



**FINAL REPORT ON THE EXTERNAL EVALUATION OF LO-NORWAY'S PROJECT  
CO-OPERATION WITH MALAWI CONGRESS OF TRADE UNIONS (MCTU)**

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## TABLE OF CONTENTS

ACKNOWLEDGEMENTS .....	ii
LIST OF ABBREVIATIONS AND ACRONYMS .....	iii
EXECUTIVE SUMMARY .....	iv
1. BACKGROUND INFORMATION AND CONTEXTUAL ANALYSIS .....	1
1.1 Introduction .....	1
1.2 Profile of MCTU.....	1
1.3 Current Socio-Economic and Political Context in Malawi.....	2
2. IMPLEMENTATION OF THE FINAL EVALUATION.....	4
2.1 Brief review of the project/cooperation .....	4
2.2 Purpose and scope of the final evaluation .....	4
2.3 Methodology data collection and analysis to be used.....	5
2.4 Indicators, benchmarks and comparative reference material to be used .....	6
3. KEY FINDINGS OF THE EVALUATION .....	6
3.1 Recruitment and organising .....	7
3.2 Effective Membership Management System .....	11
3.2 Gender Equality and Representation.....	13
3.4 Skills Training and Education in Collective Bargaining .....	14
3.5 Internal governance structures .....	19
3.6 Organisational and financial sustainability .....	20
4. EVALUATION OF THE RELEVANCE, EFFICIENCY, EFFECTIVENESS AND IMPACT - PROJECT MANAGEMENT AND COORDINATION .....	24
5. CONCLUSIONS, LESSONS LEARNT AND RECOMMENDATIONS .....	26
5.1 Conclusions .....	26
5.2 Lessons Learnt .....	28
5.3 Recommendations .....	29
5.4 Future Cooperation and Partnership .....	34
ANNEX 2: REFERENCE MATERIALS REVIEWED .....	37
ANNEX 3: PROPOSED INDICATIVE WORK PLAN.....	38
ANNEX 4: EVALUATION INTERVIEW GUIDE .....	39
ANNEX 5: TEMPLATE FOR EVALUATION RESULTS LOG FRAME FOR ACHIEVEMENT OF RESULTS FROM THE 2015-2018 PROJECT.....	40

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## LIST OF ABBREVIATIONS AND ACRONYMS

CBA	Collective Bargaining Agreements
COWUMA	Communication Workers Union of Malawi
ECAM	Employers Consultative Association of Malawi
FNV	Federation of Dutch Trade Unions
GDP	Gross- Domestic Product
GoM	Government of Malawi
GUF	Global Union Federation
HFPCWU	Hotels Union, Malawi
HIV / AIDS	Human Immuno-Deficiency Virus / Acquired Immuno-Deficiency Syndrome
ILO	International Labour Organisation
LO-FTF	Danish Trade Union Council for International Development Co-operation
LO-Norway	Norwegian Confederation of Trade Unions
MCTU	Malawi Congress of Trade Unions
NAC	Nyasaland African Congress
NRWU	Nyasaland Railway Workers Union
NTL/CSTU	Norwegian Civil Service Union/Civil Servants Trade Union
OECD	Organisation for Economic Co-operation and Development
PAWU	Plantation Agriculture Workers Union
SAPs	Structural Adjustment Programme
TUCM	Trade Union Congress of Malawi
TUCN	Trade Union Congress of Nyasaland
TUM	Teachers Union of Malawi
ZCTU	Zambia Congress of Trade Unions

## EXECUTIVE SUMMARY

### Objectives of the Evaluation

This report presents findings of the evaluation of the LO Norway/MCTU Project (2015-18), that sought to strength the Malawi Congress of Trade Union (MCTU)'s capacity to organise workers, enhance collective bargaining, social dialogue and policy advocacy in Malawi.

### Methodology of the Evaluation

The methodology involved was largely qualitative, but in many respects also relied on existing documentary descriptive quantitative statistical data, to substantiate the qualitative aspects of some of the findings. Primary data was collected through virtual interviews and focused group discussions with key stakeholders that included: MCTU Project staff at the Secretariat; MCTU Senior Elected Officials (President, Secretary General and Treasurer General); MCTU Specific Elected Clusters – Women Committee, Youth Committee, Finance Committee; MCTU Negotiators, Organisers, Educators, Shop Stewards and Union Treasurers. Other key stakeholders, including the Ministry of Labour, Skills and Innovation, Employers Consultative Association of Malawi (ECAM), the MCTU Auditors (Deloitte Malawi) and LO-Norway representatives were consulted.

### Main Findings of the Evaluation

The evaluation found that all the components or key results areas of the project, as envisaged in the proposed log frames for the period 2015-2018, namely, recruitment and organising, collective bargaining, gender representation and internal governance were relevant to the local context and inspired trade union work in the challenging socio-economic and political environment in Malawi. The **relevance** of the programme is not in doubt, given the great need for MCTU's institutional and organisational support to fight for workers' rights. The programme components resonate with the priorities in the MCTU Strategic Plan. It is particularly critical in a country with low levels of unionisation, weak implementation capacities amongst the three social partners, and the poor working conditions that underpin the Malawi labour and industrial relations environment. However, notable grey areas in specific designated outcomes, suggest that improvement is needed going forward.

With regard to **efficacy** of the programme, though there was the desire and some attempt to ensure that the planned activities were implemented within reasonable schedule and achieve their intended purpose; much needs to be done. For example, during the period under review (2015-2018), the overall average computed membership growth was 4.8%, falling below the targeted annual average growth of 5%. Specifically, the highest growth of 13% was only recorded in 2015, while for the period 2016-2018, membership growth was low ranging between 0.7 to 4.9%. The organising of new branches in enterprises has been slow, but evolving. There was some record of limited success in 2016-2017 in some specific MCTU affiliates that mounted rigorous organising and recruitment campaigns. These include: Plantation and Agriculture Workers Union (PAWU) that achieved a 6.2% growth; Textiles Unions with 30% growth and Private Schools which had 8% growth. In addition, overall, over the past four years, 173 organisers out of target of 180, representing 96% rate were trained. However, evidence shows that in 2015, the target of training 45 organisers was not met; while in 2016, this was exceeded since 63 (6 males and 57 female), were trained. In 2017 and 2018, it was below the envisaged annual target in that, 40 (31 males and 9 females) and 30 (22 males and 8 women), were trained respectively. Efforts have been made to finalise a universal database template for membership tracking but the challenge for MCTU has been to roll out this to respective affiliates. This implies the challenge to keep accurate membership information remains, and will need to be resolved going forward. The attempt at

mergers or amalgamations of in-house unions and reduce MCTU affiliates to 17 strong functional unions has not been very successful with evidence of limited success reported in 2015 whereby two Electronic Media Workers Unions were merged.

Gender equality and representation assessment show that most of the affiliates have adopted gender policies and actively implement them with the cited challenges. This shows some improvement in comparison to the era before support from LO Norway. There now exists some best practice examples of unions reviewing their constitutions and including specific women representation quotas in various constitutional and decision making structures. During the period under review, some women leadership positions have evidently increased from 0% to 20% in some unions and over 40%, in others. However, more still need to be done as outlined in the recommendations.

There was evidence of sustained training programmes on collective bargaining that had reportedly led to 40 collective bargaining agreements being signed in the four years of cooperation period. The targets for training organisers was exceeded by 32.9%. In the four years under review, 73 Trainers of Trainers (ToTs) were trained out of the target of 80 (91.2% achieved) and over 80 percent of elected shop steward were trained (302 out of target of 320); while the training of 34 treasurers/union finance officers was largely not met as only 22 were trained. The MCTU Project Team has also not implemented an effective tracking and monitoring of those that are trained in the whole education and training programme as envisaged. The 50/50 gender parity target was not adhered to in most of the training programmes, except that of negotiators. Records show that apart from 2016, the training of organisers was still male dominated. Constraints remain with the targeting of financial resources and human resources to deliver cost-effective programmes at grassroots. Though not acknowledged, there were queries raised about a rigid top down implementation approach by the MCTU. Training needs assessments were said not to adequately involve special category groups such as Youth and Women Committees.

In terms of **impact**, the evaluation revealed that, though grey areas exist, the project has started to have a positive impact on the enhancement of trade union capacity and knowledge base in terms of organising, recruitment and negotiations. Thus, the multiplier effect of the project in the MCTU over a longer period is highly foreseen. Overall, on the education and training component, the annual quantitative targets were not reached in some respects but some progress is being made. Specifically, the training of negotiators has had impact on the collective bargaining programme in that most of the negotiators have now grasped the broader socio-economic literacy in the bargaining process. There were testimonies of various negotiators that could write their own position papers without or little assistance from MCTU staff or external labour consultants. Wage negotiations have been enhanced. Complex labour disputes and arbitration processes have been effectively handled and greatly improved over the past four years. Fifteen (15) out of 24 MCTU affiliates (over 60%) have at least registered one Collective Bargaining Agreement (CBA). Overall, the unions have registered 80 agreements, with 17 recorded in 2018 alone. It is estimated that in 2018, coverage improved to 101% state owned 70% non-state owned up by 72%. However, there is a need for a more systematic approach in how those trained are utilised at both the MCTU and affiliate levels to achieve the expected multiplier effects. In terms of mainstreaming gender, the establishment of the Women's Committees in most affiliates has helped improve this desired output. There is evidence of improved participation of women in decision-making processes, including negotiations, but much needs to be done to encourage women develop the confidence to aspire for higher office. On the external impact of the project, it was notable that the visibility of MCTU in negotiations and social dialogue at national level has increased and acknowledged among its social partners. The report acknowledges that gender parity in terms of representation remained a challenge but there were concerted efforts by MCTU and its affiliates to bridging this gap. Thus, it was observed that empowerment of women must

begin with the traditional trade union structures themselves and that training could only reinforce existing deliberate efforts.

In terms of overall **project co-ordination and implementation**, the MCTU Project Team is doing its best but seem to get caught up in the bureaucratic 'red tape' of the MCTU and its affiliates in their implementation. Evidence points to training needs analysis, selection of participants and execution not being well synchronised with local demands of affiliates in some instances. Thus, the arrangement of target groups, dates, venues and training materials will require to be revisited going forward. The conception, design and delivery of the training programmes and all activities were said to be useful to all participants but require to be further re-evaluated for relevance and impact in context as suggested in the recommendations.

Further, with regard to **financial administration**, the Finance Office at MCTU was involved in the planning and reviewing of workshop budgets. There was evidence of involvement in monitoring all expenses to ensure that they are within set budgets and the process of accounting met the internal and external procedures set by the management and LO-Norway. There is some progress in financial records during the whole project life that were professionally audited and passed. Constraints still remain in terms of annual recurring audit queries and upgrading the capacity of the Financial Office and that of financial leadership so that financial prudence and coordination is achieved. The Finance and Audit Committee did not meet as often as planned and their oversight of overall financial management is ill-defined and remains weak.

The evaluation also affirmed that both the organisational structures of MCTU and that of LO-Norway did not on the whole undermine the overall co-ordination and implementation of the project during the period under review. Both parties agreed that the current project reporting and monitoring mechanism was acceptable. However, while the upstream part of the project implementation from the LO Norway side remained clear, there was evidence of rigidities in the downstream implementation in terms of political bureaucracy and weak leadership commitment among the MCTU affiliates. Strengthening the monitoring of the implementation of programmes such as through more project visits by LO Norway is required.

In terms of **sustainability**, the report revealed that the MCTU seems a long way to sustainability though progress in terms of plans to diversify income sources has been made. The strategy to increase membership as a sustainable strategy does not seem to be a realistic and sustained approach at the moment. The report identified several factors that could undermine sustainability which included: lack of financial resources; donor dependency; poor tracking and collection of subscriptions; leadership capacity; lack of internal democratic governance in affiliate unions; high turnover of the trade union officials due to company closures; retirements and natural attrition. This notwithstanding, the real challenge on sustainability of results is donor over-dependence on external support. In particular, records show that for LO-Norway support, in 2015 the contribution was 58%, in 2016 46%, 2017 slightly dropped to 33% and in 2018 the funding rose to 53%. Subscriptions, the main envisioned mark for sustainability, contributed only about 11 percent of total income (as at December 2018). In fact, the true balance sheet (in terms of say calculations on key financial ratios such as the "debt to equity" ratio, which shows the ability of a MCTU to pay for its debts with equity) was very unclear due to lack of information from the financial statements. Nonetheless, the shifting focus of LO-Norway support from administration to results-based activities, highlights the significance of implementing a phased donor exit strategy, going into the future.

## Recommendations

The following recommendations and key areas of improvement can be logically and thematically derived from the findings of the external evaluation.

### Recruitment and Organising

With regard to recruitment and organising, it is recommended that:

- New forms of organising should be explored by the MCTU, including; linking workplace and community issues e.g. by strengthening collaboration with other like-minded unions in the SADC; research and education institutes; and academia.
- MCTU should explore and establish a system of paying from the source, whereby it will directly receive its proportion of membership subscriptions at source, and not allowing the affiliates to collect and then remit to the federation. This will, nonetheless, depend on how the affiliates reorder their political commitment and trust of MCTU as an important national trade union centre.
- In cases where MCTU provides expert guidance on organising and recruitment, a system should be worked out, whereby new members are fully declared and that a direct check off system for remitting subscriptions to MCTU is implemented.

### Effective Membership Management System

In terms of Effective Membership Management System, it is recommended that:

- MCTU should put in place a well laid out, step-by-step amalgamation action plan with clarity on the time frame and follow-ups since trade union unification is a process and not a one-off event.
- MCTU should strategically prioritise and target growth sectors with abundant membership potential (such as: public service, agriculture, commercial service, tourism, education, and health)
- Leadership of MCTU should conclude merging the following unions to build a less fragmented and strong Federation:
  - Agriculture sector: which is currently covered by three Unions namely: Plantation and Agriculture' Sugar and Tobacco.
  - Construction sector: Building & Construction has 4,000+ members and Malawi Housing Union, a house Union with 300+ members.
  - Transport sector: Transport and General Workers Union has 3,000+ members and Railways Union, a House Union with 300+ members).
- The membership tracking system should be prioritised and rolled out in a more efficient and effective manner among the affiliates. This should be done by building research and education nodes in the affiliates that with liaise with the MCTU Project Team.
- In dealing with the conflicting allegiances and roles of MCTU affiliated to GUFs, the creation of a MCTU/GUFs Forum should be explored. This will act as a “clearing house” or platform where the GUFs will link up in smart partnership with the MCTU in undertaking similar particular activities and projects in the country. This should reinforced with popularising the “*MCTU Workers Charter*” so that affiliates understand their role and allegiance to MCTU as Federation.



## **Gender Equality and Representation**

On gender equality and representation, it is recommended that:

- In order to strengthen the gender representation in the activities of the MCTU structures, the empowerment of women must begin with the strengthening of traditional trade union structures. Education and training should only reinforce such existing deliberate efforts on gender parity.
- Institute training on gender through an independent expert and trainer that will put in place clear training needs analysis, targeted training and tracking systems of output and impact over time.
- Encourage the implementation of gender policies in affiliates and identify, women leaders that should be able to take up leadership positions in unions and national leadership.
- Encourage the utilisation of role models and mentorship programmes in women's activities. This should be implemented in tandem with skills development.
- Review the restrictive clause in the MCTU constitution that reserves only the position of Deputy Secretary General for women and open up spaces in the whole Executive Committee.
- Utilise past trained and former women national leaders to enhance organising and recruitment of more women in union structures in the branches.

## **Skills Training and Education in Collective Bargaining**

In terms of skills training and education in collective bargaining, it is recommended that:

- A systematic way of utilising trained cadres should be implemented at both national and affiliate level in order to realise multiplier effects.
- There should be an Education and Training Framework developed that must be linked to the overall results-based monitoring and evaluation of specific programme activities with timelines to ensure results at outcome and impact levels are achieved in the long run.
- A functioning and effective Education and Training Committee comprising experienced Trainers and Leaders should be put in place to monitor and assist MCTU Education and Training department in areas of planning, needs assessment/identification, monitoring and implementation. This will reduce the dependence on the Head of Organising, Education and Training.
- MCTU should explore the identification of a person that will be mentored to assist the current Head of Organising, Education and Training. The mentee will need to be exposed to various training forums offered by regional trade union bodies to gain experience.

## **Internal governance structures**

Regarding the improvement of internal governance structures, it is recommended that:

- MCTU should embark on organisational awareness and renewal interventions whereby members of staff, affiliates and leaders will be required to be acquainted with the provisions of the Constitution and other policy documents.
- MCTU should come up with a *Workers Charter* that will spell out the ideological guidance on trade union values and consciousness. In addition, a specific strategic working document on the role of MCTU in politics based on the Charter which should be endorsed by the general membership in various affiliate Congresses. It should also document modalities of political activism and the role of trade unions so that the

cause of the workers is not high jacked by trade union leaders with political preferences and bias. (i.e. whether to support a particular political party, candidate, or decampaign others)

- Trade unions should embark on workers political education regarding their role in the socio-economic and political process.
- Prioritising Workers Education should be encouraged for affiliates to understand and respect their constitutional obligations and thereby enhance good governance.
- There should be a shared sense on the need for unions to review their electoral rules, so as to eliminate practice of “in-house horse trading” and “chiefdom” leadership (leadership in perpetuity).
- MCTU and affiliates should utilise alternative means of communication, such as social media networks to engage the general membership. A communications and social media should be put in as well.
- MCTU should come up with a Policy and Adherence Committee that should regularly audit and remind the leadership and the Secretariat the extent to which the Constitution, Strategic Plan and Policies are being implemented.
- MCTU and affiliates leadership should ensure adherence to the timely holding of Constitutional meetings i.e. Executive Boards, General Councils, Annual Conferences and Congresses as prescribed in their Constitutions.
- MCTU should have make it constitutional that they intervene in affiliate unions that are run in an undemocratic manner.
- MCTU should use the relevant structures such as the General Council to garner consensus on dealing with the question of conflict of allegiances between MCTU and GUFs.

## **Financial Management**

In terms of financial management, it is recommended that:

- MCTU should realign, review and develop financial literacy capacity “manual for training non-financial managers” among the MCTU leadership and that of the affiliates.
- There is need to review and develop financial accounting procedures.
- MCTU should implement the procurement procedure manual/policy that was approved at the last Congress.
- The Finance Committee should meet every quarter and direct the financial oversight of the MCTU.
- MCTU should deal with recurring audit queries regarding clearing of the liabilities with OATUU, SATUCC and other international organisations that they are affiliated to. In particular, MCTU needs to take a decisive position over the longstanding OATUU debt.
- MCTU should consider significantly adjusting upwards the subscriptions as the current rates are not enough to finance the activities of the Secretariat. Subscriptions will make MCTU to become financially independent if they are adequate.

## **Organisational and financial sustainability/donor exit strategy**

With regard to organisational and financial sustainability/donor exit strategy, it is recommended that:

- LO-Norway could assist MCTU in developing a **comprehensive strategy** so that there is minimum effect of collapse of the current capacity that has been created.
- MCTU and affiliates should adopt and implement resource mobilisation and financial sustainability frameworks that include: (i) membership recruitment and viable

subscriptions, (ii) cost management strategies; and (iii) strengthening own sources of income etc.

- LO-Norway could assist MCTU to develop a **financing and resource mobilisation strategy** as part of the implementation of a sustainability and phased “donor exit” strategy. LO-Norway could learn from others such as Federation of Dutch Trade Unions (FNV) that is implementing a similar programme called MANGO (Management Accounting for NGOs) with its partners. In this programme, training is provided on how to develop a financing strategy that promotes financial sustainability. Such a programme help the LO-Norway as a partner to track and monitor MCTU status - where they are, and where they want to be, and then strategize how to get to where they want to be in a defined period. LO-Norway and MCTU should then develop a sound plan for financial sustainability, which is measurable and monitored as part of the overall strategic plan. This should involve all the senior people who make key decisions about the future of MCTU.
- MCTU should urgently obtain the Title Deed for the MCTU land in question.
- As part of a sustainability plan for the MCT, LO-Norway **could consider funding consultancy fees for a Property Manager** that will assist to chart the course of developing an MCTU Investment Charter on the use of the land as basis for financial sustainability plan,
- MCTU should hasten and implement their plans to **expand its Income Generating Activities (IGAs)**. For instance MCTU sees an opportunity in selling a number of items like MCTU and labour information branded T-shirts, cups, drinking bottles, and various stationery items among others. In this case, MCTU should use workshops, and public events like Labour Day to market their campaigns in the labour market. This strategy could possibly boost the financial status of MCTU, but in order to grow the market MCTU plans to intensify organising and recruitment so that affiliates have more members which would mean increased affiliation fees and sales.
- MCTU should hasten their **plan of building its headquarters in Lilongwe**, which will reduce expenditure in terms of rent since other vacant rooms will be open for rent by other organisations and affiliates. This would also bring income hence boosting the financial status of MCTU.
- MCTU should explore creation of a **Finance and Investment Wing**. In doing so, there should be clear organisational structures clarifying the link between the investment wing and the accountable organs of the MCTU such as the Finance and Investment Committee.

## Project Management and Coordination

With regard to project management and coordination, it is recommended that:

- The MCTU Project Team needs to go through some international training to upgrade their skills in project management and coordination.
- The MCTU Project Team need to review their project implementation strategy and involve national affiliates in a more coordinated manner.
- There is need for sensitisation of the top MCTU leadership and that of its affiliates in the project intricacies so that they are more responsive and better integrated in the whole project cycle and programme activities.
- There is need to further strengthen the implementation of results-based reporting so that due attention is given to all levels of the causality chain (input indicators, activities indicators, output indicators, outcome indicators and impact indicators), including implementing mechanisms for enhancing transparency of reporting on all donor funding.

- MCTU should strengthen, harmonise and align its activities with other cooperating partners such as GUFs and civil society organizations so that there is no duplication and better co-ordination of similar programmes achieved.

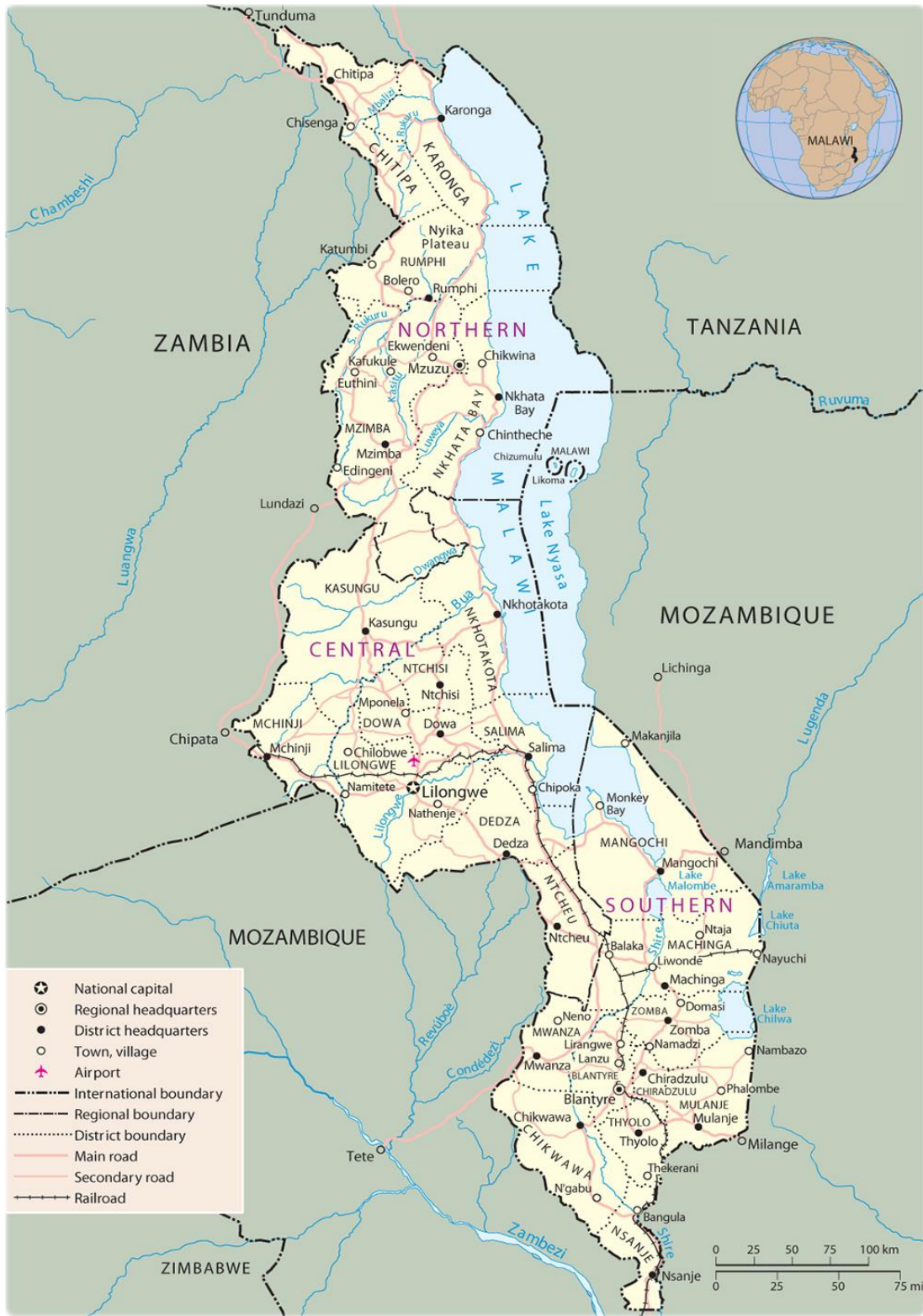
## **Future Cooperation and Partnership**

In all its strategic and policy documents, the MCTU's overall goals relate to organising and membership recruitment; negotiations and collective bargaining skills; reliable membership database; mergers; social dialogue; leadership training; skills utilisation; servicing members; mainstreaming gender, youth and disability issues; viable subscriptions; and expanding the income base for sustainability. It is also stated that these goals are essential if the MCTU is to realise its core mandate of improving the working conditions and reducing the current decent work deficits that persist in Malawi.

For LO-Norway, the overall goal is that “*The unions in Malawi [become] influential [and ensure that] human rights, trade union rights and social justice are respected*”. However, as they move into the next phase of co-operation their desire is that the organisational support to MCTU that has been provided for a very reasonably long time, would need a phased exit strategy. This implies that for both LO Norway and MCTU, it would be prudent that modalities of co-operation that enhance the sustainability of the results and reduce donor dependency, are explored in earnest. LO-Norway, nonetheless, is alive and conscious of the fact that, the proposed shift from organisational and administrative support to a few thematic areas has to be gradual to safeguard achievements scored thus far.

Going forward, in the new five-year Cooperation Agreement which has entered into in 2019, the priority areas should be how to achieve effective project co-ordination and management; organisational sustainability. The thematic areas of focus should continue to be on recruitment and organising - emphasis on youths, enabling mergers and amalgamations, social dialogue, collective bargaining and negotiations, education and training of leadership, youths, women, gender mainstreaming, membership tracking and subscriptions, and robust financial management and mobilisation strategy to achieve sustainability and exit from donor dependency. In delivery of such a programme LO-Norway and MCTU should continue to use the same external project mechanism but integrate a more methodical framework for measuring output whereby the MCTU Project Team is trained to be more responsive to the needs of the affiliates as has been recommended in this evaluation. To sustain the current gains, LO-Norway should assist MCTU develop a well-phased sustainability exit strategy with agreed targets and timelines of reducing the contribution of external partners as recommended.

**Figure1: Political Economic Map of Malawi**



Source: <https://www.geographicguide.com/africa-maps/malawi.htm>

# 1. BACKGROUND INFORMATION AND CONTEXTUAL ANALYSIS

## 1.1 Introduction

This is the final report on the external evaluation of the LO-Norway and Malawi Congress of Trade Unions (MCTU) 2015-2018 Project. As per Terms of Reference (TOR), the report documents the implementation progress of the final evaluation. The report outlines the background to the project that was evaluated; purpose and scope of the evaluation; methodology, data collection and analysis used; findings and recommendations.

## 1.2 Profile of MCTU

The history of trade unionism in Malawi goes back as far as 1945 when the first trade union Transport and General Workers Union, then called *Magalimoto*<sup>1</sup> was set up by two truck drivers cum nationalist-politicians by the names of Lawrence Makata and Lali Lubani. This was amidst the strike activity in Blantyre<sup>2</sup> against poor wages and working conditions by teachers, night soil workers, domestic servants and rail workers (Dzimbiri, 2008). In 1949, Transport and General Workers Union (TGWU) became the first trade union to be registered followed by Commercial African Trade Union (CATU) in 1952 and then Nyasaland Railway Workers Union (NRWU) in 1954. A federation by the name of Trade Union Congress of Nyasaland (TUCN) was formed in June 1956. A few years later, a breakaway federation called National Council of Labour (NCL) emerged. From 1949 to 1964, a total of 19 unions were formed with a combined membership of 4,763 (Dzimbiri, 2008). During the last stages of colonialism, trade union movement aligned itself to the nationalist interests with the conviction that economic benefits to the working class and the nation at large would be guaranteed amidst political freedom (Dzimbiri, 2008). More importantly, some trade unionists were also key figures in a political party called Nyasaland African Congress (NAC) that was agitating for independence. Trade unions which had felt greatly sidelined by the post-colonial government since 1963, took a leftist position against such policies in support of the dissident cabinet ministers. Hence forth, trade union leaders were intimidated, harassed, forced out of office or thrown into detention without trial. By the end of 1964, fourteen trade unions out of 19 had been de-registered by the Ministry of Labour. All civil service unions were immediately banned and the Teachers Union of Malawi was renamed Teachers' Association of Malawi. Thereafter, in 1965, the ruling party Malawi Congress Party (MCP) called for a compulsory affiliation of the federation of trade unions to the party, thereby giving the party the mandate to meddle in union affairs, to restrict trade union activities and co-opt union leaders who were regarded as potential threats into the state machinery (Dzimbiri, 2007 and 2008).

The socio-economic impacts of the Structural Adjustment Programme (SAPs) which Government of Malawi (GoM) started to implement in the 1980s coupled with a wind of democratisation that was blowing across Africa in the early 1990s, sparked a rejuvenation of vibrant trade unionism. This process commenced with a strike activity that sprang from 1992-1993 that at one moment almost paralysed all sectors of the economy. This then resulted into a series of negotiations between government and workers' and employers' representatives. These negotiations paved way for the rebirth and formation of more trade unions while the existing five unions which were affiliates of

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<sup>1</sup> Magalimoto in English is translated as 'vehicles.'

<sup>2</sup> This is the commercial city

the only federation called Trade Union Congress of Malawi (TUCM) fore-runner of Malawi Congress of Trade Unions (MCTU), demanded greater autonomy and influence on the direction of government policies and labour relations. These unions became part of the significant opponents of the one party state till its demise in June 1993.

MCTU was registered in 1995 as a trade union federation with the aim of promoting, uniting and strengthening human rights standards and social justice (welfare) of workers at the work place. The overall goal of MCTU is to promote, defend, protect, unite and strengthen workers and trade union rights in pursuit of social justice of workers. The specific objectives of MCTU as a labour movement are:

- To have leadership and management to the movement in place, which would ensure defense over the rights and interests of its members, by fostering their duties and supporting their roles, according to prevailing laws.
- To ensure the promotion of technical and intellectual competence of its members, in addition to raising their cultural, economic and social levels.
- To ensure enhancement of services to its members through the provision of effective administration, perfection of work and exertion of adequate efforts to achieve the desired improvements within the framework of social and economic development plans.
- To have in place the required cooperation with the state bodies and social forces to affirm national unity in order to protect the national independence.
- To have in place effective mechanisms for recruitment and organising for the workers at all work places.
- To ensure effective negotiations and collective bargaining, on behalf of its members, take place in all work places.
- To put in place mechanisms for the provision of workers' education.

There are three major key players in the labour environment in Malawi. These are: the government through the Ministry of Labour, Skills and Innovation, Employers through the Employers Consultative Association of Malawi (ECAM) and Trade Unions under the MCTU. The Ministry of Labour, Skills and Innovation is mandated to provide policy direction, arbitration and guidance on labour administration. With slightly over 200 corporate members, ECAM was registered in 1963 primarily to promote, guide and protect employers' interests in labour and social policy. The MCTU organisational structure consists of the Congress, General Council, Executive Board, National Executive Committee, and General Committees, i.e. Youth, Women, Finance & Audit and the general membership.

### **1.3 Current Socio-Economic and Political Context in Malawi**

Malawi is a landlocked country located in Southern Africa, sharing its borders with Mozambique, Zambia and Tanzania (see map above). According to the 2018 Census, the country has an estimated population of 17.5 million, which is expected to double by 2038 (World Bank, 2020)<sup>3</sup>. Malawi remains one of the poorest countries in the world despite making significant economic and structural reforms to sustain economic growth. The economy is heavily dependent on agriculture, employing nearly 80% of the population, and it is vulnerable to external shocks, particularly climatic shocks (World

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<sup>3</sup> See full World Bank (2020) report at: <https://www.worldbank.org/en/country/malawi/overview>



Bank, 2020).The country's development is guided by the Malawi Growth and Development Strategy (MGDS), a series of five-year plans that contribute to the long-term goals outlined in Vision 2020. The current MGDS III, Building a Productive, Competitive and Resilient Nation, will run through 2022 and focuses on education, energy, agriculture, health and tourism (World Bank, 2020).

Politically, Malawi is on a whole a very peaceful country and has had stable governments since independence in 1964. The one-party rule under Hastings Kamuzu Banda ended in 1993, and since then multi-party presidential and parliamentary elections have been held every five years. Malawi's sixth tripartite elections were conducted in May 2019. Under an election marred by irregularities, President Peter Mutharika was re-elected against other Presidential aspirants, Lazarus Chakwera of the Malawi Congress Party and Saulos Chilima, former Vice President and President of UTM Party. After violent mass protests and court challenge<sup>4</sup>, the election was later annulled by the Constitutional Court and fresh election was ordered which the opposition alliance of led Malawi Congress Party by Lazarus Chakwera of the Malawi Congress Party, as President and Vice President, Saulos Chilima, of the United Transformation Movement (UTM), emerged victorious.

The World Bank July 2020 Malawi Monitor<sup>5</sup> avers that the current government has inherited a very difficult situation given the impact of COVID-19. The GDP growth in 2020 is expected to slow sharply, though projections are highly uncertain and evolving as the crisis unfolds. Based on available data through July, GDP growth estimates for 2020 have been revised down from the 4.8 percent projected in September 2019 to a baseline of 2.0 percent. This is the assumption that assumes that Malawi will not experience a full national lockdown and that there will be minimum external demand shock and domestic disruptions felt in 2020 will not enter into 2021. It is also projected that the poverty impact will be more severe in urban areas where the informal economy services is expected to be deeply affected.

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<sup>4</sup>See CMI report at: <https://www.cmi.no/publications/7252-the-tipp-ex-election-widespread-unrest-after-the-2019-elections-in-malawi>

<sup>5</sup> See World Bank (2020) Report at: <http://documents1.worldbank.org/curated/en/835161595529532367/pdf/Malawi-Economic-Monitor-From-Crisis-Response-to-a-Strong-Recovery.pdf>



## **2. IMPLEMENTATION OF THE FINAL EVALUATION**

### **2.1 Brief review of the project/cooperation**

As outlined in the Terms of Reference (TOR), LO Norway has collaborated with MCTU since 1996. MCTU has 24 industrial affiliates cutting across all sectors, with a paid-up membership 149, 2017 (total as at 31 December 2018). LO-Norway and MCTU entered into a new five-year programme agreement in 2019, with the overall development goal: *"MCTU has contributed to decent work for workers in Malawi"*. The project emphasis is on strengthening MCTU's capacity to organise workers, strengthening the work with collective bargaining and social dialogue and advocating for policy changes. Since 2019 was the first year of a five-year agreement, results at outcome and impact level are limited. This therefore prompted for the evaluation of the results of the 2015-2018 programme period which has the overall goal that *"The unions in Malawi [were to become] influential [and ensure that] human rights, trade union rights and social justice are respected"*.

### **2.2 Purpose and scope of the final evaluation**

As stated in the TOR, the main purpose of the evaluation was contribute to further development and project improvement and learning in MCTU and LO-Norway. In particular, the findings and recommendations will be used to inform the implementation of the 2019-2023 project with respect to:

- Assessing progress made towards achievement of the 2019-2023 project goals and achievements of the 2015-2018 project goals;
- Identifying good practices and recommendations for future project cooperation MCTU-LO. More specifically, have lessons learnt from the 2015-2018 project been incorporated in the 2019-2023 project;
- Assessing added value of LO-Norway to the project and towards MCTU;
- Assessing MCTU's systems for financial management and whistle-blowing and the implementation of these systems;
- Assessing the internal governance structures of MCTU in areas of internal; democracy, ownership, financial management and accountability among its leadership, secretariat and affiliated unions;
- Assessing MCTU's financial sustainability with a particular focus on improving the economic independence;
- Assessing to what extent affiliates' needs and priorities are reflected in MCTU's work; and,
- Assessing to what extent cross cutting issues (women's rights and gender equality, anti-corruption, environment and human rights) have been considered in the project.

The focus of the evaluation was on the following areas as stipulated in the TOR namely:

- Achievement of results from the 2015-2018 project
- Project management and coordination
- Internal governance structures
- Organisational and financial sustainability
- Gender equality

### 2.3 Methodology data collection and analysis to be used

The methodology for this evaluation was largely qualitative and the following were used in data collection:

- Review of documentary data;
- Interviews; and
- Focused group discussions among selected beneficiaries/participants.

As indicated in annex 1, the following key stakeholders were be targeted:

- MCTU Project staff at the Secretariat;
- MCTU Senior Elected Officials (President, Secretary General, Treasurer General);
- MCTU Specific Elected Clusters – Women Committee, Youth Committee;
- MCTU Negotiators, Organisers, Educators, Shop Stewards and Union Treasurers;
- Key stakeholders and beneficiaries including the Ministry of Labour, Employers Organisation and the MCTU Auditors; and,
- Selected representatives of LO-Norway.

The external evaluator's interview guide provided in annex 3 and proposed framework in annex 4 and 5 shows the focus areas for evaluation and how data was collected. Due to the on-set of COVID-19 pandemic, we could not do field sites visits as planned but detailed skype discussions were done with primary or targeted beneficiaries of the project that were interviewed independently to minimise issues of bias (see annex 1). MCTU hired conference rooms in Blantyre, Lilongwe and Mzuzu with Skype or Zoom facilities. This was to allow participants to attend the virtual meeting within their regions. MCTU technical persons led by Mr. Limbani Kachali was available at the venue to ensure necessary logistics are in place and functioning. MCTU also ensured that COVID-19 safety and preventive measures are in place and adhered to e.g. sanitisers, hand washing facilities and social distancing where applicable. All the targeted participants, except the Norwegian Embassy were reached and interviewed. The details of the schedule were constantly reviewed as data collection proceeded but attention was paid to the fact that factual information reflecting the representative state of affairs was collected.

In terms of analysis, the broad approach was to maintain an objective viewpoint, to solicit the views of as many stakeholders and beneficiaries as possible and to analyse these in order to arrive at findings which are as representative and as valid as conceivable. The analysis was thus based on the standard LO-Norway criteria and OECD DAC Principles for Evaluation of Development Assistance as provided in the TOR focusing on the following aspects:

- *Relevance*: To which degree the approach was applicable in local context. Were the objectives, purpose and expected results in line with the needs and aspirations of MCTU leadership and its affiliates and the members benefitting from the strengthened capacity of their unions? Are the interventions consistent

- with the operational context? Had possible changes in the context since the beginning of the support changed the relevance of the interventions?
- *Overall progress of the implementation of the agreed activities:* To what extent were the agreed activities been implemented as planned and within the limits of time and budgeted financial resources? If there were challenges or delays in implementation, were the reasons for these justifiable and corrective measures adequate?
  - *Effectiveness:* Had the results achieved furthered the attainment of the objectives and purpose? Had the objectives been achieved and will the work also continue in the future? If the objectives were not yet been reached, what type of new strategies and how much time is the process still likely to take?
  - *Efficiency:* Were the material, human and financial resources used in an efficient manner in order to gain maximum benefits from the available resources? Did the organisational structure guaranteed cost efficient resource delivery?
  - *Sustainability of results achieved:* To which degree would the benefits produced by the cooperation continue after the external support has come to an end?
  - *Impact:* What were the overall effects, intended and unintended, long term and short term, positive and negative?
  - *Gender:* How had the issues of gender been addressed? How had women and men gained or benefitted? To what extent had the selected approaches advanced gender equity in the development of MCTU and its constituency – the trade union movement? Has the work of MCTU improved gender equity in working life and in trade unions, and can this be seen as a result of the project?
  - *Implementation machinery and management:* How was the project implementation, coordination and management been conducted? What kind of experiences did MCTU and LO-Norway representatives get of the functioning of this type of project setup from management point of view?

## **2.4 Indicators, benchmarks and comparative reference material to be used**

As per standard evaluation or research practice, the indicators used were discerned from the objectives of the project (as presented in the envisaged log frames in annex 3) that are cascaded into the key result areas to evaluate the achievement of results from the 2015-2018 project MCTU/LO-Norway based on the Development Agreement. In evaluating the achievements of the 2015-18 project, specific attention will be paid to areas of the Development Agreement relating to: *Recruitment and Organising; Gender Equality and Representation; Skills Training and Education in Collective Bargaining; Internal Governance; Organisational and Financial Sustainability; and Project Management and Coordination.* An evaluation instrument has been developed to guide the evaluation (please see proposed template and log frame for evaluation of the focus areas in annex 3).

## **3. KEY FINDINGS OF THE EVALUATION**

According to the project documents and log frames, the expected outcome of the Programme Agreement was to ensure that trade unions promote human and trade union rights so that social justice is enhanced in Malawi. The main goal was to strengthen the capacity for education and training, organising, recruitment, gender representation and internal governance for the MCTU. In this regard, planned programme results/outputs under this phase of the agreement included the following:

- 1) Formulation and implementation of organising and recruitment drive;
- 2) Increased gender equality and representation within the trade unions;
- 3) Promotion of good democratic constitutions in trade union that are respected and adhered to;
- 4) Implementation of effective membership management systems, dues collection and internal and external accountability; and,
- 5) Training negotiators to engage employers in collective bargaining and members' awareness of their conditions and welfare.

Below the key findings of the final evaluation are presented.

### **3.1 Recruitment and organising**

#### **3.1.1 Objectives of programme**

Under this programme, the planned results were that the MCTU was to actively recruit new members from new and existing sectors and improve the database on the existing and new members. The key targets were to:

- Have five (5) percent membership growth annually
- Have five (5) new enterprises organised per year (5 new branches per year)
- Train at least 45 organisers annually
- Reduce the total number of affiliates , through mergers or amalgamations to 17 by 2018

#### **3.1.2 Activities accomplished**

Given the importance of membership to unions, it was hoped that MCTU would develop and implement plans for organising and recruitment. In that regard, MCTU had pledged to step up membership recruitment, with priority given to unions with highest potential, targeting women and youths. The accomplishments are discussed below.

##### **3.1.2.1 Annual Membership Growth**

Interviews with participants and documents reviewed indicated that plans for improved union organising and member recruitment were formulated and attempts were made to implement this, yet the records do not show any sustained translation into significant membership growth. The records show annual membership fluctuations that did not meet the envisaged target of 5% growth in most instances. During the whole period under review, 2015-2018, the average computed growth was 4.8% as shown in Figure 1 below. However, a detailed annual growth analysis shows that the increases fluctuated, except for the one exceptional year, 2015 that recorded 13%. In the other years (2016-2018), growth was between 0.7 – 4.9% and below the 5% target. For example, in 2014, MCTU had 125,329 members<sup>6</sup>. This increased to by 13% to 141 655 members at the end of 2015. In 2016, the membership increased by only 0.7% to 142, 674 which was below the target. Later in 2017, another below the target annual increase by 4% to 147,

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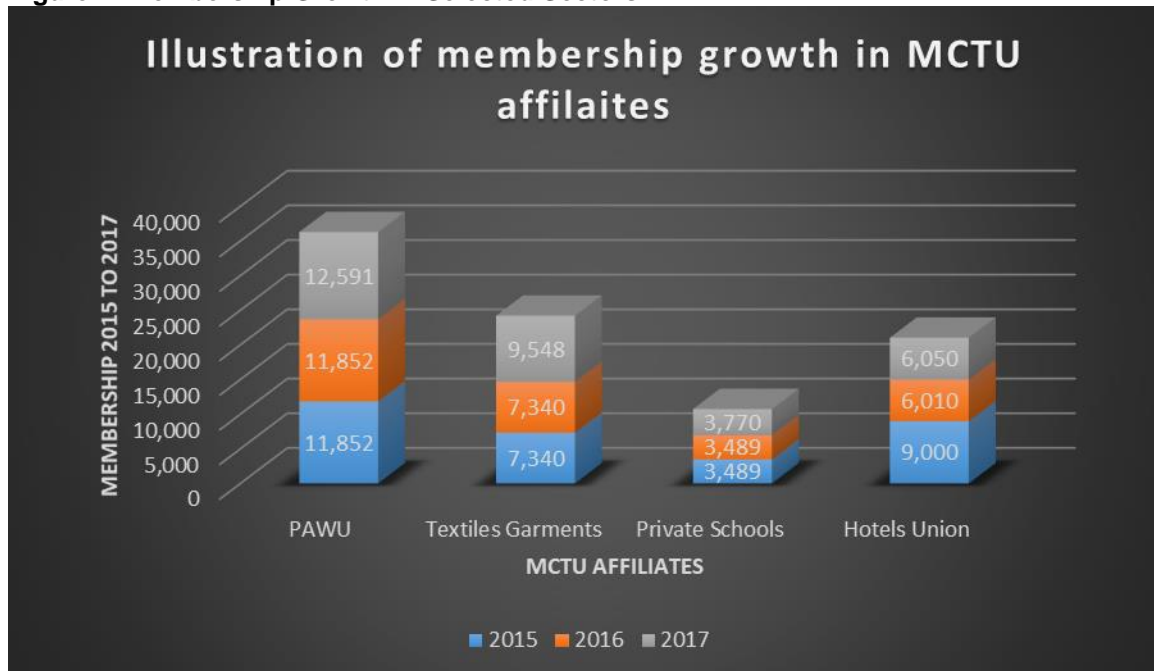
<sup>6</sup> In all the interviews including follow-up, there was no reconciliation of the fact that signed agreement shows baseline as at 2013 was 145,993 while 2015-2018 report shows baseline at 2014 was 125,329 members. There is still no clarity as to what could have happened between 2013 and 2014.

544 members was recorded. By the end of 2018, membership increased only by marginal 1% to 149, 2017. A further sectoral analysis showed that there appears to be some membership growth among a few MCTU affiliates that mounted a rigorous organising and recruitment campaigns from 2016 to 2017. As presented in Figure 2, sectors that showed some growth above the 5% target included:

- Plantation and Agriculture Workers Union, achieved a 6.2% growth;
- Textiles Garentment Unions, achieved a 30% growth; and
- Private Schools, achieved a 8% growth.

The Hotel Union recorded a marginal 0.6% growth, after a slump of growth 33.2% from 2015.

**Figure 2: Membership Growth in Selected Sectors**



Source: MCTU/LO Norway Project Reports, 2018

Questions were raised as to why there has been overall failure to meet the 5% target in most of the years under review. The key explanation was that the membership recruitment drive has not been as robust enough as one would have been expected. There was also a feeling that the leadership of the affiliates paid a 'lip service' and did not actually place priority to recruitment and organising. Other reasons include the fact that some of the organising strategies were criticized as *"bluntly militant, poor and without focus"*. Interviews with the both with some affiliates and employers affirmed that this was so. It was argued that most of the organisers fail to discover points of leverage which could convince the employers and employees regarding the need for trade unions in most work places. In some cases, the type of trade union services that the members would benefit from were not articulated. Examples were given in instances whereby after branches were formed, and members recruited, there were no rigorous follow-ups to sustain these start-ups members.

### 3.1.2.2 Organising Enterprises

During the period under review, there were some noticeable improvement in union capacity to step up organising in some enterprises. The most visible efforts were organising the new unorganised sectors in the agriculture, textile, private schools and commercial sectors. However, most of these were not sustained as most industries have failed to maintain members due to high staff turnover given the poor economic climate. There were, however, isolated reported best practice cases such as the Plantation and Agriculture Workers Union. Here, the union was able to organise and raise membership from a paltry estimated 300 to about close to 11,000, in most cases using their own resources, supplemented by the help from LO Norway. In contrast to this, the Civil Servants Trade Union under the NTL/CSTU agreement that had a target of annual membership increase of 10% (from 14, 850 in 2014) could not reach their target. Their 2017 NTL/CSTU annual report recorded an increase of only 3.1% to 16,400. Yet, the CSTU is said to have a potential of close to 80,000 members, but their ability to capture and recruit more members in the public service has been dismal. Several reasons were advanced for this. One was that there has been high staff turnover due to retirements. The other was their failure to capture the new entrants into the civil service such as the youth. Others cited the lack of leadership in following through the recruitment drive. Nonetheless, it is clear that there are challenges in relation to the organising and recruitment strategies that need to be resolved in most of the MCTU affiliates.

### 3.1.2.3 Training of Union Organisers

According to the records, MCTU during the period under review, undertook several training programmes for union organisers. In total, MCTU reported that they trained 173 organisers over a period of four years out of the target of 180, representing about 96% computed annual average. However, analysis of specific annual outputs showed that only 2016 exceeded the annual target. Evidence shows that in 2015, they did not meet the target of training 45 organisers, while in 2016, this was exceeded. In 2017 and 2018 this was below the envisaged target. As data below shows that it is only in 2016 when they trained more than the set target of 45 trained organisers per year (see also Figure 3 as illustration). Therefore a breakdown by gender segregation was that:

- In 2015, 40 were trained (25 males and 15 females)
- In 2016, 63 negotiators (6 Males and 57 females)
- In 2017, 40 were trained (31 Males and 9 females)
- In 2018, 30 were trained (22 Males and 8 women)

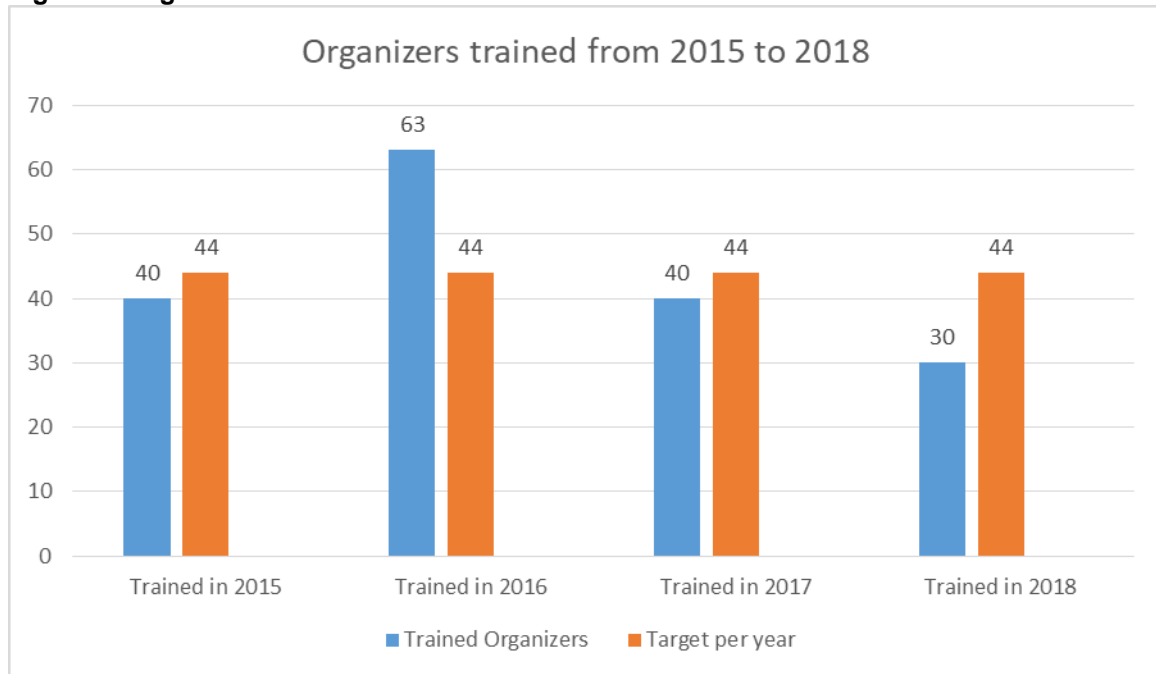
In the years 2015, 2017 and 2018, there were no clear valid satisfactory collaborated reasons as why the MCTU Project Team could not meet the target. However, there was the view that in some instances the downstream implementation of the training programmes were clogged in the MCTU bureaucracy where the project team had go through the political red tape of both MCTU Secretariat and the affiliate's structures. This delayed the training. In fact, some affiliates, during the interviews, complained that most of the training was hurriedly done at the end of the financial year. The low target achievement was also attributed the way MCTU affiliates selected the beneficiaries of the training. These were mainly selected by the General Secretaries of the Union. In some instances, the same persons were sent for the same training over and over again as "*policy of political appeasement*". Interviews revealed that the MCTU Project Team

did not have leverage and power on who they should train. In the words of one respondent:

*“..,we have no power over who to select for which training from the MCTU affiliates...in some cases we have observed that the same participants attend training many times, over, and over again, we guess perhaps this is meant to politically appease some of their loyalists...”*

A breakdown of gender analysis shows that more females were only trained in 2016. It could not be established why this was so, yet the MCTU gender policy is clear about the need to have a balanced representation and that women should be encouraged. The obvious inference is that there is no leadership commitment at all levels to implement this policy.

**Figure 3: Organisers Trained 2015-2018**



Source: MCTU/LO Norway Project Reports, 2018

### 3.1.2.4 Mergers and Amalgamations

According to the records, of the 24 MCTU affiliates, 6 have membership below 1,000 (ranging between, 200 to 500). These are in-house unions, which, even if they were to pay subscription fees regularly (only 10 out of 24 are paid up), they would still be a financial burden to MCTU. The need for amalgamation into stronger unions is therefore an imperative. In 2015 a merger was finalised between the two Electronic Media Workers Union which has brought 170 members and an increase of Union dues of 20%. A collective bargaining agreement was concluded between Electronic Media Workers Union and Malawi Broadcasting Corporation. This has been cited as one of the successes by the MCTU. The Federation is also lobbying for mergers within its affiliates and are currently rejecting membership to MCTU of any union whose

membership is less than 1000 and advising them to merge with already existing unions within their sector. However, it is important to note that during the 2015-2018 project period, LO-Norway supported preparatory meetings for three affiliates in the agriculture sector which should have led to a merger. This initiative seem to have fallen off. The major reason cited has been the inability of the leadership at both MCTU and the affiliates to finalise this.

### **3.1.3 Performance on key results/output indicators**

In terms of membership, organising new enterprises, and amalgamations based on the key performance indicators, it can be deduced that:

- The annual membership growth target of 5% was only achieved in 2015 while all the other years fell between 0.7% and 4.9%. The average annual computed average of 4.8% was achieved.
- The organising of new branches in enterprises has been slow but evolving.
- The training of organisers in affiliates has been taking place. The computed annual average of organisers trained was 96% over a period of 4 years but annual target was met only in 2016. Questions about quality and impact on actual membership growth remain with issues about the same people trained and affiliates not in good standing not benefiting cited.
- The attempt at merging or amalgamating of in-house unions and reduce MCTU affiliates to 17 strong functional unions has not been very successful. Only 5.9% was achieved in the last four years.

## **3.2 Effective Membership Management System**

### **3.2.1 Objectives of programme**

Documentation availed shows that for this aspect of the project the objectives were for the MCTU to increase its capacity to collect membership fees and have an updated membership tracking database - disaggregated by age, gender and sector. In the final evaluation, key performance indicators for measuring the key targets were for:

- MCTU to develop and implement a plan on dues collection from affiliates;
- MCTU and unions to have updated and reliable membership data segregated by gender, age and sector; and,
- MCTU to ensure that all affiliates are fully paid up.

### **3.2.2 Activities accomplished**

MCTU has a membership of  $\pm 200,000$ , with only 147,544 (paid up) from 24 affiliates. Before the onset of this project, MCTU was having challenges in the tracking of membership to ensure that they had a defined number and subscriptions were paid accurately. In 2016, MCTU completed the development of a universal database template to manage membership and other union functions for MCTU and its affiliates. The MCTU reported that the membership database is in its final stage of database implementation. In 2017, MCTU trained its affiliates on how to manage and use the database – in terms of membership management and how to generate reports. In 2018, MCTU assisted central region affiliates in data entry, accounts creation and management. One of the main cited challenges in data collection of accurate figures has been that the under



reporting of membership numbers by most affiliate such that the database does not actually reflect the correct figures.

### **3.2.3 Performance on key results/output indicators**

The primary strategy for MCTU is to intensify organising and recruitment. Nevertheless, the challenge for MCTU and affiliates has been on how to keep accurate information of their members. The database is meant to help in keeping accurate data which will assist in the collection of membership fees hence promote financial sustainability of MCTU.

At the last 37<sup>th</sup> General Council held on 6<sup>th</sup> March, 2018, the leadership agreed to increase affiliation fees from K15/member per month to K25/member/month effective 1<sup>st</sup> July, 2018. However, during the period under review, there has been no remarkable increase in collected subscriptions from the unions. Most of the MCTU affiliates are in the habit of under declaring the membership to MCTU so that the subscriptions payments are minimised. One interesting observation is that most of the affiliates are in the habit of paying their dues during the Congress year. For example, there was increased income from subscriptions in 2016 which was a Congress year (refer to Table 2). Yet, there were minimal increases in 2015, 2017 and 2018 (see Table 1 and 2). This is a clear fact that they have the ability to pay except that their attitude regarding the ownership of MCTU is under question.

The MCTU is also in talks with affiliate's leadership to allow MCTU to collect affiliation fees from the source. This is one of the strategies learnt from the learning visit to the ZCTU in Zambia supported by LO-Norway. This strategy, if adopted, will surely help in reducing the number of affiliates that default. Ultimately, this will positively contribute towards financial sustainability.

Another observation is that most MCTU affiliates, seem to prioritise payments to Global Unions than the Federation. Information obtained from GUFs was that most the MCTU affiliates were in "good standing" with them. One of the reasons discerned was that, most affiliates appear to appreciate GUFs more than their own Federation because there are specific trade union services and prestige which accompanies certain international activities (such as: workshops, training programmes abroad and study and travel grants), that the leadership do apportion to themselves. The GUFs tend to focus more on direct worker participation in their campaigns and organising projects such as around issue of value-chains and multinationals. Based on the available evidence, it would seem that very little formal practical and meaningful co-operation exists between GUFs and MCTU at present. This is structurally reinforced by the fact that MCTU tends to affiliate to sub-regional bodies like SATUCC and continental bodies like OATUU and ITUC-Africa, while their industrial unions are affiliated to GUFs. A meaningful cooperation between GUFs and MCTU as a federation would thus require a deliberate identification of areas where programmes are mutually reinforcing. From interviews, it was revealed that on several occasions, the issue of allegiance has been raised to MCTU and its affiliates, through comments in the annual reports and LO Norway project visits. One of the respondents had this to say:

*"We have tried to address this issue with some concerned MCTU affiliates...you see that we even backed up this several times with comments from the annual audits and also reports during project visits by LO Norway, but this remains*

*contentious and unresolved. We have information from Global Unions that they are indeed 'in good standing' with them but not with MCTU...and when we confronted some of them, they said this will change...and that they love MCTU...but it is a contradiction, not so? How can you say you have loyalty to MCTU when you only pay up when it is election time? I believe, the problem is 'chiefdom' governance...because length of one individual for 20+ years in office is not good for union growth...I feel MCTU is also not strict to 'police' its affiliates....we shall try again to bring it up during the next Congress..."*

Accordingly, it is clear this issue has not been adequately dealt with at all. Perhaps, it is only if most of these unions are run in a democratic manner that decision regarding more loyalty to GUFs will be discussed in a more transparent manner and resolved.

## **3.2 Gender Equality and Representation**

### **3.2.3 Objectives of programme**

Under this intervention on gender, the planned results were that there should be gender equality and increased gender representation in trade unions. In fact, it is well spelt out in Clause 4 of the co-operation agreement that gender equality had to be mainstreamed in the programme co-operation. The interpretation is that given the historical imbalances confirmed by earlier studies, this implied women representation need to be reflected in all trade union activities.

### **3.2.4 Activities accomplished**

This evaluation confirms that there is steady progress regarding gender representation in the MCTU and its affiliates. Most affiliates that have gone for Congresses appear to have some priority of including women and female youth in their structures in line with the crafted gender and youth policy. The Malawi Congress of Trade Unions continues to fight gender inequalities by providing for women empowerment in its constitution including quotas for union positions. In 2015 MCTU launched a 50:50 campaign for gender equality that has seen more than half women participation in the quadrennial congress though only 20% were voted into positions of influence. It important to note that MCTU affiliates that went to congress in the project period have made significant progress with some attaining 60% women representation in decision making positions. MCTU developed a policy on sexual harassment and reviewed its gender policy with some affiliates. Some notable clauses have been reviewed such as 30% women representation to 50% and provision of local resources of at least 10% of union dues for women activities. Women membership has remained at an average of 49%. Some unions have started working on their gender policies in line with the MCTU gender policy. For example, the Plantation and Agriculture Workers Union (PAWU)<sup>7</sup> have developed an excellent Gender Policy, with a clear and simple gender strategy to strengthen its capacity to mainstream gender within PAWU, enhance gender justice in the workplace by taking up specific workplace issues faced by women; and addressing sexual harassment. The Hotels Union (HFPCWU) has achieved some key changes for

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<sup>7</sup> The 2019 MCTU Gender Audit revealed that in terms of numbers, there has been significant improvement in the numbers of women in senior leadership positions (from 2 in 2014 to 13 in 2019), although overall the number is still low, at 13%.

workers in some key hotel groups, and the Communication Union (COWUMA) has made efforts to mentor women into leadership positions.

However, one issue that still persists is the impact of the training of women and as to whether MCTU has been able to develop a cohort of women luminary leaders that rise to national level leadership. The connection between women empowerment and entry into leadership positions is not straightforward. Interviews revealed that there was a tendency for women to 'chicken out', when confronted to take leadership with some just ill-prepared to take up the challenge. Clearly, there is more that needs to be done in training to inculcate the confidence to aspire for national trade union leadership. For example, the clause for the reservation of Deputy Secretary General may have been a good start but it would be important if more women contest positions at that level. The other issue is that it would seem that even if women and female youth are elected to position in unions, they were not given real power in terms of delegation of primary union duties of running the union.

### **3.3.3 Performance on key results/output indicators**

Gender equality and representation assessment show that most of the affiliates adopt have adopted gender policies and actively implement them with the cited challenges but with clear improvement to the era before support from LO Norway. There are moves of best examples of union reviewing their constitutions with specific women's representation and various quota of representatives in various constitutional and decision making structures; and women leadership has increased from 0 percent to 20 percent in some unions and 60% in others. However, more still need to be done as outlined in the recommendations.

## **3.4 Skills Training and Education in Collective Bargaining**

### **3.4.1 Objectives of programme**

The planned results under this component of the project were that negotiators would be trained to engage employers in collective bargaining and members would be aware of their conditions of service and welfare. The key targets were to:

- Have a minimum of three (3) CBAs concluded annually;
- At least 45 negotiators trained annually;
- 20 trainers are trained and are being used in trainings annually;
- A system for keeping track of trained cadres and trainers established and actively in use;
- 80 percent of elected shop stewards trained on their role; and,
- Up to 34 treasurers and union finance officers trained in sound financial management.

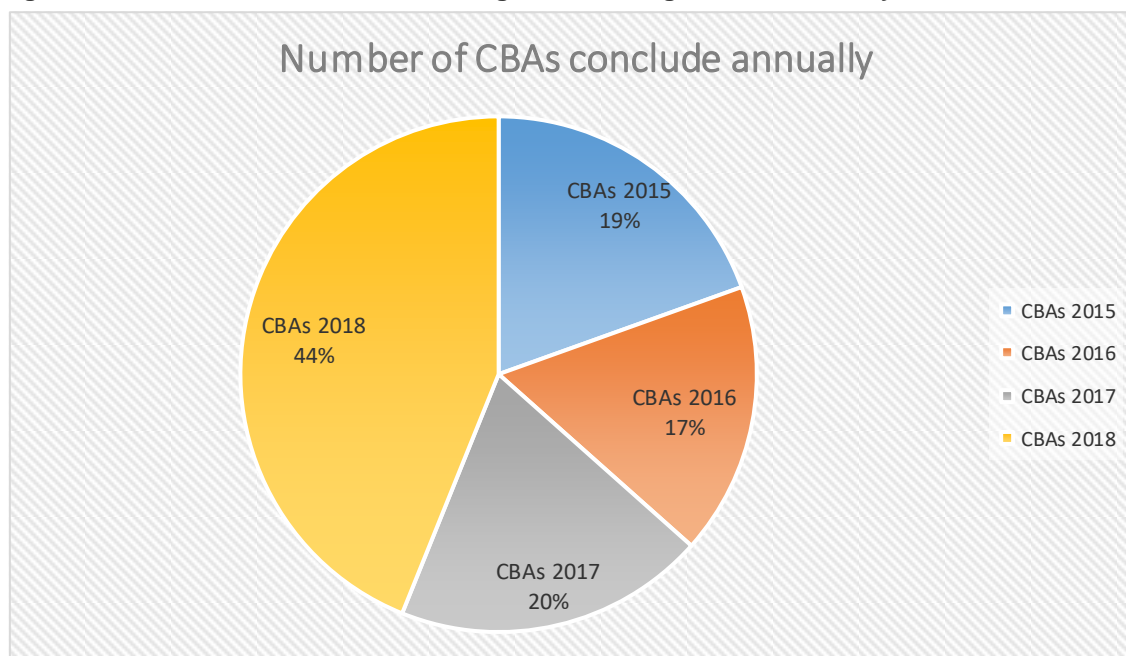
### **3.4.2 Activities accomplished**

#### **3.4.2.1 CBAs Concluded and Signed**

The labour legislation requires that at least 20 percent of employees belong to a union before it can engage in collective bargaining at the enterprise level, and at least 15

percent union membership for collective bargaining at the sector level. Fifteen (15) out of 24 trade unions (over 60%) have at least registered one Collective Bargaining Agreement (CBA). Overall the unions have registered 80 agreements. A total 17 Collective Bargaining Agreements were signed in 2018 alone. Figure 4 shows percentage attained that surpasses the 5% annual target.

**Figure 4: Number of CBAs concluded against the target of 5% annually**



**Source: MCTU/LO Norway Project Reports, 2018**

According to the records, CBA coverage improved to 97.37% in state-owned enterprises, to 71.26% in non-state owned, and 63.18% in foreign-invested enterprises by the end of 2015. In 2016, coverage went down to 94.5% in state-owned enterprises, and went down to 54.42% in non-state owned, and increased to 66.25% in foreign-invested enterprises while in 2017, coverage improved to 100% in state-owned enterprises, to 66.27% in non-state owned and slightly decreased to 66.05 percent in foreign-invested enterprises. It is estimated that in 2018, coverage improved to 101% state owned 70% non-state owned up by 72%. Clearly, this has been one of the most successful areas of the project. Most of the reviewed CBAs have incorporated cross-cutting issues of gender, OSH and HIV/AIDS clauses, including ILO recommendation 200 provisions. This has been achieved as a result of training and education activities supported by LO-Norway. The human capital developed and supported by the same programme also contributed to an increase and improvement in capacity and numbers of union activities. During the period under review, over 20% trade union officials were trained. It is, however, important to note that most of those that benefited were the paid up members. The ten paid up members were: Hotel Union, CIAWU, ESCOM, MHC, PAWU, TGWU, PSEUM, CSTU, University and AMA. The rest by of the 14, could not by standard practice, not benefit from the training. Throughout the evaluation, there were questions as to whether this was a good practice and it did not discourage the others. Those unions that did not benefit complained that their subscription were low and could not afford to pay the dues. However, most of these could not explain their attitude as to why they pay the whole lump sum during election year including paying to their

respective Global Unions. Clearly, the value and ownership of MCTU is never their priority but rather their personal ambitions to control MCTU for political and personal gain. Most Federations in Africa and beyond, do not accept affiliation fees being paid during congress year when an affiliate has not been paying and this is stipulated in their Constitutions. The habit of paying just before Congress or on the actual congress day as is the case with MCTU promotes bribery and vote buying, including “unholy alliances”. The OECD guidelines are clear on corrupt acts and MCTU and LO Norway subscribes to the national and trade union anti-corruption Policies in place. The MCTU and its affiliates should adhere to this as a good governance tenet.

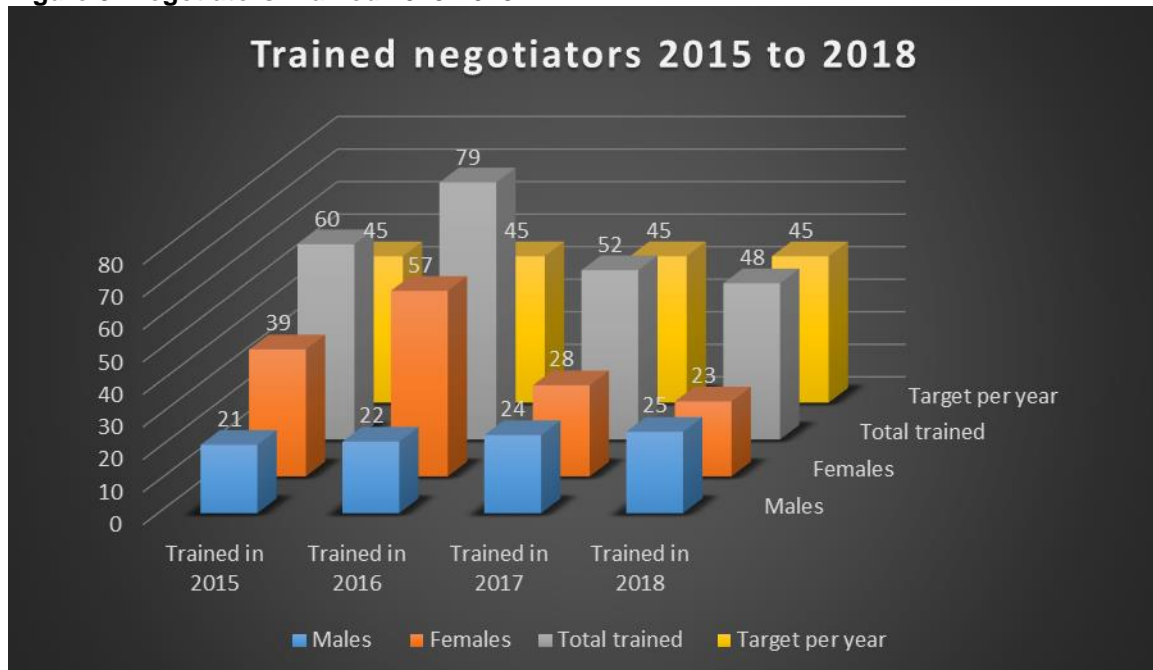
### 3.4.2.2 Training of Negotiators

According to documentation availed, 239 negotiators were trained during the period under review and the training exceeded the annual target of 45 negotiators to be trained per year. The focus of the training has mainly been around drafting agreements and how to conduct negotiations. In a nutshell, the trained negotiators since 2015 were:

- In 2015, 60 were trained (21 males and 39 females)
- In 2016, 79 were trained (22 males and 57 females)
- In 2017, 52 were trained (22 males and 28 females)
- In 2018, 48 were trained (25 males and 23 females)

Unlike in the training of organisers, except in 2018, the gender breakdown was such that more women were deliberated trained (147 were female and 72 were male). Below is an illustration in Figure 5 that clearly shows that total number of trained negotiators was above the target.

**Figure 5: Negotiators Trained 2015-2018**



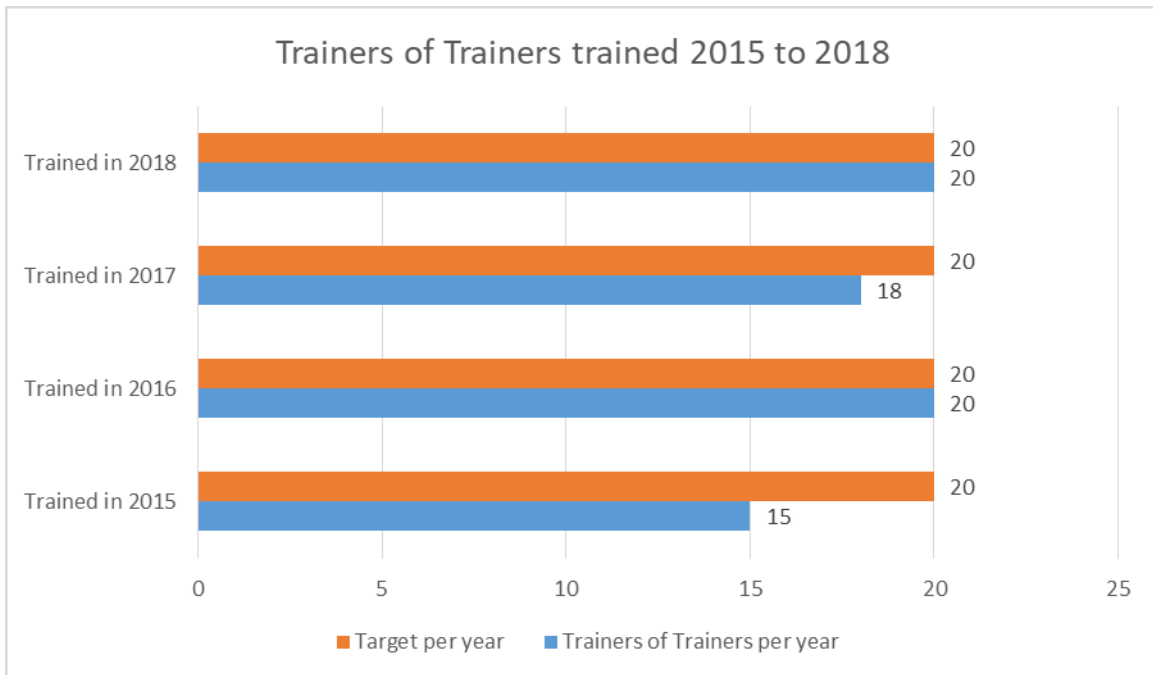
Source: MCTU/LO Norway Project Reports, 2018

### 3.4.2.3 Training of Trainers of Trainers (ToT)

MCTU has trained 73 Trainers of Trainers (ToT) from 2015 to 2018. Of these 39 were male while 34 were female. It is only in 2016 and 2018 when MCTU achieved the target of 20, while in 2015 and 2017 failed to reach the target with a slight gap (see figure 6 for the illustration).

- In 2015, 15 trained (9 males and 6 females)
- In 2016, 20 trained (12 males and 8 females)
- In 2017, 18 trained (9 males and 9 females)
- In 2018, 20 trained (9 males and 11 females)

**Figure 6: Training of ToT 2015-2018**



Source: MCTU/LO Norway Project Reports, 2018

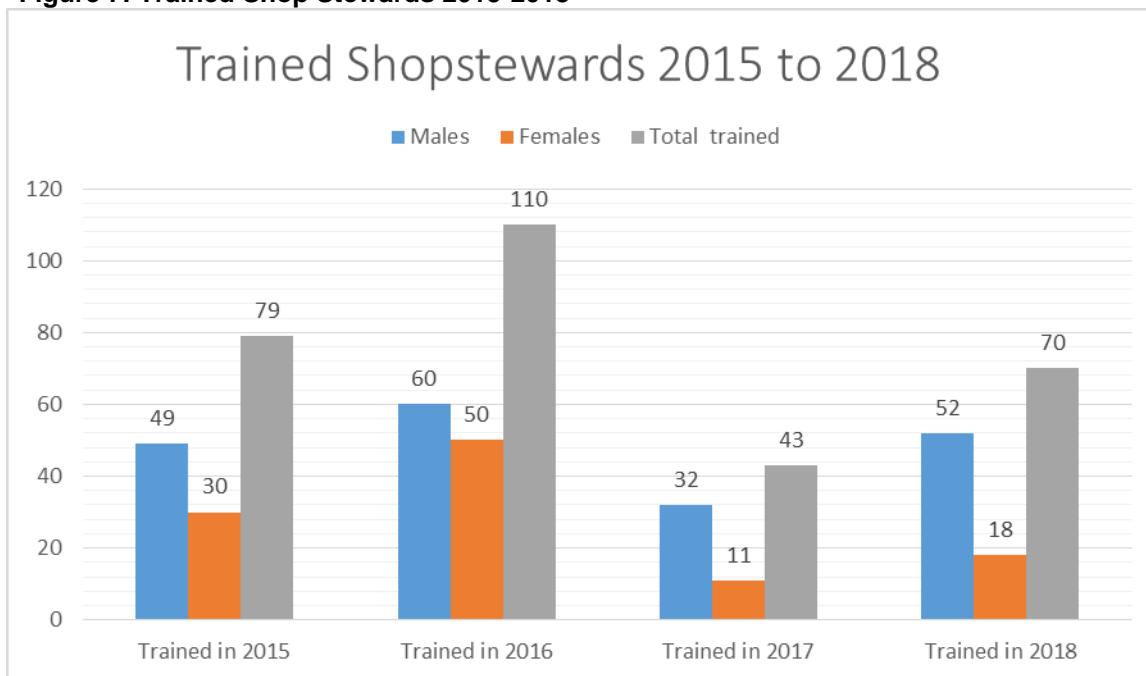
#### 3.4.2.4 Training of Shop Steward Trained

During the period under review, the MCTU has trained 302 shop stewards, of which 193 were male and 109 were female, in all the branches from all the affiliates. The training was on their various roles in trade union organisations, including but not limited to organising, educating, CBAs, OSH and representing workers in negotiations and grievances/disciplinary hearing procedures. Below is a segregation of data by gender of those trained since 2015:

- In 2015, 79 were trained (49 males and 30 females) against 150 in all the branches
- In 2016, 110 were trained (60 males and 50 females) against 150 in all the branches
- In 2017, 43 were trained (32 males and 11 females) against 150 in all the branches
- In 2018, 70 were trained (52 males and 18 females) against 150 in all the branches

This illustrated in Figure 7 below. Clearly, it is only in 2016 that the 805 target was met and exceeded. The other years target was missed. Apparently, the training of males remained prevailing as against the 50/50 threshold that is espoused by the MCTU.

**Figure 7: Trained Shop Stewards 2015-2018**



Source: MCTU/LO Norway Project Reports, 2018

### 3.4.2.5 Training of Treasurers and Union Finance Officers

According to documentation, 22 MCTU officials, were trained against the set target of 34 treasurers during the period under review. The training involved managing various accounts and financial management techniques so that the officials in trade union would have sound financial management. Though target was not met, the feedback of the training programmes were encouraging.

### 3.4.3 Performance on key results/output indicators

Through LO-Norway support the MCTU's contribution towards ensuring social dialogue has been huge through the training of negotiators. Interviews and documentation provided shows that outputs and narrative reports have been produced over the years of the project life shows that major impact of the collective bargaining programme has been the ability of most of the negotiators to grasp the broader economic issues as key to the whole bargaining process. There were testimonies of various negotiators that could write their own position papers without or little assistance from MCTU staff or external labour consultants. In some cases, some trade unions cited success in wage negotiations and the effective manner in which they had been able to handle the complex arbitration processes. Current documentation reviewed and interviews showed from 2015-18, it was evident that sustained training programmes on collective bargaining that had been reported led to the more CBAs being signed. As indicated, 40 collective bargaining

agreements have been signed in the four years cooperation period with some among them being reviewed. The Ministry of Labour affirmed that there has been improvement in the way negotiations were handled by trade unions. In some other instances, the Employers were of the view that this had led to good industrial harmony with fewer labour disputes being recorded as years progressed unlike in the past. Over the years annual average targets for training negotiators was exceeded by 32.9%. An estimated 91.2% of the Trainers of Trainers (ToTs) were trained thus missing the target. The over 80 percent of elected shop steward target was achieved since 94.3% were trained. The target of 34 treasurers and union finance officers was not met as only 22 were trained but progress was made. It is also important to note that the 50/50 gender balance was not adhered to in most of the training, except in the training of negotiators. The MCTU Project Team has also not implemented an effective tracking and monitoring of those that are trained. In the context of this project, it is important to underscore the fact that the traditional scope of collective bargaining in Malawi, as elsewhere in most African countries, could be said to have been fairly narrow, with a focus on wages and working conditions in most of the trade unions. Thus, it would be useful to inculcate a sense of, and gain the commitment of unions to place their bargaining into broader economic rights context and agenda of the country and beyond.

### **3.5 Internal governance structures**

#### **3.5.1 Objectives of programme**

One of the objectives under this programme was to endeavor to evaluate the effectiveness of the MCTU and unions internal governance structures that would reflect adherence to the constitutions and democratic etiquette.

#### **3.5.2 Activities accomplished**

MCTU's Congress convenes every five years as its highest authority. In between Congresses, the General Council is the highest authority, comprising over 44 members and five executive members, meeting twice per year. The Executive Board also meets twice per year, and it comprises over 28 members, including Presidents of the affiliates and five National Executive members, and is responsible for the execution of General Council decisions. The National Executive Committee is responsible for carrying out decisions taken in the organs above, and is composed of five members (President, Vice President, Secretary General, Deputy Secretary General and Treasurer General). They meet regularly and ensure that the Secretariat implements the decisions taken and otherwise carries out its functions. MCTU had its last congress in 2016. However, challenges exist in some of the unions. In 2015, the organisation conducted constitutional meeting as follows: four (4) financial committee meetings, one (1) women's committee meeting, one (1) youth committee meeting, two (2) executive committee meetings, one (1) executive board meeting and one (1) extra ordinary congress.

Documented evidence available for 2016 and 2017 indicates that all constitutional meetings (youth committee, women committee, executive committee and executive board) were held in these years although information on the actual breakdown of the frequency of these meetings was not available. Ideally, constitutional meetings for the different leadership organs are supposed to be met quarterly but because of resource constraints this has not be possible. Resource constraints hampering full adherence to



constitutional obligation/governance structures may, therefore, require new possible options for improving efficiency and improved results. Discussions further revealed that timely information flow to the rank and file membership remains elusive.

### **3.5.3 Performance on key results/output indicators**

In some of the unions, the objectives, strategies and activities in the strategic documents and the constitution are often not followed as the organisation is skewed towards implementing donor funded activities and not the broader mandate of MCTU. There is lack of clarity on some of the governance structures mentioned in MCTU constitution such that the structure of the Board of Trustees is only mentioned but is not fully operational. It is even ignored as the members were last elected into this structures close to a decade ago. There is no clear capacity building strategy such that some of the affiliates and individuals who benefit from the capacity building of the organisation do not necessarily link their capacity building to the growth of unionism in Malawi. There is also lack of learning within the organisation such that people who are capacitated through international meetings, workshops and conferences do not produce and share reports so that learning is enhanced. Internally, MCTU affiliates still lack capacity of ownership to the federation, including accountability and transparency issues which are negatively affecting operations. There has been very minimal progress on union mergers which shows reluctance on the part of affiliates. MCTU has embarked on a number of leadership capacity programmes to reverse the trend which has been seen as a counterproductive for the progress of unions in Malawi but this has had limited impact.

## **3.6 Organisational and financial sustainability**

### **3.6.1 Objectives of programme**

This aspect of the evaluation sought to look at the mode of organisational and financial management. This was in view of analyzing whether the financial disbursement and reconciliation were affected by the unique economic conditions in Malawi and how the MCTU and LO Norway organisational structures did guarantee cost effectiveness in the implementation of the project. The evaluation also sought to assess whether the MCTU as the Union Confederation is now able to plan, report, and prepare sound financial statements and sustainability.

### **3.6.2 Activities accomplished**

The financial documentation availed showed there were professional audit reports for most of the years under review that demonstrated generally some financial standards were adhered to. Available information indicates that financial management will need to be improved as evidenced continuous recurring incidences of repeat audit queries on some aspects such as persistent liabilities, poor account reconciliation and use of funds unbudgeted for. For instance, the management letter accompanying audited reports during the period under review, raised the issues of late submission of statutory contributions such as Pay As You Earn (PAYE) after 14 days. Documented evidence also indicates record keeping and adherence to accounting procedures and regulations has generally on course. MCTU was using Sage 50 as accounting software between the periods of 2015 to 2018. Currently MCTU is using an updated software accounting software by the name Sage Revolution. The electronic accounting package has helped in ensuring correct financial management and accurate record keeping. The accounting

was generally ethical. However, there are several recurring cases of audit queries. There is also the issue of international obligations that keep recurring threatening organisation al viability. As shown in Table 1 during the course of the last audit, there were foreign currency denominated obligations which have been outstanding for a period of more than five years to SATUCC and OATUU and MCTU has not set aside funds to settle such obligations. With the devaluation of the Malawi Kwacha, the amounts are growing due to exchange losses.

**Table 1: Outstanding arrears for SATUCC and OATUU**

Description	31 Dec. 2018 MK	31 Dec. 2017 MK
OATTU Subscription Payables	28 624 050	28 624 050
SATUCC Subscription Payables	8 511 614	8 623 913
<b>Total</b>	<b>37 135 664</b>	<b>37 247 963</b>

Source: MCTU/LO Norway Project Reports, 2018

In the case of OATUU, interviews revealed that part of this debt belongs to the “*Kamuzu Banda era MTUC*”, and that OATUU simply carried it over when MCTU was formed. There has been repeated advice to MCTU to resolve the matter by asking OATUU to write off the debt but it appears that there has been no definite resolution. One official from the MCTU had this to say:

*“This OATUU case is burdensome and full of intrigue, let me not hide this...we believe that part of this debt belongs to the ‘Kamuzu Banda era MTUC’. We explained to OATUU that they technically simply carried it over to MCTU when it was formed. Yes, the issue has been raised in many reports including our annual audits and we have actually written to OATUU so that we resolve this matter by asking them to write off the debt; but this has not been very successful. Our letter to OATUU informing them about our intention to withdraw our membership has been ignored! OATUU has continued to invite MCTU to their activities and indeed we continue to attend trying to seek a solution...so, it is another matter that we shall put to Congress...and there are many possibilities of what can come out...but let me leave it at that.”*

As indicated above, it would also appear that MCTU’s reminder to OATUU to either cancel the debt or simply withdraw their membership has been ignored. This evaluation believes as recommended that MCTU has to take a more decisive action on the matter during the upcoming Congress.

In terms of sustainability, the MCTU seems a long way to sustainability though they have made progress in terms of plans to diversify in terms of income sources. The strategy to increase membership as a sustainable strategy does not seem to be practical currently. The timely contribution and subscriptions financial base remains low. As earlier intimated, at its General Council held on 6<sup>th</sup> March 2018 in Blantyre, General Council resolved that affiliation fees be increased from K15/member per month to K25/Member/Month effective 1<sup>st</sup> July, 2018. Besides, the resolution extended that after every twelve month(from July 2018) there should be an automatic increase of K5/member/month for three consecutive years until the K35.00 mark is reached. A

detailed analysis in Table 2, shows that the MCTU relies heavily on the LO-Norway project contributions for their sustenance. Thus, in 2015, the contribution was 58%, in 2016 46%, 2017 slightly dropped to 33% and in 2018 the funding rose to 53%. Clearly, union subscription make the lowest contribution (7-11%). This raises questions of the heavy reliance of donor funding.

**Table 2: Share Contribution to MCTU Funding (All figures are in MK)**

YR	LO NORWAY (%)	LOFTF (%)	EU (%)	UNION TO UNION (%)	ILO (%)	SUBSCRIPTION FEE (%)	TOTAL
2015	72,079,178.72 (58%)	38,788,115 (31%)	-	921,182.00 (1%)	3,572,605.74 (3%)	8,805,310 (7%)	<b>124,166,391.46</b>
2016	99,963,854.99 (46%)	40,714,936 (19%)	-	10,489,607.52 (5%)	18,846,977.31 (9%)	47,559,444 (22%)	<b>217,574,814.82</b>
2017	104,702,298.05 (33%)	40,368,448 (13%)	17,711,145.00 (6%)	8,748,731.00 (3%)	12,978,026.54 (6%)	19,682,200 (10%)	<b>204,190,848.59</b>
2018	111,609,895.00 (53%)	35,395,650 (17%)	3,107,587.00 (6%)	4,671,309.40 (2%)	21882542.45 (10%)	23,793,162 (11%)	<b>210,460,145.85</b>
<b>TOTAL</b>	<b>388,355,226.76</b>	<b>155,207,149.00</b>	<b>30,818,732.00</b>	<b>24,830,829.92</b>	<b>171,280,152.04</b>	<b>99,840,116.00</b>	<b>756,392,200.72</b>

**Source:** MCTU Records

In addition, the evaluation also examined the detailed expenditure of the subscription fees of MCTU. The finding were that in each of the years, except in 2016 when there was a surplus of MK 20,941, 843.70 owing to the fact that it was an election year and affiliates paid up, in the subsequent years, there were deficits of MK 58, 396.96 in 2017 and another deficit of MK 35,715.22 in 2018. The inference is therefore that MCTU cannot sustain itself on its subscription dues and should make efforts to seek other alternatives means of sustaining the organisation. As shown in Table 3, a further scrutiny of the expenditure of the subscriptions collected shows that the highest share goes to personal emoluments and very little on functional areas of union activities. LO-Norway funding is therefore the “bloodline” of the MCTU. There is need is for a donor exit strategy from this dependence syndrome if the workers are to own their Federations. This external evaluation provides some useful ways in which MCTU could explore to sustain itself in the recommendations.

**Table 3: Subscription Income and Expenditure**

<b>MALAWI CONGRESS OF TRADE UNIONS</b>				
<b>INCOME AND EXPENDITURE ANALYSIS FROM SUBSCRIPTION FEE ( 2015 - 2018)</b>				
	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>INCOME</b>				
Subscription fees	8,805,310.00	47,559,444.00	19,682,200.00	23,793,162.00
<b>Total Income</b>	<b>8,805,310.00</b>	<b>47,559,444.00</b>	<b>19,682,200.00</b>	<b>23,793,162.00</b>
<b>EXPENDITURE</b>				
Salaries	2,179,319.22	2,138,268.24	9,760,382.71	12,889,109.75
Elected Leaders Allowances	-	2,220,000.00	-	-
Pension Fund Expenses	102,056.06	228,645.75	-	-
Staff Severance	-	1,514,299.34	152,603.28	-
Office Rentals & Utilities	85,783.00	342,756.24	-	-
Board & Committee Meetings	2,063,045.00	2,762,200.00	258,189.51	1,460,020.00
Affiliation fees	658,665.50	4,566,908.43	3,474,110.00	2,073,857.91
Office & Equipment Maintenance	71,000.00	369,700.00	-	85,000.00
Medical / Funeral Expenses	232,000.00	752,090.00	197,490.00	-
Motor Vehicle fuel	843,206.00	661,000.00	-	1,463,000.00
Motor Vehicle repairs	245,000.80	694,395.75	1,464,400.00	672,000.00
Motor Vehicle Licences	158,805.08	100,000.00	-	-
Motor Vehicles Insurance	-	349,500.80	-	72,250.00
International Travel Allowances	114,000.00	104,850.00	-	78,480.00
Local Travel	959,585.00	1,595,800.00	1,617,083.96	-
Printing, Stationery & Office supplies	-	2,148,636.50	-	1,359,056.25
Communication	770,565.16	1,324,250.49	2,641,587.50	157,138.38
Legal fees	-	204,755.00	-	2,417,437.41
Audit & Finance	188,570.00	728,200.00	174,750.00	554,600.00
Staff Training & Development	490,422.60	243,641.63	-	-
Bank Charges	232,804.71	281,402.13	-	546,927.52
Congress	-	3,286,300.00	-	-
<b>Total Expenditure</b>	<b>9,394,828.13</b>	<b>26,617,600.30</b>	<b>19,740,596.96</b>	<b>23,828,877.22</b>
<b>(Surplus/Deficit) for the year</b>	<b>(- 589,518.13)</b>	<b>(+20,941,843.70)</b>	<b>(-58,396.96)</b>	<b>(-35,715.22)</b>

**3.6.3 Performance on key results/output indicators**

The achievement of targets on prudent financial management remain a challenge. The MCTU also indicated that they learnt some lessons from Zambia during the visit at Zambia Congress of Trade Unions (ZCTU). MCTU has already started lobbying with its affiliates to consider collection of affiliation fees from affiliates to MCTU through source. They also intend to bring to General Council the proposal of collecting fees at a percentage rate other than flat figure. There also suggestions that selling the MCTU cloth designs could be an income generating activity can that boost MCTU financial base. The plan for the *Solidarity House* has been approved by the Lilongwe City Council and that the Federation has now applied for a Title Deed, MCTU leadership intends to engage its affiliates as well as partners to contribute towards construction of *Solidarity House* which will not only provide office space to MCTU, but to some of its affiliates and other private organisations on rental basis.

#### **4. EVALUATION OF THE RELEVANCE, EFFICIENCY, EFFECTIVENESS AND IMPACT - PROJECT MANAGEMENT AND COORDINATION**

In this case, evaluation focused on how the whole project management and co-ordination support given to MCTU reflects a good practice in programme management and coordination as per OECD DAC Principles of evaluations; especially whether the MCTU as the Union Confederation is now able to provide sound management and coordination of the overall results; indicating issues of sustainability as an on-going viable concern. Clarity on the Upstream (Project co-ordination and strategic guidance) and Downstream (project implementation) parameters were evaluated. The question of exist plans from donor dependence was examined. The relevance, efficiency, effectiveness and impact was thus assessed and presented.

##### **4.1 Relevance**

Clearly, the programme components organising and recruitment, collective bargaining, gender representation are at the core of trade union work. Trade union strength and influence are closely related to the number of members it can mobilise. This was a recurrent theme across all the programme components in the cooperation agreement, underscoring the relevance of the project to the needs of the organisation . Indeed, as a membership-based organisation, the level of membership impacts the union's strength and financial sustainability. The relevance of the project can also be seen in the need for MCTU in building the recruitment, organising, collective bargaining capacities, at various levels of MCTU and as such what the LO-Norway project cooperation has been doing enables the federation to be institutionally strengthened. As has been presented, the programme has been relevant and targeted the needs of the MCTU.

Furthermore, the programme components are critical in a country where membership to unions is low with less than 5 percent of persons in wage employment belonging to trade unions. The relevance of the programme and its interventions is also highlighted in that it resonates with strategic areas in the MCTU strategic plan namely: membership growth, strengthening social dialogue and policy advocacy, financial strengthening; organisational of affiliated unions and collective bargaining agreements; building democracy and trade union solidarity. Document reviewed and interviews conducted revealed that the collective bargaining training was well received by participants. The programme was thus very relevant to the local context.

##### **4.2 Effectiveness**

The findings of the evaluation showed that both the structures of MCTU and that of LO Norway did not in any way undermine the co-ordination and implementation of the project. Interviews with both partners revealed that they were generally satisfied with the way the project went on over the years but indicated that challenges remain. Both parties had no problems with the reporting and the budget support mechanism which they said worked well. However, there was cautious optimism regarding the implementation by some of the affiliates and executors such as educators, women committee, youth, and organisers that they seem to disconnect in certain instances in the execution of the project. In most cases, there was a feeling that the MCTU Project Team needs to strengthen their capacity and do more. Although the Project Team

indicated that there was collaboration in the planning and execution of the programme, those on the ground said more needed to be done. There were also sometimes a few gaps in some timelines in implementation as most affiliates said most of the programmes tend to be executed at the end of the year. Both partners acknowledged that the issues of sustainability and existing strategy have not been systematically thought through.

Clearly some very modest successes in membership recruitment were achieved, with the level of women who are new members exceeding the benchmark of 25 percent. However, the targeted annual of 5 percent increase in the general membership was not achieved during the period under review. There was also no corresponding increase in subscriptions/dues. The membership tracking system to have correct members that would pay subscription remains elusive. Evidence suggests membership subscriptions are insufficient to run the MCTU given the recurring deficits in the past years. This urges the need for heightened efforts at membership recruitment, subscriptions capture, alongside a gradual shift to a sustainable way away from donor funding. The increasing the number of women by 60 percent exceeded the target. There is also optimism that the training the women have received over the years will translate in their ability to garner confidence to vie for national trade union leadership in the coming years. One of the most effective areas that the programme achieved was that of collective bargaining where the training and coaching led to many unions signing total of 40 CBAs with 17 in 2018 alone. Ineffective outcomes were recorded in the area of amalgamation and mergers. Thus remains a grey area for MCTU. The question of targeting the youth has been progressive with some elected in national leadership but much needs to be done to empower many in the affiliates.

Broadly, the project objectives were clear and realistic. Capacities in diverse areas such as organising, negotiating, education; women, youth, leadership, and financial management have been developed. However, turning the activities into outputs, results, outcomes and impact remain elusive as demonstrated by modest achievement on results indicators.

### **4.3 Efficiency**

The use of material, human and financial resources has improved over time with LO Norway support but much still needs to be done. Evidence shows that MCTU continues to steadily improve in terms of planning, reporting, financial management, and membership data management. This was attested by their auditors – Deloitte who indicated that MCTU has over the past years demonstrated prudent use of resources and that they have been open to financial management advice. They “were financially ethical and their record keeping had improved greatly”. Other than delayed remittance of statutory contribution due to the 14 days lapse of PAYE, Deloitte indicated that MCTU had acquired appropriate software that improved their accounting practices. For the recurring lapses, they have taken advice that there should be training for non-financial managers. Besides, on advice from LO-Norway, MCTU has kept its office staff lean and used its lean human resources in an appropriate and cost-effective manner. The MCTU Project Team has over the years received targeted capacity building training and orientation. Nonetheless, to boost efficiency, LO-Norway will need to equip further them with multi-skills for effective project administration, coordination, internal controls, reporting, and financial management.

Evidence also exist that the MCTU Project Team has been teaming up in some field operations with unions in prioritised sectors (e.g. education, health and public service) to utilise their available human resources in their training programmes. The allowance for elected MCTU have been scrapped and resource redirected other to useful areas. Records suggest though training had taken place, the efficient utilisation of organisers (human resources) on the ground has been modest. This raises efficiency concerns of some of the training programmes that need to be resolved.

#### **4.4 External Impact**

As a result of the LO Norway programme interventions in training negotiators, 40 CBAs have been registered since 2015. Through the influence of the programme cooperation with LO-Norway, through the NTL/CSTU, negotiations in the public sector have improved. In 2017, CSTU made notable achievements and managed to negotiate for a new salary review for civil servants with an average of 14%, the lowest paid civil servant reached at MK72, 000. 00 per month, therefore the wage bill increased with MK28.6 billion. Another example of the impact has been the Teachers Unions of Malawi (TUM) that commands close to half of MCTU membership in the formal economy. Through this programme, the Union is now very influential and part of the negotiating team with Government Negotiating team that includes Civil Servants Trade Unions and the National Organisation of Nurses and Midwives as they are all employed by Government.

In terms of organising, the Plantation and Agriculture Workers Union that had fewer than 300 members on the onset now have closer to 11,000 members and can effectively carry out their organising and recruitment through their own resources. The gender programme has also an impact in that now more women have been trained and some are progressively taking up positions in the MCTU affiliates. Though not rolled out, there is also now a membership tracking database that is in its final stages which will assist in the information management so that correct figures are obtained for effective subscription dues oversight.

Clearly, from the education and training programmes, relevant capacities have been developed at leadership and enterprise levels for shop-stewards, organisers, trainers/educators, negotiators, women, and youth. Hence, the co-operation arrangement with LO-Norway and MCTU should be sustained further. However, in spite of the progressive impacts on capacity, the project coordination constraints still exist and will need to be resolved.

## **5. CONCLUSIONS, LESSONS LEARNT AND RECOMMENDATIONS**

### **5.1 Conclusions**

The evaluation found that all the components or key results areas of the project, as envisaged in the proposed log frames for the period 2015-2018, namely, recruitment and organising, collective bargaining, gender representation and internal governance were relevant to the local context and inspired trade union work in the challenging socio-economic and political environment in Malawi.

The relevance of the programme is not in doubt, given the great need for MCTU's institutional and organisational support to fight for workers' rights. The programme components resonate with the priorities in the MCTU Strategic Plan. It is particularly critical in a country with low levels of unionisation, weak implementation capacities amongst the three social partners, and the poor working conditions that underpin the Malawi labour and industrial relations environment. However, notable grey areas in specific designated outcomes, suggest that improvement is needed going forward. With regard to efficiency of the programme, though there was the desire and some attempt to ensure that the planned activities were implemented within reasonable schedule and achieve their intended purpose; much needs to be done.

The evaluation revealed that, though grey areas exist, the project has started to have a positive impact on the enhancement of trade union capacity and knowledge base in terms of organising, recruitment and negotiations. Thus, the multiplier effect of the project in the MCTU over a longer period is highly foreseen. Overall, on the education and training component, the annual quantitative targets were not reached in some respects but some progress is being made. Specifically, the training of negotiators has had impact on the collective bargaining programme in that most of the negotiators have now grasped the broader socio-economic literacy in the bargaining process.

In terms of overall project co-ordination and implementation, the MCTU Project Team is doing its best but seem to get caught up in the bureaucratic 'red tape' of the MCTU and its affiliates in their implementation. Evidence points to training needs analysis, selection of participants and execution not being well synchronised with local demands of affiliates in some instances. Thus, the arrangement of target groups, dates, venues and training materials will require to be revisited going forward. The conception, design and delivery of the training programmes and all activities were said to be useful to all participants but require to be further re-evaluated for relevance and impact in context as suggested in the recommendations.

Further, with regard to financial administration, the Finance Office at MCTU was involved in the planning and reviewing of workshop budgets. There was evidence of involvement in monitoring all expenses to ensure that they are within set budgets and the process of accounting met the internal and external procedures set by the management and LO-Norway. There is some progress in financial records during the whole project life that were professionally audited and passed. Constraints still remain in terms of annual recurring audit queries and upgrading the capacity of the Financial Office and that of financial leadership so that financial prudence and coordination is achieved. The Finance and Audit Committee did not meet as often as planned and their oversight of overall financial management is ill-defined and remains weak.

The evaluation also affirmed that both the organisational structures of MCTU and that of LO-Norway did not on the whole undermine the overall co-ordination and implementation of the project during the period under review. Both parties agreed that the current project reporting and monitoring mechanism was acceptable. However, while the upstream part of the project implementation from the LO Norway side remained clear, there was evidence of rigidities in the downstream implementation in terms of political bureaucracy and weak leadership commitment among the MCTU affiliates. Strengthening the monitoring of the implementation of programmes such as through more project visits by LO Norway is required.



In terms of sustainability, the report revealed that the MCTU seems a long way to sustainability though progress in terms of plans to diversify income sources has been made. The strategy to increase membership as a sustainable strategy does not seem to be a realistic and sustained approach at the moment. The report identified several factors that could undermine sustainability which included: lack of financial resources; donor dependency; poor tracking and collection of subscriptions; leadership capacity; lack of internal democratic governance in affiliate unions; high turnover of the trade union officials due to company closures; retirements and natural attrition. The main challenge on sustainability of results is donor over-dependence on external support. Nonetheless, the shifting focus of LO-Norway support from administration to results-based activities, highlights the significance of implementing a phased donor exit strategy, going into the future.

## **5.2 Lessons Learnt**

There are a number of useful lessons learnt that can inform future programming and co-operation between MCTU and LO-Norway and other participating stakeholders. Those relating to the strategic and policy guidance of the project are classified as upstream, while those that relate to the implementation of the project are downstream.

### **5.2.1 Upstream (Project co-ordination and strategic guidance)**

- The structured nature of the project, with firmness upon annually audited accounts to LO-Norway, annual narrative accounts, and measured sequential release of funds for programme activities, helped push MCTU towards greater efficiency and effectiveness in programme delivery, and the SMART reporting matrix aligned to the performance indicators helped improve the outcomes.
- The organisational structure of LO-Norway both at Africa Region and Norway whereby visits by LO-Norway officials and in particular its Consultant on Africa helped identify challenges early and offer solutions.
- The queries and comments were provided on the audit accounts reports by Deloitte, that raise recurring accounting issues assisted the success of this project.
- The strategic guidance, including exchange visits to Norway on strengthening capacities of leaders to fight for workers' rights, was considered most useful by all stakeholders.
- The project shows true accountable stakeholder partnership between LO-Norway and MCTU as opposed to the old model of 'donor-partner' relations.
- The reporting mechanisms and timelines were agreeable on both parties and allowed for smooth planning, implementation and monitoring of the project. However, there was need for LO-Norway to have more in-depth monitoring in terms and increase exploratory visits to active sites of implementation of project during its life cycle.

## **5.2.2 Downstream (Project Implementation)**

From the implementation side, the following can be learnt:

- Considerable progress was achieved in some selected aspects of the programme, arising mainly from targeted and the realistic nature of the interventions. For example, owing to this programme, it is evident that there is now strong social dialogue among the three social partners - MCTU, ECAM and Ministry of Labour were less than conducive.
- The existence of some selected functional Women and Youth structures of the MCTU provided the effective conduit in the design and delivery of the activities of the project.
- The development of a strong cadre negotiators that have been effective in ensuring several CBAs were signed.
- The implementation of Trainers of Trainers (ToT). The lesson here is that the trickling down of information and knowledge can be best done by first conducting a ToT thereby followed by actual grassroots training. This has the potential of empowering members of the trade unions to articulate their positions and take a stand backed-up by facts. The training of peer educators was an effective approach in sustaining the ideas beyond the project
- The inter-skills collaboration by the MCTU Project Team that support each other's capacity in the execution of the programmes at grassroots in the several branches.
- There was some disconnect between the MCTU Project Team and MCTU leadership and affiliates confirmed complaints of the timing of the training, poor selection of participants and incongruent training needs analysis that was not appreciated by some unions.
- The evaluation clearly affirmed that the issues of sustainability were not well thought out by both parties. Going forward, in future there would be need to learn from this so as to develop a systematic exit strategy to ensure sustainability.

## **5.3 Recommendations**

The following recommendations and key areas improvement that can be logically and thematically derived from the findings of the evaluation:

### **5.3.1 Recruitment and organising**

With regard to recruitment and organising, it is recommended that:

- New forms of organising should be explored, including; linking workplace and community issues e.g. by strengthening collaboration with other like-minded unions in the SADC; research and education institutes; and academia.
- Explore and establish a system of paying from source whereby MCTU will directly receive its proportion of membership subscriptions at source, and not allowing the affiliates to collect and then remit to the federation. This will depend on how the affiliates reorder their political commitment and trust of MCTU as an important national trade union centre.

- In cases where MCTU provides expert guidance on organising and recruitment, a system should be worked out whereby new members are fully declared and that a direct check off system for remitting subscriptions to MCTU is implemented.

### 5.3.2 Effective Membership Management System

In terms of Effective Membership Management System, it is recommended that:

- MCTU should put in place a well laid out, step-by-step amalgamation action plan with clarity on time frame and follow-ups since trade union unification is a process and not a one-off event.
- MCTU should strategically prioritise and target growth sectors with abundant membership potential (such as: public service, agriculture, commercial service, tourism, education, and health)
- Leadership of MCTU should conclude merging the following unions to build a less fragmented and strong Federation:
  - Agriculture sector: which is currently covered by three Unions namely: Plantation and Agriculture' Sugar and Tobacco.
  - Construction sector: Building & Construction has 4,000+ members and Malawi Housing Union, a house Union with 300+ members.
  - Transport sector: Transport and General Workers Union has 3,000+ members and Railways Union, a House Union with 300+ members).
- The membership tracking system should be prioritised and rolled out in a more efficient and effective manner among the affiliates. This should be done by building research and education nodes in the affiliates that with liaise with the MCTU Project Team.
- In dealing with the conflicting allegiances and roles of MCTU affiliated to GUFs, the creation of a MCTU/GUFs Forum should be explored. This will act as a “clearing house” or platform where the GUFs will link up in smart partnership with the MCTU in undertaking similar particular activities and projects in the country. This should reinforced with popularising the “*MCTU Workers Charter*” so that affiliates understand their role and allegiance to MCTU as Federation.

### 5.3.3 Gender Equality and Representation

On gender equality and representation, it is recommended that:

- In order to strengthen the gender representation in the activities of the MCTU structures, the empowerment of women must begin with the strengthening of traditional trade union structures. Education and training should only reinforce such existing deliberate efforts on gender parity.
- Institute training on gender through an independent expert and trainer that will put in place clear training needs analysis, targeted training and tracking systems of output and impact over time.
- Encourage the implementation of gender policies in affiliates and identify, women leaders that should be able to take up leadership positions in unions and national leadership.
- Encourage the utilisation of role models and mentorship programmes in women’s activities. This should be implemented in tandem with skills development.

- Review the restrictive clause in the MCTU constitution that reserves only the position of Deputy Secretary General for women and open up spaces in the whole Executive Committee.
- Utilise past trained and former women national leaders to enhance organising and recruitment of more women in union structures in the branches.

#### **5.3.4 Skills Training and Education in Collective Bargaining**

In terms of skills training and education in collective bargaining, it is recommended that:

- A systematic way of utilising trained cadres should be implemented at both national and affiliate level in order to realise multiplier effects
- There should be an Education and Training Framework developed that must be linked to the overall results-based monitoring and evaluation of specific programme activities with timelines to ensure results at outcome and impact levels are achieved in the long run.
- A functioning and effective Education and Training Committee comprising experienced Trainers and Leaders should be put in place to monitor and assist MCTU Education and Training department in areas of planning, needs assessment/identification, monitoring and implementation. This will reduce the dependence on the Head of Organising, Education and Training.
- MCTU should explore the identification of a person that will be mentored to assist the current Head of Organising, Education and Training. The mentee will need to be exposed to various training forums offered by regional trade union bodies to gain experience.

#### **5.3.5 Internal governance structures**

Regarding the improvement of internal governance structure, it is recommended that:

- MCTU should embark on organisational awareness and renewal interventions whereby members of staff, affiliates and leaders will be required to be acquainted with the provisions of the Constitution and other policy documents.
- MCTU should come up with a *Workers Charter* that will spell out the ideological guidance on trade union values and consciousness. In addition, a specific strategic working document on the role of MCTU in politics based on the Charter which should be endorsed by the general membership in various affiliate Congresses. It should also document modalities of political activism and the role of trade unions so that the cause of the workers is not high jacked by trade union leaders with political preferences and bias. (i.e. whether to support a particular political party, candidate, or decampaign others)
- Trade unions should embark on workers political education regarding their role in the socio-economic and political process.
- Prioritising Workers Education should be encouraged for affiliates to understand and respect their constitutional obligations and thereby enhance good governance.
- There should be a shared sense on the need for unions to review their electoral rules, so as to eliminate practice of “in-house horse trading” and “chiefdom” leadership (leadership in perpetuity).

- MCTU and affiliates should utilise alternative means of communication, such as social media networks to engage the general membership. A communications and social media should be put in as well.
- MCTU should come up with a Policy and Adherence Committee that should regularly audit and remind the leadership and the Secretariat the extent to which the Constitution, Strategic Plan and Policies are being implemented.
- MCTU and affiliates leadership should ensure adherence to the timely holding of Constitutional meetings i.e. Executive Boards, General Councils, Annual Conferences and Congresses as prescribed in their Constitutions.
- MCTU should have make it constitutional that they intervene in affiliate unions that are run in an undemocratic manner.
- MCTU should use the relevant structures such as the General Council to garner consensus on dealing with the question of conflict of allegiances between MCTU and GUFs.

### 5.3.6 Financial Management

In terms of financial management, it is recommended that:

- MCTU should realign, review and develop financial literacy capacity “manual for training non-financial managers” among the MCTU leadership and that of the affiliates.
- There is need to review and develop financial accounting procedures.
- MCTU should implement the procurement procedure manual/policy that was approved at the last Congress.
- The Finance Committee should meet every quarter and direct the financial oversight of the MCTU.
- MCTU should deal with recurring audit queries regarding clearing of the liabilities with OATUU, SATUCC and other international organisations that they are affiliated to. In particular, MCTU needs to take a decisive position over the longstanding OATUU debt.
- MCTU should consider significantly adjusting upwards the subscriptions as the current rates are not enough to finance the activities of the Secretariat. Subscriptions will make MCTU to become financially independent if they are adequate.

### 5.3.7 Organisational and financial sustainability/donor exit strategy

With regard to organisational and financial sustainability/donor exit strategy, it is recommended that:

- LO-Norway could assist MCTU in developing a **comprehensive strategy** so that there is minimum effect of collapse of the current capacity that has been created.
- MCTU and affiliates should adopt and implement resource mobilisation and financial sustainability frameworks that include: (i) membership recruitment and viable subscriptions, (ii) cost management strategies; and (iii) strengthening own sources of income etc.
- LO-Norway could assist MCTU to develop a **financing and resource mobilisation strategy** as part of the implementation of a sustainability and phased “donor exit” strategy. LO-Norway could learn from others such as

Federation of Dutch Trade Unions (FNV) that is implementing a similar programme called MANGO (Management Accounting for NGOs) with its partners. In this programme, training is provided on how to develop a financing strategy that promotes financial sustainability. Such a programme help the LO-Norway as a partner to track and monitor MCTU status - where they are, and where they want to be, and then strategize how to get to where they want to be in a defined period. LO-Norway and MCTU should then develop a sound plan for financial sustainability, which is measurable and monitored as part of the overall strategic plan. This should involve all the senior people who make key decisions about the future of MCTU.

- MCTU should urgently obtain the Title Deed for the MCTU land in question.
- As part of a sustainability plan for the MCT, LO-Norway **could consider funding consultancy fees for a Property Manager** that will assist to chart the course of developing an MCTU Investment Charter on the use of the land as basis for financial sustainability plan,
- MCTU should hasten and implement their plans to **expand its Income Generating Activities (IGAs)**. For instance MCTU sees an opportunity in selling a number of items like MCTU and labour information branded T-shirts, cups, drinking bottles, and various stationery items among others. In this case, MCTU should use workshops, and public events like Labour Day to market their campaigns in the labour market. This strategy could possibly boost the financial status of MCTU, but in order to grow the market MCTU plans to intensify organising and recruitment so that affiliates have more members which would mean increased affiliation fees and sales.
- MCTU should hasten their **plan of building its headquarters in Lilongwe**, which will reduce expenditure in terms of rent since other vacant rooms will be open for rent by other organisations and affiliates. This would also bring income hence boosting the financial status of MCTU.
- MCTU should explore creation of a **Finance and Investment Wing**. In doing so, there should be clear organisational structures clarifying the link between the investment wing and the accountable organs of the MCTU such as the Finance and Investment Committee.

### 5.3.8 Project Management and Coordination

With regard to project management and coordination, it is recommended that:

- The MCTU Project Team needs to go through some international training to upgrade their skills in project management and coordination.
- The MCTU Project Team need to review their project implementation strategy and involve national affiliates in a more coordinated manner.
- There is need for sensitisation of the top MCTU leadership and that of its affiliates in the project intricacies so that they are more responsive and better integrated in the whole project cycle and programme activities.
- There is need to further strengthen the implementation of results-based reporting so that due attention is given to all levels of the causality chain (input indicators, activities indicators, output indicators, outcome indicators and impact indicators), including implementing mechanisms for enhancing transparency of reporting on all donor funding.

- MCTU should strengthen, harmonise and align its activities with other cooperating partners such as GUFs and civil society organizations so that there is no duplication and better co-ordination of similar programmes achieved.

#### **5.4 Future Cooperation and Partnership**

In all its strategic and policy documents, the MTUC's overall goals relate to organising and membership recruitment; negotiations and collective bargaining skills; reliable membership database; mergers; social dialogue; leadership training; skills utilisation ; servicing members, mainstreaming gender, youth and disability issues, viable subscriptions; and expanding the income base for sustainability. It is also stated that these goals are essential if the MCTU is to realise its core mandate of improving the working conditions of the working people and reducing the current decent work deficits that persist in Malawi.

For LO-Norway, the overall goal that “*The unions in Malawi [become] influential [and ensure that] human rights, trade union rights and social justice are respected*”. However, as they move in the next phase of co-operation their desire is that the organisational support to MCTU that has been provided for a reasonably long time would need an exit strategy. This implies that for both LO Norway and MCTU, it would be prudent that modalities of co-operation that enhance the sustainability of the results and reduce donor dependency, are explored in earnest. LO-Norway, nonetheless, alive and it is conscious of the fact that the proposed shift from organisational and administrative support to a few thematic areas has to be gradual to safeguard achievements scored thus far.

Going forward, in the next Cooperation Agreement which has been entered into a new five-year programme agreement in 2019, the priority areas should how to achieve effective project co-ordination and management; organisational sustainability. The thematic areas of focus should continue to be on recruitment and organising - emphasis on youths, enabling mergers and amalgamations, social dialogue, collective bargaining and negotiations, education and training of leadership, youths, women, gender mainstreaming, membership tracking and subscriptions, and robust financial management and mobilisation strategy to achieve sustainability and exit from donor dependency. In delivery of such a programme LO-Norway and MCTU should continue to use the same external project mechanism but integrate a more methodical framework for measuring output whereby the MCTU Project Team is trained to be more responsive to the needs of the affiliates. To sustain the current gains, LO-Norway should assist MCTU to develop a well-phased sustainability exit strategy with agreed targets and timelines of reducing the contribution of external partners. Additionally, greater cooperation and coordination with other MCTU partners would help to align and harmonise activities to promote mutual accountability for results as per OECD guidelines

**ANNEX 1: MCTU/LO-Norway Project evaluation 2015 to 2018 Programme**  
**DATE: 03 to 13<sup>th</sup> July 2020**

Day and Time	Target group	Strategy	Venue	Responsibility
<b>03<sup>rd</sup> July, 2020</b>	<b>NOTE: Approximately the zoom/skype meeting will take not more than 40 minutes</b>		<b>SUNBIRD Mount Soche Hotel (Blantyre)</b>	<b>Evaluation team</b>
08:00- 10:00	<b>Luther Mambala MCTU President (Male)</b> <b>Racheal Limbe MCTU Deputy Secretary General (F)</b> <b>Joseph Kamwendo Treasurer General (M)</b>	Zoom/Skype meeting		Evaluation team
10:00 – 12:00	<b>General secretaries</b> COWUMA (M), HCFPWUM(M), CIAWU (F) and PAWUM(M)	Zoom/Skype meeting		
12:00 – 1:00	<b>LUNCH</b>			
1:00 -2:00	<b>Youth &amp; Women Representatives BT</b> Zione Nyirenda WOMEN (F) Ruth Chibani Chiladzulu WOMEN(F)  Dave Masamba Youth-PAWUM(M)	Zoom/Skype meeting		
2:00- 4:30	<b>Educators and Organisers BT</b> Samuel Njiwa PSEUM (Educator) (M) Innocent Makupiza PAWUM (Organiser) (M)  <b>Shop stewards BT</b> Osman (NONM) (M) Tindo (TUM) (M) Martha Lunda (CSTU) (F)	Zoom/Skype meeting		
<b>07<sup>th</sup>, July 2020</b>				
8:00 – 10:00	Denis C Kalekeni <b>MCTU Secretary General(M)</b>  <b>General Secretaries</b> TUM(M), and CSTU(M) CSTU President Joseph Mdambo(M)	Zoom/Skype meeting		



10:00 – 11:00	MCTU Lo-Project Staff ( <b>Jessie(F), Christina (F)and Limbani(M)LL</b> )	Zoom/Skype meeting		
11:00- 12:00	Youth & Women Representatives <b>Regina Chiwaza LL WETUM- YOUTH(F)</b>  Educators and Organisers <b>Marie Kambeja-COWUMAEducator(F)</b>	Zoom/Skype meeting		
12:00 -1:30	<b>LUNCH</b>			
1:30 – 2:30	<b>Mr. Cosmas Msendema, Member of MCTU Finance and Audit Committee, Former Treasurer for ESCOM Staff Union (M)</b>	Zoom/Skype meeting		
<b>09<sup>th</sup>, July 2020</b>			<b>SUNBIRD Mzuzu Hotel</b>	<b>Evaluation team</b>
8:00 – 8:40	<b>Organisers</b> Jimmy Kaira(CSTU) Karonga(M) Natalia Lester(F)	Zoom/Skype meeting		
8:40 – 09:30	<b>Negotiators</b> Alice Mkandawire-Karonga(F)	Zoom/Skype meeting		
09:30 – 11:30	<b>Grecian Khembo MCTU Vice President Kawalazi(M)</b>  <b>Negotiators</b> Lizzie PAWUM-Kawalazi(F)	Zoom/Skype meeting		
<b>12:00 -1:30</b>	<b>LUNCH</b>			
<b>13<sup>th</sup>, July 2020</b>				
<b>9:00 – 10:00</b>	Ministry of Labour Skills and Innovations: The Labour Commissioner (LC) (M)	Zoom/Skype meeting		<b>Evaluation team</b>
<b>10:00 -11:00</b>	Employers Consultative Association (ECAM) Buxton Kayuni Acting President(M), and Mr. Khakhi Executive Director(M),	Zoom/Skype meeting		
<b>11:00 – 12:00</b>	Beyani Munthali Former ECAM Executive Director(M),	Zoom/Skype meeting		
<b>1:30 -2:30</b>	The Ambassador Norwegian Embassy	Zoom/Skype meeting		
<b>2:30 – 3:30</b>	Deloitte: Vilengo Beza (M),	Zoom/Skype meeting		
<b>3:30 – 4:30</b>	Malawi Human Rights Commission	Zoom/Skype meeting		

## **ANNEX 2: REFERENCE MATERIALS REVIEWED**

The following background materials were reviewed:

1. LO-Norway/MCTU Project Annual Work Plans and Reports, 2015-18.
2. MCTU Project Budgets and mid-term and annual reports, both narrative and financial for 2015-2018.
3. MCTU Strategic and Policy Documents, 2015-2018.
4. MCTU Financial Statements, 2015-2018.
5. Annual Audit Reports 2015-2018.
6. Education and Training Workshop Reports 2015-2018
7. TNL/CSTU Progress Reports, 2015-2018.
8. Project Monitoring and Project Visit Report, 2015-2018.
9. Relevant correspondence between the stakeholders of the project
10. MCTU Database Compilations, 2015-2018.

**ANNEX 3: PROPOSED INDICATIVE WORK PLAN**

KEY ACTIVITIES/TASKS	REVISED TIMELINES - 19 MARCH – 4 AUGUS 2020																	
	19-22 March )			25-31 March			03-15 July			15-30 July			29 July-Aug			1-4 August		
<b>1. Phase 1: Desk Study/Inception</b>																		
1.1 Desk review of relevant documents/reports	x																	
1.2 Synthesize literature review		x																
1.3 Submit inception report			x															
<b>2. Phase 2: Data Collection</b>																		
2.1 Refinement of evaluation tools				x														
2.2 Data collection from relevant stakeholders					x													
2.3 Data analysis and compilation of draft report							x	x	x									
<b>3. Phase 3: Stakeholder input</b>																		
3.1 Request stakeholder input: MCTU /LO-NORWAY										x								
3.2 Submission of final input to evaluator											x							
3.3 Correction of draft report												x						
<b>4. Phase 4: Finalization of Evaluation</b>																		
5.1 Final Report submitted to LO-NORWAY																x		
5.2 Approval of final report by LO-NORWAY																		x

**ANNEX 4: EVALUATION INTERVIEW GUIDE**

STAKEHOLDER	FOCAL TOPICS	Specific interview questions (for data analysis)	Documents sought to validate
<b>MCTU Staff and MCTU Auditors</b>	Focus on Key Result Area (KRA) Design of the project Implementation - broad areas of success/disappointments Planning, coordination, implementation and monitoring process Exit strategy/sustainability	<ul style="list-style-type: none"> <li>• What are the actual activities against the envisaged? Were objectives realised?</li> <li>• How was implementation of training, research and the link to trade union work?</li> <li>• Who is using the research studies - are they published in a useful format for target beneficiaries?</li> <li>• How have they been disseminated?</li> <li>• How are they being used to inform on-going planning and implementation of policy?</li> <li>• How good is coordination with related agencies?</li> <li>• Was the budget support the best way to have the co-operation? Was effective? Any better models?</li> <li>• What are the issues that could undermine the sustainability for the future?</li> <li>• Lessons learned, emerging good practices? Any recommendations?</li> </ul>	Workshop reports, Annual Reports, Research outputs
<b>MCTU Elected Officials,</b>	Policy and project Coordination	<ul style="list-style-type: none"> <li>• Do they have mandate to ensure compliance as well as coordination? If not where is authority vested?</li> <li>• What methods (with what success) are they using to gain support from all social partners (trade union, government and employers)?</li> <li>• Are project objectives integrated into national priorities and plans?</li> <li>• How is the membership, frequency of meetings, attendance, and status?</li> <li>• What is the capacity/ownership/commitment/leverage strength?</li> <li>• What of progress/achievements on costing and financial management?</li> </ul>	Board Minutes Monitoring visits reports
<b>Representatives of MCTU Affiliates – Organizers, Shop Stewards, Women and Youth Committee Leaders, Negotiators</b>	Impact of MCTU activities into mainstream trade unionism and influencing policy direction in country	<ul style="list-style-type: none"> <li>• How do they feel about benefit and usefulness of the project activities? (e.g. Research outputs; training?)</li> <li>• How has their behaviour changed in unions as a result?(e.g. impact collective bargaining and policy interventions)</li> <li>• Are the approached used say in dissemination of results and training effective? Any modification?</li> <li>• How sustainable is its impact – how has have the activities been embedded in the current mainstream activities? How do they view the future beyond the project life? Their aspirations and fears?</li> </ul>	Annual Activity Reports, Action plans.
<b>Ministry of Labour, Employer's organisation and the MCTU auditors</b>	Impact of capacity building in terms of design and implementation	<ul style="list-style-type: none"> <li>• Progress/achievements to date? Delays/challenges?</li> <li>• Design process - did it build capacity, was it empowering?</li> <li>• Does it reflect local context?</li> <li>• Implementation - selection of beneficiaries – were they the correct group?</li> <li>• What has worked well? Any problems?</li> <li>• Impact, including any negative effects?</li> <li>• Are they preparing for exit + financial sustainability?</li> <li>• Lessons learned and best practices to share?</li> </ul>	Annual Activity Report, Action plans.
<b>LO-NORWAY Selected Representatives</b>	Implementation and management of cooperation of whole project	<ul style="list-style-type: none"> <li>• How has the project implementation, coordination and management been conducted?</li> <li>• What kind of experiences do LO-NORWAY representatives have of the functioning of this type of project setup from management point of view?</li> <li>• What would recommend can be done differently</li> <li>• Do they foresee the continuation of financial support in the current of different form?</li> </ul>	Narrative Reports

**ANNEX 5: TEMPLATE FOR EVALUATION RESULTS LOG FRAME FOR ACHIEVEMENT OF RESULTS FROM THE 2015-2018 PROJECT**

2015 - 2018									
Project Objectives	Activities	Expected Results/ Indicators	Desired Output	ACTUAL RESULTS AND OUTCOMES	Sources of Verification	Assumptions	COMMENTS	Risks and External Factors	COMMENTS
<b>1.Organising and recruitment</b>	-Training organizers among affiliates - Recruitment of new affiliates - Amalgamation of existing small sectoral affiliates	- Increase Five (5) percent membership annually -Have five (5) new enterprises organized per year (5 new branches per year) - Train at least 45 organizers annually -Reduce the total number of affiliates , through mergers or amalgamations to 17 by 2018	Stronger MCTU trade union affiliates	- Record of organizers - New enterprise trade unions - New sectoral and stronger unions	- MCTU Annual project reports - Membership database at MCTU	- MCTU has leadership capacity for recruitment, organising and amalgamation of trade union - Willingness and capacity of affiliates to participate	Progress reporting - Satisfactory or Unsatisfactory	- Lack of MCTU leadership capacity - Lack of Human and Financial Resources - Lack leadership among affiliates - Unwillingness to participate in the programme by affiliates	Highlight area to be improved for the future project
<b>2.Effective Membership Management</b>	- Creation and maintenance of membership disaggregated database	- MCTU have developed and implemented a plan on dues collection from affiliates -MCTU and unions have updated and reliable membership data	Stronger MCTU trade union affiliates	- Functional database for tracking membership	- MCTU Annual project reports - Database exists	- MCTU and affiliates have expertise to implement - MCTU and affiliates have requisite ICT infrastructure (hardware and software)	Progress reporting - Satisfactory or Unsatisfactory	- Lack of MCTU leadership capacity - Lack of Human and Financial Resources - Lack leadership among affiliates - Unwillingness to participate in the programme by affiliates - Poor ICT culture among affiliates	Highlight area to be improved for the future project

		disaggregated by gender, age and sector - MCTU ensures that all affiliates are fully paid up							
<b>3. Gender Equality &amp; Representation</b>	<ul style="list-style-type: none"> <li>- Targeted Training and education</li> <li>- Rolling out of gender activities through clear work plans</li> <li>- Genders policy crafted in trade unions</li> </ul>	<ul style="list-style-type: none"> <li>- All affiliates adopt gender policies and actively implement them;</li> <li>- Constitutions stipulate specific women's representation, either in specific bodies or as a quota of representatives in various constitutional and decision making structures</li> <li>- 10 percent increase of women in leadership at all levels.</li> </ul>	Better Women representation in MCTU trade union affiliates	<ul style="list-style-type: none"> <li>- Women trained</li> <li>- Gender work plans implemented</li> <li>- Gender policies being implemented</li> </ul>	<ul style="list-style-type: none"> <li>- MCTU Annual Reports</li> <li>- Record of women trained</li> <li>- Record of Gender Work plans roll out in unions</li> <li>- Record of Gender policies roll out in unions</li> </ul>	<ul style="list-style-type: none"> <li>- MCTU and affiliates have gender sensitivity culture</li> <li>- MCTU has leadership capacity</li> <li>- Willingness and capacity of affiliates to participate</li> </ul>	Progress reporting - Satisfactory or Unsatisfactory	<ul style="list-style-type: none"> <li>- Poor gender culture in trade union reinforced with patriarch and male chauvinism</li> <li>- Poor implementation of work plans and gender policies</li> <li>- Lack of MCTU leadership capacity</li> <li>- Lack of Human and Financial Resources</li> <li>- Lack leadership among affiliates</li> </ul>	Highlight area to be improved for the future project

<b>4. Skills Training in Collective Bargaining</b>	<ul style="list-style-type: none"> <li>- Training and education of negotiators in MCTU affiliates</li> </ul>	<ul style="list-style-type: none"> <li>- Minimum of three (3) Collective Bargaining Agreements (CBAs) concluded annually</li> <li>- At least 45 negotiators trained annually</li> <li>- 20 trainers are trained and are being used in trainings annually</li> <li>- A system for keeping track of trained cadres and trainers established and actively in use</li> <li>- 80 percent of elected shop steward trained on their role</li> </ul>	<p>Influence and build Effect Social Dialogue Structures through Collective Bargaining</p>	<ul style="list-style-type: none"> <li>- Negotiators trained in unions</li> <li>- Shop Stewards trained</li> <li>- Tracking Database on training needs</li> </ul>	<ul style="list-style-type: none"> <li>- MCTU Annual project reports</li> <li>- Record of trained negotiators and shop stewards</li> </ul>	<ul style="list-style-type: none"> <li>- MCTU has leadership capacity for training among trade union</li> <li>- Willingness and capacity of affiliates to participate</li> </ul>	<p>Progress reporting - Satisfactory or Unsatisfactory</p>	<ul style="list-style-type: none"> <li>- Poor implementation of training plans</li> <li>- Lack of MCTU leadership capacity</li> <li>- Lack of Human and Financial Resources</li> <li>- Lack leadership among affiliates</li> <li>- Unwillingness to participate in the programme by affiliates</li> </ul>	<p>Highlight area to be improved for the future project</p>
<b>5. Internal Governance</b>	<ul style="list-style-type: none"> <li>-Review of constitutions</li> <li>- Holding of regular congresses</li> <li>- Holding of constitutional meetings</li> </ul>	<ul style="list-style-type: none"> <li>- Constitution s reviewed</li> <li>- Regular Congresses</li> <li>- Constitutional meetings held</li> </ul>	<p>Stronger MCTU trade union affiliates internal democratic governance</p>	<ul style="list-style-type: none"> <li>- Review of constitutions implemented</li> <li>- Regular congresses held</li> <li>- Scheduled constitutional meetings held</li> </ul>	<ul style="list-style-type: none"> <li>- MCTU Annual project reports</li> <li>- Minutes of Constitutional Meetings</li> <li>- Constitutions</li> </ul>	<ul style="list-style-type: none"> <li>- MCTU has leadership capacity</li> <li>- Willingness and capacity of affiliates to participate</li> </ul>	<p>Progress reporting - Satisfactory or Unsatisfactory</p>	<ul style="list-style-type: none"> <li>- Poor implementation</li> <li>- Lack of MCTU leadership capacity</li> <li>- Lack of Human and Financial Resources</li> <li>- Lack leadership among affiliates</li> <li>- Unwillingness to participate in the programme by affiliates</li> </ul>	<p>Highlight area to be improved for the future project</p>

<b>6.Organisational and Financial sustainability</b>	<ul style="list-style-type: none"> <li>- Record keeping and adherence to accounting procedures and regulations has general improved.</li> </ul>	<ul style="list-style-type: none"> <li>- Up to 34 treasurers and union finance officers trained in sound financial management</li> <li>- Audited accounts</li> </ul>	Better organisational and financial sustainability		<ul style="list-style-type: none"> <li>- MCTU Annual Financial project reports</li> <li>- Management Letters</li> <li>- Internal Audit reports</li> <li>- Financial Sustainability and Project Exist Plans</li> </ul>	<ul style="list-style-type: none"> <li>- MCTU has leadership capacity for financial management</li> <li>- Willingness and capacity of affiliates to participate</li> </ul>	Progress reporting - Satisfactory or Unsatisfactory	<ul style="list-style-type: none"> <li>- Poor implementation</li> <li>- Lack of MCTU leadership capacity</li> <li>- Lack of Human and Financial Resources</li> <li>- Lack leadership among affiliates</li> <li>- Unwillingness to participate by affiliates</li> </ul>	Highlight area to be improved for the future project
<b>7. Project Management and Coordination</b>	<ul style="list-style-type: none"> <li>- Planning, Implementation and Monitoring of whole project</li> </ul>	<ul style="list-style-type: none"> <li>- Clear Planning and operation log frame and matrix</li> </ul>	Better management and coordination of the whole project		<ul style="list-style-type: none"> <li>- MCTU Annual project reports</li> <li>- Sustainability and Project Exist Plans</li> </ul>	<ul style="list-style-type: none"> <li>- MCTU has leadership capacity</li> <li>- Willingness and capacity of affiliates to participate</li> </ul>	Progress reporting - Satisfactory or Unsatisfactory	<ul style="list-style-type: none"> <li>- Lack of MCTU leadership capacity</li> <li>- Lack of Human and Financial Resources</li> <li>- Lack leadership among affiliates</li> </ul>	Highlight area to be improved for the future project