/Number of participants x Number of seminar days. In the case of CISL, it is about a four-days activity with 45 participants, where the latter reduced the cost per capita.

The assessment of the results was done by the comparison between the results achieved by the 2010 – 2014 project and those achieved so far by the 2015 – 2018 project and the goals agreed between OTM – CS and LO in the 2015 Annex.

Parallel to the indicators' assessment, the evaluators also looked to political facts that could appoint to what extent the OTM – CS' influence has grown with support of the LOs cooperation.

Participation of 80% of women in the affiliated unions and the participation of 30% of women in the leadership of OTM – CS at different levels

According the report of the III Session of the CCS held in 2016, there are 253.817 workers, 197.996 men and 56.390 women (28%), represented by OTM – CSs affiliated unions and their membership is composed by 146.411 workers (58%). Out of these, 21% are women resulting 30.746 members¹².

To achieve the goal of 80% female participation in the unions, it means that from a total figure of 45.112 affiliated women there is need to recruit 14.403 new female members until 2018. Some reports of OTM – CS present the data of the union's recruitment growth of 3% to 5% annually, more information will be provided about that later in this report, however, from the results achieved so far, it is perceived that realistically, it will be difficult for the unions to achieve this goal during the proposed timing.

However, there is room for recruitment of a higher number of female union members because the effective participation of women in the Mozambican labor

¹² The workers represented by the unions in Mozambique are of three levels: those just represented and covered by the collective agreement, those who are affiliated to the unions and those who beyond affiliation also pay regularly their trade union dues.

market is 61%, including the informal sector, and the male participation is 78%¹³.

On the other hand, the goal of 30% women participation in OTM – CSs governing bodies is stalled since the VI Congress in 2012. The main body after the National Congresses is the CCS composed by 67 members and 22 of them (33%) are women. Its Executive Committee is composed by 22 members but the female participation there is five members (25%). There is one woman among the three members of the Supervisory Board (33%), four women out of ten Provincial Executive Secretaries (40%), two women among the six members of the CCT (33%) but only three Secretary Generals of the 16 OTM – CSs' affiliated unions are women (19%) as well as there is only one woman among the four members of the OTM – CS Executive Secretariat (25%).

Among the bodies with less than 30% female participation it seems more feasible to change the situation of the CCS Executive Committee to raise the number of women from five to at least seven members and so achieving 32%. It seems harder to change the situation of the Executive Secretariat of four members, among them one woman, even with the need of only one more female member to achieve 50%, because of political and cultural reasons. On the existent unions, to achieve 30% participation it would be necessary at least two more elected women to chair them, but that depends more on the unions than on the OTM – CS.

So far, an important step would be COMUTRA enforcing the campaign for women empowerment as one of its own priority initiatives looking forward to the VII National Congress to be held in 2018.

At least 10% of the expenses sponsored by union dues

That is a feasible goal, considering the assessment of the relation between union dues and OTM – CS expenses, as shown in the picture below:

¹³ World Bank report on Mozambique, 2010.

Table 1. Trade Union Dues covering OTMs annual expenses.

Year	2012	2013	2014	2015
Expenses (Mt)	27.630.015,00	25.127.019,00	24.030.884,00	25.992.690,00
Dues (Mt)	840.992,00	876.168,00	1.124.847,00	1.896.512,00
Relation (%)	3,04	3,5	4,7	7,3

Source: BDO Binder & Co Mozambique reports.

On that picture, there was an average growth of the union dues paid to OTM – CS of 35% a year that, if maintained, will allow the agreed goal to be achieved and the average annual growth of the percentage relation of the dues to the expenses between 2012 and 2015 was of 1,4% a year, that projects a result above 10% already in 2017.

At least 30% of the companies with collective agreements

On that aspect, there is an informational contradiction, because according the report of the CCS from 2015 and reaffirmed to the evaluators by OTM – CS Secretary General, Alexandre Munguambe, there are 5.440 collective agreements within a universe of 15.234 companies where the affiliated unions are engaged, the so called “controlled companies”, which would represent around 32% of them. In the 2015 Annex, the number mentioned is 17% out of 11,787 agreements.

The 32% figure was reaffirmed by OTM – CS officers while issuing comments on the evaluators draft report meaning that the target agreed with the LO in 2015 was already achieved in 2016.

At least 20% of the controlled companies with Companies Trade Union Committees (CSE)

Collective bargaining is the core activity of trade unions in any country in the world and that is where many trade union centers, like OTM – CS, have low

incidence, because usually it's the unions that have the monopoly to negotiate contracts with the companies.

Therefore, the CSEs play a strategic role in the Mozambican trade union structure because they are the labor representatives at the shop floor and they are legalized. They could at least give an important push for the recruitment of new union members, for the strengthening of the collective bargaining and for the company engagement to tackle the epidemic of HIV / AIDS.

However, according to OTM – CS data, there are only 1.565 of them which means that roughly 10% of the controlled companies have CSEs. To achieve 20% of controlled companies until 2018 means to double the presence of those organizations in two years which is not realistic.

Having from 4 to 5 members in each committee, it provides an important audience for strategic trade union training of more than 6,000 union activists at the present. The LO and OTM – CS agreement also foresees the training of 80% of the CSEs members until 2018 meaning 2.400 trainees a year. Whereas the OTM – CS reported having afforded different training programs for maximum 448 people in 2015, it is clear that this goal is not realistic too.

At least 20% of the companies have policies to deal with HIV / AIDS

HIV / AIDS is an epidemic that has already infected about 1.8 million Mozambicans, equivalent to 11.5% of the country's inhabitants. An estimated 90% of the infections are from heterosexual relationships. An estimated 120,000 new infections occur annually. The Ministry of Labor, Employment and Social Safety has promoted a policy of prevention, non-discrimination, equal treatment, confidentiality and quality medical care to be applied in each and every company in Mozambique.

OTM – CS supports this policy and has provided training to its members with support from international cooperation, such as in 2012, when 63 educators conducted 43 training sessions involving 1067 female and 465 male workers.

Some companies have also been part through their own initiatives or through ECOSIDA, which today brings together 81 companies, including some important multinationals that OTM – CS unions cooperate with on responding to the epidemic.

According to the report of the CCS of 2015, there were 686 companies engaged in policies to fight HIV / AIDS and 414 of them effectively were assisting HIV - positive people. Among the unions, 11 had active policies in the face of the epidemic. The agreement between LO and OTM – CS on HIV / AIDS cooperation implies creating prevention policies in 20% of the controlled companies, which would represent roughly 2.400 new ones until 2018. It seems to be a high number that would only become feasible if government and business cooperate. Nevertheless, the OTM – CS could try to engage the five missing unions in the campaign.

6. Sustainability of LO Norway support to OTM – CS.

In Mozambique, a country still experiencing many difficulties, LO's goal is to contribute to turn OTM – CS into a strong, financially viable, influential and independent union. One of the key elements in ensuring the sustainability of this objective is to create a representative and willing base of workers to contribute financially to the maintenance of their unions to defend their immediate rights and interests as professional groups, as well as the structure of their national trade union center to defend their rights and interests as a working class.

In our view, OTM – CS is becoming politically sustainable, but it is still far from becoming financially self-reliant without the current external support, even though meeting the goals of increasing dues collection as they have been doing. So, whereas after 28 years of LO Norway's cooperation, the OTM – CS still needs to apply 50% of the cooperation resources for institutional support, the cooperation itself lacks sustainability. Although corrections introduced since 2010 contribute towards improvement, more adjustments are needed as we'll present in the recommendations.

The unions are the vertical trade union structure and are responsible for setting up CSEs, recruiting new members, organizing campaigns against HIV / AIDS at the workplace, reporting on child labor and conducting collective bargaining. The horizontal structure, meaning OTM – CS headquarters, its Provincial Councils and the district delegates are responsible for representing all the workers before the government in the three spheres and its instances such as CCT, INSS and Ministries, negotiate minimum wages, represent workers before the CTA and other business entities, organize national trade union campaigns, organize training programs and give support to COMUTRA and CNTJ.

Currently, the affiliated unions contribute with 3.5% of their revenue to OTM – CS and redistribute the remaining 96.5% internally for application in their own organization. OTM – CS, on the other hand, transfers 60% of the collected dues to the Provincial Councils which also get the rents of the local properties belonging to OTM – CS. Considering the role of the national trade union center and the costs involved, another model of the share of the dues collected by the unions might be necessary and we'll recommend later in this report.

The report of the III Session of the CCS informs the number of workers represented by the unions and how many are affiliated to the unions. However, the affiliated workers that pay their dues regularly to the unions is just 57% of them according the BDO auditor's report only mentioning 83,140 members declared for dues payment in 2015.

The minimum contribution of the affiliated unions would be the payment on behalf of 2,500 members which in 2013 meant 30,000.00 MT; 37,500.00 MT in 2014 and 60,000.00 MT in 2015 improving the dues collection of OTM – CS as shown in Table 1 of the assessment report. However, the Table 5 - "Comparative Map of Quota Charges Between 2013 and 2015" of the report presented by OTM – CS Department of Finance to subsidize the visit of the evaluators, shows that half of the affiliated unions in 2013 declared to have the minimum membership figure of 2,500 and six of them maintained this number in 2014 and 2015. In this table, there was a growth of 74,162 contributing

members in 2013 to 81,536 in 2014 (9.94%). In 2015, only one union, SINTIAB, changed its membership from 4,000 in 2014 to 4,776 in 2015. All the others maintained the same numbers as in 2014. Thus, the growth in the number of unionized workers in 2015 was only 0.91%. These figures would represent an average annual increase of 3.6% in the number of union members and contributors for the period from 2013 to 2015.

However, there is an explanation for this situation received through the comments of OTM – CS on the draft assessment report that the maintenance of the minimum paying membership was a way to guarantee that all unions at least would pay a minimal contribution.

Thus, the statements in the annual OTM – CS reports that mention a 6% growth of union membership in 2011 compared to 2010 and of 6% in 2012 compared to 2011 can only be treated as estimates, because they contradict to the latter and do not clarify the starting point of the indicators and the number of new unionized workers. At the same time, the financial contribution should also grow proportionally to these figures and as shown before, which is not the case.

Anyhow, the 10% growth in union membership was only achieved in 2014 compared to 2013 through the growth of dues paying members. That shows it to be a difficult target to meet, especially until a reliable and agile information system is in place with the unions on the number of controlled companies and their employees as well as the number of union affiliates and paying members.

The completion of the implementation of a more effective control system on trade union organizational data, as informed, will happen in 2017. Likewise, the training of 34 OTM – CS employees to handle administrative and financial issues was scheduled to take place in December 2016.

To make OTM – CS financially sustainable, it's necessary to enforce and increase the dues paying membership in real terms annually. However,

independent of the targets agreed between LO and OTM – CS, there is no clear mention about the strategy to be applied to achieve it.

The human resources situation has advanced a great deal as result of the OTM – CS congressional decision to adapt its staff to its economic reality and LO's willingness to reallocate part of the cooperation resources to compensate the dismissed employees. According the data submitted by OTM – CSs' Administrative and Finance Department to the evaluators, the total human resources framework for the year 2016 would end with 25 elected officials and 56 staff members making up a total of 81 people, 32% women and 68% men, paid by the OTM – CS. The distribution of human resources between OTM – CS National Headquarters and the Provinces is the ratio of 21 staff members and 6 elected officials at the headquarters and 35 staff members and 19 elected officials distributed across the ten provinces.

The intention is to continue with the Staff Reform Program in 2017, but the ideal would be to complete it as soon as possible, as insecurity about who will continue and who will be dismissed creates instability at the workplace. For now, as the reform implies indemnity expenses, it is not yet possible to identify the real impact it may have had on OTM – CS accounts.

As recognized by several OTM – CS statements, it's also necessary to continue rationalizing the resources by mergers of unions in the branches which are more closely related to each other, such as the different agriculture unions, and those in services. It points to the possibility of reducing the current 16 unions to 14 in a short period. We didn't really hear many comments about this issue during the interviews but only at the meeting with the president of the SINTAF, André Manjate. He said that they will discuss the merger between his union, SINTIC and the SINTIA in their respective congresses to be held in 2017. Nevertheless, he also mentioned that the biggest problem is always political, because all the participants are concerned in maintaining the prestige of their unions and their political influence.

Another possibility is the merger of the SINED with the AEDOM which will not contribute to the reduction of the number of unions but to the strengthening of the organization of domestic workers.

Some bigger companies more recently inaugurated in the country in sectors like construction, mining and transports, normally have their workers represented by unions affiliated to CONSILMO, albeit some workers have looked for OTM – CS to represent them and others have created independent unions, such as the Tebe's extractive workers' union. To get into those economic sectors would be strategic for the OTM – CS growth as well as accepting the affiliation of the Free and Solidarity Workers National Union from Mozambique a kind of self-employed workers' organization.

e) External impact of OTM – CS and its ability to represent workers to institutions such as the CCT. Has the project improved the performance of OTM – CS to increase the "voice" of the workers?

The ability of OTM – CS to represent workers in different governmental and private institutions has greatly improved. There are several concrete results that do not appear or are not clearly reflected in its reports to LO about the annual minimum wage negotiations, employment legislation, vocational training and the assumption of institutional responsibilities. The achievements include the following

- Although low, according international standards, minimum wages in Mozambique have been rising responding to the inflation due to the influence of OTM – CS and its unions.
- OTM – CS proposals and recommendations for the National Employment Policy were incorporated in October, 2016.
- OTM – CS issued proposals for the Reform of Vocational Education.
- OTM – CS indicated members for the National Authority of Professional Education.
- OTM – CS was author of 80% of the proposals approved in the Organic Statute of the INSS.

- OTM – CS presented proposals for the regulation of Labor Laws concluded in 2015, for the regulation of the Laws about HIV / AIDS, for the Review of the Organic Statute of the CCT, for the regulation of public workers' trade union organization (Law approved in 2014) and for the creation of COMAL.
- OTM – CS also signed a Memorandum of Understanding with IPAJ for assistance to workers with labor conflicts, advocated to improve labor legislation, including ratification of ILO Conventions, held active participation in the training on CCT's agenda and in debates and resolutions, collaborated to create the AEDOM and its insertion in the Social Security System and supported the organization of informal workers, expansion of AIEMO, their insertion in the INSS, access to banking services and regularization of their activities with the municipalities.
- Some OTM – CS officials were appointed to the positions of President and members of the INSS Board of Directors.

These initiatives and results are rather positive consequences of the political evolution of the OTM – CS than of its structural transformations, but also contribute to demonstrate the relevance of the international trade union cooperation during all these years.

f) The governance of the internal structures of OTM – CS.

This is another issue where financial sustainability plays a substantial role. To assure democratic discussions, communication and participation of the entire leadership, meetings and collective events need to happen regularly. In a country with the Mozambican characteristics such as long distances, different languages, failures of means of communication, among other obstacles, personal contacts are fundamental. However, sometimes important OTM – CS meetings didn't occur or have been postponed due the lack of resources. Therefore, effective and efficient ICT related alternative communication means like teleconferences and use of skype should be considered if the Mozambican technology permits.

Nevertheless, at the national OTM – CS congress of 2012, some changes were introduced to make it more democratic, such as limiting the mandates of leaders to two five-year terms, being the Secretary General elected at the Congress rather than at the Central Council of Trade Unions, which undoubtedly gives him greater representativeness. In that Congress, seven different theses were presented on its central objectives, which provided a very plural debate.

In addition, according to the Secretary General, Alexandre Munguambe, some governing bodies were rationalized as the OTM – CS Presidium which was eliminated and instead the position of OTM – CS President was put in place, as well as the size of the Executive Committee reduced from five to four members. The Secretariat of the Central Council of Trade Unions was reduced from four to three members, the Secretariats of the Provincial Sections reduced from three to two members and the Auditors were eliminated in the provinces, only remaining the one at the national level.

The meetings of the OTM – CS executive committee happened regularly every year and in 2012 the VI National Congress took place and the VII Congress has already been scheduled for 2018. Reporting from 2015 registers that the III Session of the CCS didn't happen that year because of lack of resources, but it took place in April 2016. COMUTRA has been holding an annual meeting with the support of the international cooperation and CNTJ has also been holding its meetings, but not always regularly.

We also appreciated the statutory decision that the occupation of political party positions or political jobs are not compatible with trade union positions, that contributes for a higher OTM – CS independence.

g) Gender and youth. How have these themes been contemplated to improve women and young participation in OTM – CS structures? Are there any barriers for that to happen? How to get over that?

Clearly, there are barriers against a more effective women and youth participation in trade union activities in Mozambique as is also usual in many

other countries. This problem is connected to patriarchal principles which are usually stronger in developing countries. The only way to face those barriers is to act politically and establish targets in the struggle for equity, as has been proposed in the LO projects.

OTM – CS has two structures that frame and organize working women and young workers' participation, COMUTRA and CNJT. The two committees are structured and they have working plans albeit it wasn't possible to assess which level of autonomy they have in relation to the Executive Secretariat of the OTM – CS. The Coordination Committee of COMUTRA meets once a year. Their leaders are permanently invited to attend OTM – CS Executive Committees' sessions as the coordinators of the CNJT are too. However, during the interview, a representative of the CNJT mentioned that they do not have enough resources to call for a general national meeting with participants from all OTM – CS provincial bodies.

An adequate gender balance in OTM – CS and its unions has not been achieved yet but there are more and better changes to progress on it at the present. Unfortunately, less when it is about youth, as it is always a renewing group, that faces a high unemployment situation of around 60% in Mozambique. A gender policy was approved at the 2012 congress as well as a road map that should lead to the establishment of women committees at the shop floors. It was, nevertheless, not possible to verify how far this goal has been achieved.

According to the report of the III Session of the CCS, COMUTRA organized four training programs in 2015 with 138 participants beyond eventual female participation in other programs that year. As we were told, more training programs are needed such as leadership capacity, trade union policies, collective bargaining and working women's issues, among others. COMUTRA also stands for the empowerment of women in OTM – CS and its unions' governing bodies through a more effective presence.

COMUTRA is the founder of the Women's Union Forum and is allied to the "Fórum Mulher", another civil society organization from Mozambique and also has a seat at SATUCCs executive board.

CNJT was created as a platform to promote the participation of young workers in the trade union framework. However, it is still a fragile body due to the difficulties linked to their weak capacity for internal organization. Many young people, particularly with higher levels of education, are afraid to join a union. They only do it in the case of problems that affect them directly.

CNJT participates at the decision-making sessions of the national unions. As part of the formulation of the Employment and Vocational Training Policy of the government, CNJT issued and lobbied for the proposal to reduce the time of professional experience before getting the first job. It has not yet established effective partnerships, but has already initiated contacts with the International Youth Parliament, the Ghana Youth Committee and the Parliamentary Youth Office of Mozambique.

5) Particular assessments and recommendations.

a) Identification of strengths, weaknesses and risks of the projects and participants.

LO projects with OTM – CS concern mainly sustainability, autonomy, organizational capacity and effectiveness, internal democracy and external influence of OTM – CS. The concrete measures foreseen to achieve specific goals such as unionization, dues collection, increasing of collective agreements and trade unions' committees, gender equity, youth inclusion, tackling HIV / AIDS epidemic and child labor are based on tools like researches, training, organization and advocacy.

Next, this report points out the main strengths, weaknesses and risks identified in the assessment of the projects and on how they have been developed so far by OTM – CS and its affiliated unions.

a.1) Strengths

- 1) Certainly, an important one, was the initiative adopted by LO to introduce the concept of sustainability and specific targets in the projects with OTM – CS, at least since 2010, and hopefully this will remain as the core policy regarding its trade union cooperation in Mozambique.
- 2) OTM – CS achieved a strong external influence in Mozambique through its capacity of advocacy and lobbying.
- 3) The capacity of OTM – CS and its unions to articulate social alliances like the existent one between agriculture workers' unions (SINTIA, SINTAF and SINTIC) and the ANAC (National Association of Peasants).
- 4) The OTM – CS accumulated experience in trade union training along several years and its advisors are capable to develop the courses as well as the trade union school in Matola.
- 5) The dues collection by OTM – CS from its affiliated unions doubled at the end 2016 achieving two years in advance the goal of 10% as agreed with LO. However, for OTM – CS to become autonomous and financially sustainable, ideally the new goal now should be to multiply the collection by five.
- 6) The agreed goal of at least 30% of collective agreements in the controlled companies was also achieved according OTM – CS information.
- 7) Gender issues and youth is part of OTM – CS agenda.
- 8) DEI and the inauguration of new economic sectors in Mozambique such as mining and exploitation of natural gas offers possibilities for trade union organization in strategic economic areas.

a.2) Weaknesses

- 1) Most of the goals agreed between LO and OTM – CS on different issues were not entirely achieved. Some of them such as doubling the number of company trade union committees in three years and to train 80% of their members are not realistic. However, the main problem regarding these and other commitments, like the recruitment of 10% new trade union members a year and to affiliate 80% of the women workers in the controlled companies, is

the inexistence of an appropriate and coordinated strategy agreed with the unions.

2) There is progress in obtaining higher rates of female participation in different trade union bodies. However, it's important to note that the major difficulties lay in those most powerful and politically influential as the Executive Committee of the CCS, the Executive Secretariat of OTM – CS and the seats of the Secretary Generals of the Unions.

3) The weakest results of the LO projects are the programs to combat HIV / AIDS, promotion of Health and Safety at work and elimination of Child Labor, at least in its worst forms¹⁴. These issues require policies and cooperation between different social partners. There are government policies to tackle HIV / AIDS and even some cooperation between unions, employers, NGOs and government but they are insufficient in the face of the epidemic and the number of companies with policies to face the disease is far from achieving the agreed target. To defend life against the risks of the labor world and to eradicate child labor, reporting policies are limited to the mention of some statistics and applying for the implementation of ILO Conventions.

4) Some legislative decisions, like the creation of a Labor Court, have not been implemented by the government impeding unions and workers to have their rights enforced through juridical measures.

5) Some reports issued by OTM – CS are quite generic and not clear enough in terms of information, as already mentioned in the assessment, which could make it difficult to assess results, to discuss continuity or even new ideas and proposals.

a.3) Risks

1) LO is giving support to OTM – CS in trade union administration which is an area where usually the cooperation partners don't like to get involved because the risk of the support being understood as an interference in internal business.

¹⁴ A campaign against child prostitution is worth to start dealing with the compliance of Convention 182 of ILO because the problem is visible at least in the hotels despite this sector not being organized by OTM – CS.

It involves certain risks to the good LO and OTM – CS relationship by dealing with the autonomy of the latter albeit the programs were based on mutually agreed targets and indicators.

2) There are more and less relevant risks to mention, but certainly those related to the financial management are among the most concerning. For instance, the fact that OTM – CS today depends on international cooperation to cover 50% of its expenses exposes it to a tremendous risk. The reasons for this affirmation are, firstly, the last years' profound changes in the European development cooperation for the worse and nobody can assure that the Norwegian government will always keep its ongoing cooperation policy and secondly, the LO might at any time change its own cooperation policy with Mozambique or even withdraw from the country after 28 years of support. This is a huge risk in terms of sustainability as demonstrated by higher dependence of the OTM on foreign financial support.

3) The same concerns the governmental subsidy because the government can withdraw or reduce it according its will and/or political interests.

4) It is necessary to count on the gradual reduction of the rent contribution from the properties that OTM - CS owns, as well as the revenue of Kassuende's Hotel, which has been more important in the past than it is today. The audits of BDO have been, for some years, pointing to the depreciation of OTM – CS real estate property due to its natural deterioration, but in the case of the hotel, due to the economic crisis and its loss of competitiveness, it will close the year of 2016 with loss, though in a small scale, of around 25,000.00 Mt (US \$ 360.00).

5) As mentioned before, there are partial and integral advances regarding several of the agreed targets. However, they are still fragile facing the workers' real needs and therefore the risk is the possibility of an economic recession hitting Mozambique in a short term and destroying what has been achieved.

6) The anti-union behavior of many Mozambican employers, delays in wage payments and violation of labor rights is another risk to the trade union organization.

7) A couple of unions in Mozambique, including some affiliates of OTM – CS can operate without the support of international cooperation, but its

discontinuation would bring about disruptions of activities, such as training, gender and youth programs, among others.

8) OTM – CS has some advisors specialized in trade union education, including those trained with grants from LOs "Centenary Fund" and because they are highly qualified, they are constantly invited to teach in ILO courses, including in the School of Turin. Nevertheless, they earn low wages from OTM – CS and sometimes receive them with some delay. Therefore, despite their political commitments to the trade union work, the risk is that those advisors will sooner or later be hired to work elsewhere for higher wages.

b) From the assessment of OTM – CS progress, to evaluate cooperation status between LO – Norway and OTM – CS and to provide suggestions for a future cooperation and partnership.

There are several elements that evidence the progress of OTM – CS, at least over the last ten years, although it cannot yet be considered a sustainable and financially autonomous trade union center. The progress is evident, especially when one looks to the increase of trade union dues, the strengthening influence of OTM – CS regarding its performance at the CCT, INSS and settlement of minimum wages and the reform of its own human resources. A little less, there are visible efforts to increase the number of collective agreements, of trade union committees and of companies engaged in fighting HIV / AIDS. Gender and youth issues are on the political agenda.

Therefore, we evaluate that the cooperation of LO with OTM – CS should continue, particularly with focus on its sustainability. LO has always acted with flexibility regarding its support to OTM – CS but recently decided to limit certain payments, such as wages and travels, only for the execution of the projects and it's time to end OTM – CSs institutional dependence on LOs cooperation for expenses that are not related directly to trade union activities. The present situation is causing a paradox, where half of the cooperation is spent on the strengthening of OTM – CS sustainability and the other half plays against it.

However, that's a challenge that takes some time to fulfil without provoking a rupture and therefore the adoption of a process would be wise. A period to reduce the institutional support from 50% to 0%, should be defined. There are still two years to complete the current project and it could be used to discuss the future of the cooperation where LO could continue to support concrete trade union activities in Mozambique such as training programs, researches, gender and youth. According the interviews with several elected officials of OTM – CS and its unions, the most demanded issues for training were trade union organization, labor legislation, collective bargaining technics, training of trainers, trade union management, gender issues and youth issues.

It's fundamental for the future of the cooperation based on sustainability to engage the national unions, because most of the targets depend on them and not on OTM – CS. Recruitment of new members, collection of dues, creation of trade union committees in the companies and collective bargaining are exclusively up to the unions and therefore their participation to settle targets is crucial. Mergers of unions also depends on them, but OTM – CS would have some political influence particularly on those unions which are mostly dependent on its financial support.

Finally, the present logical mark – proposals, activities and results – should be maintained, but including a more efficient monitoring process on the financial expenditure. This could enforce OTM – CSs management of the goals and results and at the same time give more clarity to the cooperation partner about the achievement of the agreements made. The proposal is not to bureaucratize the reports with more details but rather to make them simple, clear and efficient about what was done, how much was spent and what was the result. It should start with the LO and OTM – CS contracts defining the amounts and their distribution among the different topics of the programs. Hopefully, the communication system promised to be ready in 2017 could help and some advice from BDO could also be useful to establish an adequate method. It should also be noted that the presence of a local LO representative who

understands the country, the people and speaks some of the local languages, helps a lot.

6) Conclusion and recommendations

The progress of OTM – CS exists and is measurable in accordance with the targets set in the two agreements, especially that of 2015. It's important to continue and consolidate the actions already begun in the areas of trade union training, trade union organization and management, social dialogue, collective bargaining and advocacy, particularly on human rights issues such as child labor and people infected by HIV / AIDS.

Thus, the specific recommendations that we make to OTM – CS are as follows:

- To propose a new share of the trade union dues for the OTM – CS structure composed by 3,5% for the national headquarters, 2,5% for the provincial councils and 94% for the national unions.
- To set up a reliable electronic membership system to keep the OTM – CS updated about the trade union affiliates and the dues collection. Possibly, the technicians of INSS could be helpful on this due the information they have on companies and workers.
- To seek affiliation of new unions to OTM – CS discussing this possibility with the already mentioned extractive workers and with those independent ones (teachers, journalists and liberal professionals).
- To promote a campaign of the affiliated unions to increase the number of affiliated workers, particularly of the SINAFP where the potential is high, with national coordination, targets and monitoring.
- To advocate for the ratification of conventions 151 and 154 from ILO to promote and regulate the trade union organization and collective bargaining in Mozambique's public sector.
- To persist on the policies of trade union mergers.
- To promote a permanent national campaign to increase the number of collective agreements, including the mobilization and training of union leaders and members of trade union committees.

- Complete the staff reform as soon as possible and think of mechanisms to value existing political advisors and hire an advisor on economic and social issues.
- Rethink the role of the real estate assets in financing OTM – CS due their depreciation, particularly the Kassaunde Hotel, because it also spends resources with salaries and is now facing deficit.
- Create a policy to combat child labor defining the priority list of unacceptable activities and creating a Child Labor Eradication Committee.
- Training of OTM – CS staff in report writing, results-based management (RBM), monitoring, assessment and learning (MEL) to improve their ability to make objective and evidence-based reports.
- Whereas the essential role of training activities to achieve the goals defined between LO and OTM – CS, it would be important that the trade union center organize a data bank about them such as the number of annual courses, themes, number of participants and sex division, if national or regional activity, participant's positions, cost of each activity and identification of the cooperation partner.

Annexes:

1 – Terms of Reference (ToR)

Evaluation of LO Norway's projects with the Organizacao Moçambicana dos Trabalhadores- Central Sindical (OTM-CS)

Background

LO-Norway has been engaged with the Mozambican Workers' Organisation (OTM-CS) since 1988 when they provided support towards English courses and technical equipment. From 1993 the support was expanded to also include trade union trainings and administration. Since then the cooperation has been mainly based on organisational / institutional support together with thematic areas such as strengthening administration capacity, organising and recruitment, training in unionization, gender and organisation of youth.

Today OTM has sixteen (16) unions and is the most representative labour federation in Mozambique, with about 143,000 members, about 23% of formal workers. The other competing federation is the Confederation of Free and Independent National Unions of Mozambique, *CONSILMO*. OTM organizes in all sectors of the economy and recently also started organizing in the public service (*National Union of the Public Service, SINAFP*). In addition to the unions in the formal sectors of the economy, they have two informal associations; Mozambique Informal Economy Association (*Associacao da Economia Informal de Mocambique, AEIMO*), which has the highest number of workers, including subsistence farmers; and National Union of Domestic Workers (*Sindicato Nacional dos Empregados Domesticas, SNED*).

The LO-Norway Project with OTM-CS

The first LO-Norway and OTM cooperation agreement was entered in 1990.

A Cooperation Agreement for the previous project cycle was signed between LO-Norway and OTM in 2011 covering the period 2010-2014. The overall objective of the cooperation is: ***"The***

OTM-CS becomes a strong, financially viable, effective, democratic, influential and independent trade union movement in Mozambique". Special emphasis was placed on financial management and recruitment of members in order to achieve higher levels of organisational and financial strength.

The following eleven planned programme results/outputs were agreed in 2013 (increased from the first nine initially agreed in 2011):

1. Increase the level of knowledge among workers on labour law and international labour standards aimed at protecting and promoting their rights and interests
2. Promote actions aimed at the protection, health, safety and hygiene in the workplace
3. Promote participation of women workers in the field and trade union action
4. To promote youth participation in working life and trade union action
5. To promote actions aimed at reducing the rates of child labour in the country
6. To strengthen the capacity of intervention of OTM-CS in the formulation of socio-economic development policies of the country
7. To promote actions aimed at improving the circulation of information
8. To ensure that the organization take steps towards financial sustainability by 2017
9. Making OTM-CS stronger, more dynamic and flexible
10. To promote programs aimed at merging unions as a way to strengthen the basis of representation of these and increase their intervention capacity
11. To promote cooperation and international solidarity, in the general struggle for the consolidation of peace, unity, democracy and respect for human rights

The current framework agreement's (2015-2018) overall objective for the cooperation is **"The trade union confederation in Mozambique is stronger and more representative, and capable of engaging in constructive dialogue with employers and government in its fight for workers' rights."** This project cycle envisages a more active programmatic and financial oversight with an emphasis on sustainability. The cooperation is moving away from organisational development and towards a project approach. It has also so far been a phase with new guidelines, operational policies and reporting procedures.

The following four planned programme results/outputs have been agreed;

1. OTM is actively recruiting new members in both new and already existing sectors. They have an improved database for members.
2. OTM has improved its capacity to collect subscriptions based on the regularly updated membership database.
3. Improvement of gender equality and youth participation in all affiliated unions as well as increased women and youth representation in leadership positions.
4. The negotiators are trained to engage in negotiations on behalf of worker, and members are conscious of their rights and condition of work.

LO-Norway has been the biggest supporter of OTM- CS with core support for the national centre's administration. Other cooperation partners include LOFTF Denmark, FES, CEFOFAP-UGT, 3F Denmark, ITUC Africa, CUT Brazil, American Solidarity Centre. They have provided project- based support, with a limited administration component.

Scope and Objectives of the Evaluation

OTM has strategic strengths to build on. Historically, it had close links with the ruling FRELIMO party, which facilitated its formation to OTM and to the current OTM- Central Sindical. From working close to FRELIMO and the Government (from independence to the early 1990s), workers enjoyed special privileges under the one- party Socialist Mozambique People's Republic. With the end of the 16 year war and the new Constitution, OTM became independent of political or religious control and the State. This has brought opportunities and challenges for the long protected labour movement.

Albeit having real estate all over the country and a hotel in Tete, OTM-CS has a weak financial position. In 2015 it had the capacity to cover only 22 % of its administrative costs, or 4 % of total expenditure. It also inherited a big bureaucracy, with high number of staff. The last three Congresses resolved to reduce the personnel budget. However, lack of finance to compensate people according to the Mozambican law has slowed down the process. From January 2015, LO Norway has made available an annual amount to start the gradual process.

The federation also has a deficit of key trade union skills. For instance the research function was up until recently handled by a project-funded advisor. With the end of the project, OTM now finds itself without this vital function. Highlighting the vulnerable and aid dependent situation they are facing. Coupled with LO-Norway's decision to start a gradual phase-out of its organisational development projects, sustainability will have to be a key emphasis going forward.

It is on the basis of this that LO Norway and OTM- CS want to evaluate the project co-operation; both to assess the progress and results, the efficiency of the implementation and sustainability issues of the current arrangements; as well as the programme's continued relevance/need going forward, the added value of LO continued support, and if so, identifying and suggesting potential new avenues/areas for cooperation. The evaluation will be an important tool in determining the nature of future support and cooperation.

The main objective of the evaluation is thus twofold, and should include, but not be limited to an assessment of the listed issues below;

1. Assessment of progress

1. To assess the **relevance** of the project cooperation, specifically looking at the previous project period (2010-2014), but also with a reference to the current period (2015-2018). To determine whether the project has targeted the needs of OTM and whether potential modifications made during the implementation has successfully targeted changed needs;
2. To assess the **efficiency** in the implementation of the project. How efficient has OTM been in the implementation of the projects i.e. has the work been carried out, and the financial and human resources been used in an appropriate and cost-efficient manner?;
3. To assess the **results** of the LO Norway support to OTM and the affiliated unions, based on agreed targets and indicators for the previous project period (2010-2014), including 2015. What are the lessons from the previous period in terms of the objectives being met? If not, - why? i.e. have the objectives been unclear and/or unrealistic or is it due to other internal and/or external factors? Have recommendations of the affiliated unions and LO-Norway and internal reviews been followed up in an appropriate manner?
4. To assess the **sustainability** of LO Norway support to OTM. Is OTM and its affiliated unions able to continue the current level of activities when / if LO-Norway support ends? Has the capacity (membership, subscriptions, technical personnel, advocacy tools) of OTM been progressively improved? If so, what are the indicators of this? How will the restructuring plans influence the financial sustainability of the organisation?
5. To assess the **external impact** of OTM- CS; the capacity to represent workers as the largest federation in the Consultative Labour Council (CCT), and whether this is a result of the project cooperation or other factors? *How has the project improved OTM performance in increasing the workers' voice?* Has there been an impact of political influence in society, improved human rights? Is this directly or indirectly linked to the projects? Does OTM have a positive role as part of civil society? Are they holding government accountable?
6. To assess OTM's **internal governance structures**: internal democracy, ownership and accountability between the Secretariat, the central governing council and affiliated national federations, including financial management;
7. To assess **gender** as well as **youth issues**, to what extent they have been mainstreamed and resulted in women's effective participation as well as whether these issues have been adequately addressed in the projects. Are there any hindrances in this regard? What could potentially be done to overcome these barriers?
8. Based on the assessment of progress, **to assess the modality of cooperation with OTM- CS** and provide recommendations for future cooperation and partnership.:
9. Assessment of OTM's current partners and their support vis-à-vis the added value of LO Norway support.

10. Analysis of stated and identified needs of OTM-CS, and LO Norway's strategic position in relation to these. For example, are there other ways for LO-Norway to strengthen its political support to OTM-CS?

The Consultants should review any strengths or weaknesses of the projects and the partners, and make recommendations on how to enhance the achievement of the planned results. Special emphasis should be placed on the assessment of efficiency (ii), results (iii), sustainability (iv) and external impact (v).

Implementation and Methodology

Two external Consultants will be contracted to do the evaluation of the LO-Norway projects with OTM, Mr Kjeld Jacobsen, and Ms Amelia dos Anjos Bazima. The evaluation will start from **XX** October 2016, a total of 20 working days. The cost of the evaluation will be covered by the LO-Norway's global evaluation project, 2016NDWEVA.

Firstly, a desk study of the background documentation (co-operation agreements, appendices, annexes, internal policies, the constitution, programme reports, including audits, position papers, amongst others) will be done. The documents will be shared by LO-Norway as well as OTM.

A field visit will be undertaken to Mozambique visiting the OTM-CS Secretariat, as well as selected affiliated unions. Interviews with the elected leaders and project staff of OTM and the affiliated national unions, including trainees/participants in various LO-Norway supported education and training activities will be of great importance. Further information should be sought through written material and interviews with shop stewards and rank and file members of OTM and affiliated unions. Other relevant institutions, employers' organisations, government authorities and the auditor of the project may be interviewed as found necessary.

Otherwise the consultants are at liberty to choose the methodology/ies which they consider suitable for the evaluation.

Evaluation Report

The evaluation report should be limited to approximately 20 pages in addition to an executive summary. Background information of the country and organisation should be limited to maximum 3 pages.

In total sixteen (16) working days are calculated for this consultancy, including the field visit. The Consultants should complete a draft report in English to LO by 15 November 2016, Based on comments to the draft report the Consultants will submit a final report by mid- December 2016.

Oslo, 01/08/2016

LO Norway – International Department

Nina Mjøberg, Head of International Solidarity Section

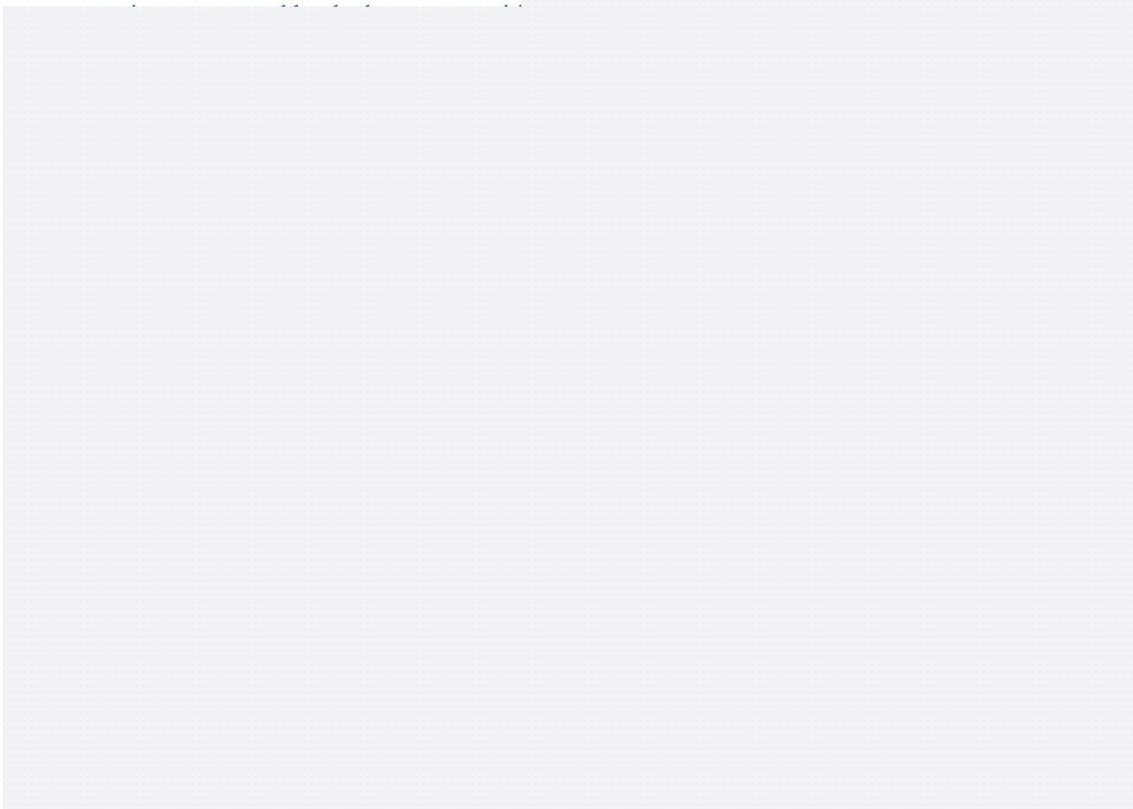
2 – LO – OTM target agreement of 2015



INDICATORS FOR COOPERATION AGREEMENT BETWEEN YOU AND OTM-CS NORWAY FOR THE PERIOD 2015-2018

1. Analysis of the situation in the country and an assessment of national priorities, both with emphasis on work.

The country lives a relative political stability in recent times register a military political



- ✓ **C Convention 111** – on the discrimination (employer and profession) of 1958;
- ✓ **Convention 182** – on the worst on the worst forms of child labor worst of 1999 and\, finally
- ✓ **Convention 138** on the minimum age to work of 1973.

Mozambique has a national agenda of decent work that is implemented through the Country Program for Decent Work, which covers the 4 fundamental pillars, particularly the promotion of human rights, employment, social protection and social dialogue.

Work situation:

Economic growth in last years was situated on an average of 7%. This growth was driven by growth in the area of financial activity, extractive industry and government services.

It should be noted that economic growth and reducing inflation are not effectively reflect the pocket of the worker because of low wages applied in most companies, which reduces the purchasing power of Mozambicans. The lowest wage practiced in country is the agriculture sector which is about U.S.D 80.00.

The informal sector continues to be an alternative for many Mozambicans, due to high unemployment.

According to the National Institute of Statistics, the unemployment rate in Mozambique is estimated at about 23% and predominantly urban formal economy represents 32% of total employment.

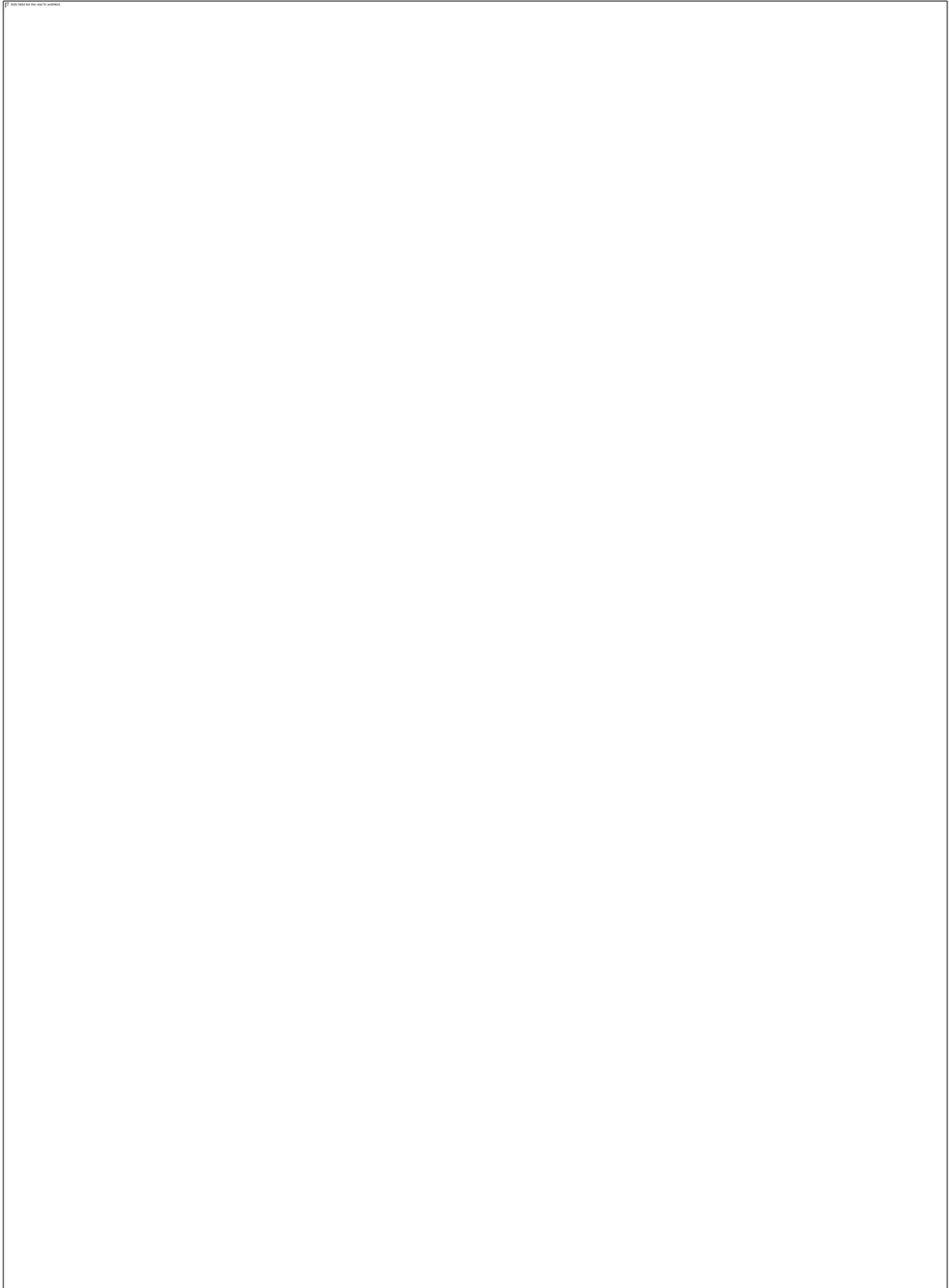
This situation makes that many new workers are forced to "marginal jobs" provided in the informal economy, both rural and urban areas "with little prospect of formal employment."

It is estimated that about 300 hundred new workers annually entering in the labor market, at a time that the rate of population growth (2.8%) is the highest in the world.

2. Information on organization

In Mozambique there are two central union, the Workers Organization of Mozambique, Union Center (OTM-CS) and the Confederation of Independent and Free Unions of Mozambique (CONSILMO).

Two unions are not affiliated to any trade union center, namely, the National Union of Journalists (SNJ) and National Teachers' Organisation (ONP/SNP)



statutes of the five year strategic plan. The VII Congress is scheduled for the year 2017.

3. The project

Description on the overall goal of the project development.

Make OTM-CS a strong, democratic, sustainable and influential organization in Mozambique.

Force means:

- 1) amount - most workers are unionized
- 2) Ability to provide services to members: direct Benefits and political intervention.
- 3) Ability to act - in other words, to strike: the union must be willing to carry out an effective strike as a last stand.

Financially viable : internal capacity to finance activities in the short and long term. In the short term, OTM - CS will continue to depend on external resources. The focus, however, will be increasing the capacity for collection of resources.

Effective: This is the ability to obtain results in accordance with their own objectives and is related to the ability of optimize the results obtained from the available resources.

The OTM - CS faces major challenges regarding the organization and to the practical use and administrative of resources. There is a need for efforts to optimize the workforce.

Democratic: Members must participate in making important life decisions of the organization, and have the right to receive reports of the activities and decisions of the organs of OTM - CS. Leaders should be representative and elected freely and openly, with the Statute the support document on the organization and functioning of OTM-CS which is approved by Congress.

Influential: Ability to change or propose economic and social policies. The union must have skills to negotiate and persuade, besides lobbies and campaigns for adoption of alternative policies more favorable to workers.

Independent: It is to be guided by its own principles and not be influenced by external actors

3.1. Indicators:

- The growth of members by 10% per year;
- Increase the number of unionized women in the order of 80%;
- The positions of leadership represented by at least 30% women;
- At least 10% of the organization's expenses supported by union fees.
- At least 30% of companies with collective agreements;
- Conducting regular meetings of the bodies, namely the Executive Committee and Central Council of Trade Unions;
- Representation of OTM-CS in the Consultative Labor Council;
- At least 20% of companies with policies on HIV / AIDS

3.2. Target Group

- ✓ National Unions in particular and workers in general

3.3. expected results

- Staff Managers and "Representatives of trade unions" capable to the defense of democratic principles as well as sectoral and collective bargaining.
- Existence of a clear model and adequate of trade union organization and the distribution of responsibilities to the various levels.
- OTM-CS with updated information about the dynamics of the union movement, provided to trade union and workers.
- OTM-CS with dialogue promoted regularly with the Government and employers on behalf of workers, through the Consultative Labour Commission (CTT).
- -OTM-CS with effective programs to mass trade unions and recruiting members, promoted
- OTM-CS with an efficient administrative management and a platform for monitoring and evaluation, the height of the organization
- Updated training manuals union;
- Strategic Plan 2013-2017 operationalized

3.4. What would happen in context of project and what are the risk factors that may hinder the effective implementation of the project.

- Within the framework of the project we would continue to encourage follow-up visits, advice and counseling to the effective performance of the indicators and project objectives.
- It is risk factors not open government and entities employers to dialogue. Against this factor, the OTM-CS will continue to actively participate in the Consultative Labour Commission, tripartite forum involving the Government, Employers and Workers.

3.5. An assessment of the contribution that you receive from LO different of financial assistance

The OTM-CS beyond the financial support of LO Norway, has received assistance and technical advisory through regional consultant and office headquarters of L.O. This advice and technical assistance has helped OTM-CS in defining best intervention strategies to protect the rights and interests of workers.

The assistance has helped the national union to better reflection on ways to action, basing in involvement and participation of employees of different companies in the life of the Union.

During the term of the agreement 2015-2018, we would continue to rely on these assistance programs and consultancy.

4. Some descriptions of how these two components will be forwarded by the project (Women's rights and equity as well as the issue of disability)

The project will consider the issue of gender as a crosscutting aspect, in all developed activities under the project will be observed the gender issues.

Studies and research will be promoted for information about on equal rights and opportunities between men and women. When observed cases contrary to the laws, will be defined struggles to overcome.

The OTM - CS will participate in events organized by women's organizations at national level as well as taking the leading role in the Women's Forum , a forum that takes stock in relation to women's rights, as well as women's participation in political development, economic and social of the country.

The Women's Forum is privileged to define better ways of fighting to defend the rights and specific interests of women.

Respect to workers with disabilities, OTM - CS will incorporate in their plans and reports statistical information and main achievements for the benefit to this social class.

5. Plans to ensure sustainability

One of the strategies for sustainability of project actions will be capitalize the training programs to be promoted.

The OTM - CS has trainers in all provinces and all national unions, which will undertake to promote training to union committees on various matters such as the

collection and processing of statistical information, labor law, negotiation, among other topics.

Will be conducted activities of consolidation of the project to make profit of properties of OTM-CS.

Will be conducted programs of activities to influence trade unions to increase their affiliates, which will bring direct impact on increasing the fees for the OTM-CS.

6. Budget for the period 2015-2018

Table 1

<p>Overall Objective</p> <p>All workers in Mozambique enjoy fully their rights, with all their interests safeguarded and actively participate in the union movement at national, regional and international levels.</p>	<p>This is what we would like to see the long-term</p>
<p>Project Objective</p> <p>OTM-CS makes a strong, democratic, sustainable and influential organization in Mozambique.</p>	<p>This is what we would like to see at the end of the project</p>
<p>Expected results</p> <ul style="list-style-type: none"> - Staff Managers and "Representatives of trade unions" capable to the defense of democratic principles as well as sectoral and collective bargaining. - Existence of a clear model and adequate of trade union organization and the distribution of responsibilities to the 	<p>We guarantee that these results will be obtained at the end of project</p>

<p>various levels.</p> <ul style="list-style-type: none"> - OTM-CS with updated information about the dynamics of the union movement, provided to trade union and workers. - OTM-CS with dialogue promoted regularly with the Government and employers on behalf of workers, through the Consultative Labour Commission (CTT). - -OTM-CS with effective programs to mass trade unions and recruiting members, promoted - OTM-CS with an efficient administrative management and a platform for monitoring and evaluation, the height of the organization - Updated training manuals union; - operationalized the Strategic Plan 2013-2017 	
---	--

3 – List of interviewees.

OTM-CS' Executive Board 07/11

<u>Name</u>	<u>Position</u>	<u>Telephone/email</u>
OTM - CS		
Alexandre Munguambe	General Secretary	+258 827528940/ 843528940
Hélder Consolo	Head of Organization and Finance Department	+258 824458270
Florêncio Quitane	Chief of Staff	+258 862086007
Francisco Mazoio	Organization and Education Secretary	+258 824477980
Damião Simango	Secretary of International Relations	+258 8609930
António Paunde	Head of Internationak Relations	+258 826156360

OTM – CS' Sector of Administration and Finances 8/11

<u>Name</u>	<u>Position</u>	<u>Telephone/email</u>
OTM-CS		
Rofino Ngulela	Head of Department of Administration and Finances	rofilin@yahoo.com
Célia Langa	Assistant	+258 824705690
Marta Gomes	Assistant of Human Resources	+258 825790077
Carlos Bastos do Rosário	Accountaint	+258 825395001
Ivone Inguane	Treasurer	+258 828841960
Custódio Nhatave	Accountaint	+258 824139066

Reunião com Representante da Empresa de Auditoria – BDO 8/11

<u>Name</u>	<u>Position</u>	<u>Telephone/email</u>
BDO		
Mutchine Nhanzino	Diretor	mnhanzimo@bdo.co.mz

SINTIQUIAF 8/11

<u>Name</u>	<u>Position</u>	<u>Telephone/email</u>
SINTIQUIAF		
Jéssica Gune	General Secretary	+258 823066223
Emídio Nhatue	Chief of Staff	+258 844497657
Joaquim Chacate	Economic Adviser	+258 828413400

COMUTRA and CNJT 9/11

<u>Name</u>	<u>Position</u>	<u>Telephone/email</u>
OTM-CS		
Carlos Xavier Pedro	CNJT Member	+258 827533412
Armando Alexandre	CNJT Coordinator	+258 824987560
Clara Munguambe	COMUTRA Coordinator	+258 827087480
Maria Gertrudes	COMUTRA Member	+258 824184958

OTM – CS' Labor and Legal Department CS 9/11

<u>Name</u>	<u>Position</u>	<u>Telephone/email</u>
OTM-CS		
Daniel Manuel Ngoque	Head of Department	+258 8241
Célia Langa	Assistant	+258 824705690

INSS (National Institute of Social Security) 9/11

<u>Name</u>	<u>Position</u>	<u>Telephone/email</u>
INSS		
Francisco Mazoio	President of the Governing Body	+258 824777980
Sónia da Silva	Social Security Department	+258 824777980
Dulce Massalane	Secretary of the Governing Body	+258 824777980

Augusto Macamo Training Center 9/11

<u>Name</u>	<u>Position</u>	<u>Telephone/email</u>
OTM-CS		
Clara Munguambe	Director of the Augusto Macamo Training Center	+258 827087480

OTM – CS' Provincial Direction of Gaza –Xai -Xai 10/11

<u>Name</u>	<u>Position</u>	<u>Telephone/email</u>
OTM-CS		
Jorge Mussa	Secretary	+258 828438420
Hélder Ausêncio Cossa Chanjale	SINTIAB representative	+258 848889419
Oceana Chichava	COMUTRA Local Coordinator	+258 823678740
Ana L. Tombanane	Provincial Secretary	+258 824335220

SINTAF 11/11

<u>Name</u>	<u>Position</u>	<u>Telephone/email</u>
SINTAF		
André Mandlate	General Secretary	andre_mandlate@yahoo.com

OTM – CS' International Department 11/11

<u>Name</u>	<u>Position</u>	<u>Telephone/email</u>
OTM-CS		
António Alberto Paunde Machuquela	Head of International Department	+258 826156360

Labor Consultative Comission (CCT) 11/11

<u>Name</u>	<u>Position</u>	<u>Telephone/email</u>
CCT		
João Loforte	General Secretary	joloforte@yahoo.com.br
Ivete Lobate	Advisor	+ 258 843014620

Presentation of the first findings by the assessment team at OTM – CS’ office 11/11

<u>Name</u>	<u>Position</u>	<u>Telephone/email</u>
OTM-CS		
Helena Ferro	SRJLS	hferrootm@gmail.com
António A. Paunde	DRI	feilolasjournalism@gmail.com
Francisco Mazoio	SOAF	mazoio@hotmail.com
Daniel Manuel Ngoque	DRJLS	danielmanuelngoque@yahoo.com.br
Rofino L. Ngulela	DAF	rofilin@yahoo.com
Florêncio Quetane	Chief of Staff	fquetane@gmail.com

Interviews with OTM – CS cooperants

<u>Name</u>	<u>Position</u>	<u>Telephone/email</u>
Rosiver Pavan (CUT - 5/11)	Project Director	rosiver@cut.org.br
Stefano Frasca (ISCOS - 11/11)	Project Director	+258 829258684 Stefano.Frasca@iscos.eu
Godfrey Mtindi (LO - 11/11)	LO - Representative for Southern Africa	makomborerog@gmail.com
Tuva Bugge (LO - 18/11)	Africa Advisor of LOs' International Department	tuva.bugge@lo.no
Nina Mjoberg (LO - 18/11)	Head of Solidarity Section/ International Department - LO	Nina.Mjoberg@lo.no