



**LO-NORWAY- NOTU FINAL EVALUATION REPORT,
2015-17**



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While I am happy to acknowledge the support received from the aforementioned, I remain solely responsible for the positions taken in this Report, and any errors of omission or commission therein.

Grayson Koyi

ACRONYMS

CBAs	Collective Bargaining Agreements
COFTU	Central Organisation of Free Trade Unions
FUE	Federation of Ugandan Employers
KPI	Key Performance Indicators
KRA	Key Result Area
LO-Norway	Norwegian Confederation of Trade Unions
NOTU	National Organisation of Trade Unions
NRM	National Resistance Movement
NUPAW	National Union of Plantation and Agriculture Workers
SAPs	Structural Adjustment Programmes
SOE	State Owned Enterprises
TPDF	Tanzania Peoples Defence Force
UGX	Ugandan Shillings
UNATU	Uganda National Teachers Union
UNLF	Uganda National Liberation Force
UPC	Uganda People's Congress
UWESO	Uganda Women Efforts to Save Orphans

EXECUTIVE SUMMARY

This end of project evaluation was undertaken on behalf of LO-Norway and its Co-operating Partners in Uganda, namely, the National Organization of Trade Unions in Uganda (NOTU), covering the period 2015 to 2018. The evaluation was undertaken to seek ways of building a strong and financially viable trade union movement in Uganda, leveraging membership growth and organisational development; collective bargaining and external impact; membership subscriptions and financial viability, and; women representation. The evaluation was also undertaken to explore modalities of cooperation that could enhance results and reduce donor dependency.

Given these identified needs, the evaluation set out to assess the progress and results, efficiency of the implementation and sustainability of current arrangements and the continued relevance of the programme in order to determine the nature of future support and cooperation. The evaluation relied heavily on qualitative research methods including literature review, interviews, and focused group discussions. The four key performance indicators tracked were:

- Membership has increased from 224,662 (April, 2014) to 396,000 by the end of the project period in December 2018 (i.e. 10 percent per year);
- The number of Collective Bargaining Agreements has increased from 25 in 2014 to 75 by December 2018;
- An average of 60 percent of the rank-and-file members are paying dues by 2018, and;
- NOTU has more women in the leadership-minimum 33 percent of the secretariat (6) are women.

A summary of the key findings of the evaluation are as follows:

1) **Membership growth and organisation development**

Evidence from interviews and document review suggest that strategies, plans and activities for improved union organising and member recruitment were formulated and to a greater extent implemented as planned, leading to significant NOTU membership growth of 400 percent in the period 2015-2017 although membership subscriptions have taken a generally downward trend, thereby raising troubling questions about the sustainability of the current level of activities beyond LO-Norway support. Also, efforts at uploading membership figures onto an online database have stalled since 2016, raising concerns about the effectiveness and efficiency of implementation of this aspect of the project. Disaggregated information on the demographics of participants attending various training activities equally remain elusive, raising troubling questions on the efficiency of record keeping and/or the efficiency of carrying out planned training programmes. Data gaps on breakdown of participants in various workshops were largely being attributed to the theft of NOTU computers and backups systems that occurred shortly before the evaluation was undertaken in October 2018. Overall, however, NOTU has registered phenomenal membership growth during the project cooperation period and this has buttressed the strength of the organisation in the fight for workers' rights in Uganda. Evidence suggests that due to aggressive membership recruitment drives during the project cooperation period, the level of NOTU membership has quadrupled from 224,662 in 2014 to 929,799 in December 2017.

2) **Collective bargaining and external impact**

The main strategy under this component was to advocate for better conditions of work in Uganda. This involved review of collective bargaining agreements, heightened engagement and social dialogue with the government and employers and strengthened bonds of unity and solidarity within the labour movement. A key performance indicator was, 'number of Collective Bargaining Agreements (CBAs) has increased from 25 in January 2014 to 75 in December 2018'. Documentary evidence and interviews undertaken suggest that progress on the number of collective agreements has been impressive with a

total number of signed and improved CBAs reported at 282 at the end of December 2017 against a total end-project target of 75 by December 2018, representing over 350 percent achievement rate. There is also evidence of improved engagement with government and employers and collaboration with like-minded civil society organisations. This has raised the visibility of NOTU and heightened its political influence in the Ugandan society.

3) Membership subscriptions and financial viability

Evidence suggests that membership has quadrupled from 224,662 in 2014 to 929,799 in December 2017. However, discussions with participants suggest that on average only about 40 percent (specifically, 38.2 percent in December 2017) of the total membership are currently paying subscriptions, against an end-project target of 60 percent by December 2018. Thus, the project target of achieving on average 60 percent of the rank-and-file members paying dues is unlikely to be met by December 2018. While evidence suggests that the system of dues collection from affiliates is in place and is supported by an Act of Parliament, the efficiency of dues collection by NOTU has been elusive. Performance on subscriptions has clearly been modest, and remains a challenge.

A number of factors explain this modest performance on dues subscriptions. However, a more fundamental challenge, it seems, lies in the inability of NOTU to re-position itself for a more aggressive approach to dues collection and recoveries on arrears and debts. Evidence further suggests that actual membership subscriptions have declined by 35.4 percent between December 2015 and December 2017, declining from UGX 458 million in 2015 to UGX 295.8 million. A conundrum, therefore, exists between impressive membership growth (400 percent rise) and membership subscriptions decline over the project cooperation period. For instance, while UGX 773,672,729.00 was expected subscriptions in 2017, actual subscriptions collected amounted only to UGX 295,878,990. This urges for aggressive and innovative mechanisms for narrowing the gap between expected and actual subscriptions to assure NOTU's financial viability and sustainability of results once LO-Norway project support has ended

4) Women representation in leadership

Evidence suggests that spaces have opened up for increased women participation in NOTU leadership structures largely due to constitutional amendments that have been made during the project cooperation period. For instance, following the 2017 amendments to the NOTU constitution, the proportion of women on the interim executive board stands at eight out of twenty-seven positions, representing about 30 percent against a project target of 33 percent by December 2018. This is consistent with the 30 percent women representation stipulated in the NOTU constitution. In addition, the proportion of women on the interim General Council is twenty-five out of sixty, representing 42 percent against a project target of 33 percent. Evidently, there is progress in terms of gender mainstreaming in NOTU leadership structures. However, since these positions are elective, the actual number of women in leadership positions will only be ascertained after the Quinquennial Delegates Conference in December 2018. Overall, however, evidence suggests that LO-Norway supported activities have increased women participation in NOTU leadership structures. Specifically, the proportion of women in NOTU interim leadership structures has increased from 16.6 percent in 2014 to an average of 36 percent in December 2017 against the project target of 33 percent by December 2018. This results has, therefore, been met and exceeded ahead of the project's end line. However, a more definitive reflection of the proportion of women in NOTU leadership structures can only be ascertained after the delegate's conference in December, 2018. Data on the proportion of youths in leadership structures was not available thereby limiting the analysis in that regard.

Assessment of relevance, efficiency, effectiveness, sustainability

The relevance of the project cooperation is not in doubt given the great need of NOTU for institutional support and organisational strengthening for fighting for workers' rights. The project components resonate with the priorities in the NOTU Strategic Plan (2014-18). It is particularly critical in a country with low levels of unionisation and weak implementation capacities amongst the three social partners.

In terms of efficient utilisation of resources, there is a conscious effort to do ‘more-with-less’. This notwithstanding, the real challenge is on sustainability of results and the financial viability of the organisation. Subscriptions, the main area for sustainability grossly underperformed. The shifting focus of LO-Norway support from administration to results - based activities, highlights the significance of NOTU’s own capacity to finance its own administrative expenses and the bulk of its project activities.

Lessons learnt

There are a number of useful lessons learnt that can inform future programming and co-operation between NOTU 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. The structured nature of the project, with insistence upon annually audited accounts to LO-Norway and annual narrative accounts helped push NOTU towards greater efficiency and effectiveness in project delivery, and the SMART reporting matrix aligned to the performance indicators helped improve the outcomes. Also, the 2017 Supplementary Agreement to the Cooperation and Appendix incorporated issues of sustainability, while the visits by LO-Norway officials and in particular its Consultant on Africa helped identify challenges early and offer solutions. Detailed comments were provided on the accounts, which raised fundamental issues that helped the success of this project. Such strategic guidance was considered most useful by all stakeholders. This project is, therefore, a good example of the transition from donor-partner relations of the past to building true partnerships where stakeholders are mutually accountable to each other and account for results.

From the implementation side, it is most gratifying to note the substantial progress achieved in all aspects of the project cooperation, arising mainly from targeted and the realistic nature of the interventions. For instance, it emerged very strongly that when the engagement in dialogue with government and employers programme commenced in 2015, relations amongst the three social partners, NOTU, FUE and Ministry of Labour were less than conducive. However, as the project progressed, social dialogue is now fairly entrenched in Uganda, especially at the national level. This new understanding helped the social partners deal with the impasse regarding the negotiations in the public service, with the eventual establishment of the Public Service Negotiating and Consultation forum.

However, we also note that while programming and implementation improved generally, there are still several recurring issues which even though they were highlighted fairly early, have persisted, including issues of non-subscribing members, delayed remittance of statutory obligations, arrears on union subscriptions, low membership subscriptions, transparency on budget reporting and sustainability. There is also need to develop an aggressive mechanism for dues collection. The amendment of the NOTU constitution to open up spaces for women was a step in the right direction and is a good example of how to re-energize the labour movement in a gender-sensitive and inclusive manner as well as focusing on cross-cutting issues such as child labour and disability.

Recommendations

The following recommendations can be logically derived from the conclusions:

- 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 budget reporting on training activities;
- There is need to aggressively explore and establish a system of dues check off on a national scale i.e. paying from source whereby NOTU will directly receive its proportion of membership subscriptions at source, and not allowing the affiliate to collect and then remit to the federation. Where assistance of NOTU is provided in recruitment and organising, it should be a condition

of the project cooperation support that new members are fully declared and that a direct check off system for remitting subscriptions to NOTU is implemented;

- There is need to adopt a pro-active agenda towards improving women and youth participation at all levels of the unions;
- There is need to improve on the membership database management and complete the process of having an online database;
- Continued training and themed capacity building activities for leaders, women and youths, educators, negotiators, organizers and shop stewards remains of the essence;
- Internal cohesion within the national leadership of NOTU remains fragile and urges for accelerated efforts to ensure that the unity realised through the re-integration of unions that had broken away is nurtured for a more stronger and united labour movement in Uganda;
- NOTU and affiliates should adopt and implement resource mobilisation and financial sustainability frameworks that include: (i) continued membership recruitment and viable subscriptions options for union members from the informal sector, (ii) financial management strengthening at Secretariat; and (iii) diversifying sources of income etc.

Future cooperation and partnership

The next Cooperation Agreement could therefore make financial viability and sustainability an overriding objective, with the thematic focus on recruitment and organizing-especially of women and youths and workers with disabilities. An aggressive financial management approach, due collections and mobilization strategy could form useful directions to achieving sustainability of results and exit from aid dependency. The mode of delivery might wish to explore a ‘modus operandi’ of sequenced release of funds with measured external control. A conscious aid exit strategy should be developed with NOTU with agreed targets of reducing the contribution of external partners within specified timelines.

1.0 BACKGROUND INFORMATION AND CONTEXT

1.1 Profile of NOTU

The National Organisation of Trade Unions (NOTU) was established in 1973 by military decree No. 29 which was subsequently amended to the Labour Unions Act No.7 of 2006. NOTU has 33 affiliates cutting across almost all economic sectors of Uganda, with a total membership of 929,799 in December 2017.

NOTU is currently the most representative of the two existing trade union federations in Uganda, the other being the Central Organisation of Free Trade Unions (COFTU) which has nine affiliates¹. The principal objective of NOTU is to advance and defend the interests and rights of workers in Uganda (See Constitution of NOTU, 2012).

1.2 Current socio-economic and political context in Uganda

Uganda is a landlocked country in East Africa with a total surface area of 241,550 square kilometers. It is bordered by South Sudan in the north, Rwanda and Tanzania in the south, Democratic Republic of the Congo (DRC) to the west and Kenya to the east. It is in the heart of the Great Lakes region, and is surrounded by three of them, Lake Edward, Lake Albert, and Lake Victoria. The National Labour Force Survey 2016/17 estimates the total population of Uganda at nearly 38 million people, 79 percent of whom live in rural areas and 21 percent in urban areas. Fifty-one (51) percent of the total population is female. The biggest proportion of the population are children aged 0-17 years who account for 56 percent.

The country attained independence from British rule on 9th October 1962. At independence, Dr. Milton Obote, leader of the Uganda People's Congress (UPC) became the first prime minister and head of the government. Between 1962 and 1967, Uganda operated under a multi-party system of government. In 1967, Dr. Obote abolished all political parties, except his party, the UPC. With this action, Uganda became a one party state and increasingly repressive. It was within this context that Idi Amin led a disgruntled section of the army to overthrow Obote's regime in January 1971. President Idi Amin's regime did not end repressive tendencies. If anything, the situation got worse during his reign, thereby compelling a combined force of Ugandan exiles under the umbrella of Uganda National Liberation Force (UNLF) and the Tanzania Peoples Defense Force (TPDF) to join forces leading to the overthrow of Amin's regime in April 1979. In December 1980, general elections were held and for a second time Milton Obote's UPC ascended to power. However, the elections that brought back Obote into power were marred by multiple irregularities and generally perceived to be fraudulent. In direct protest against the marred elections of 1980, Yoweri Kaguta Museveni, then Vice Chairman of the Military Commission and President of the Uganda Patriotic Movement, launched the National Resistance Movement (NRM) that mobilised against the Obote regime. NRM eventually seized power in February 1986 under the leadership of Yoweri Museveni who currently remains in power. A number of constitutional reforms have been brought to bear on the political system during Museveni's reign but of significance to the labour movement is the system of decentralisation and electoral colleges that provides space for five (5) workers' representatives in a 375 member Parliament. The five (5) workers representatives are elected by workers themselves.

On the economic front, Uganda's economy is agriculture based, with agriculture employing about 70 percent of the working population and generating over 80 percent of total exports, and 26 percent of GDP in 2017. Coffee is the main export crop (22 percent of total exports), followed by tea, cotton and other agricultural products. The main food crop, however, is banana. Uganda has mineral deposits of copper and cobalt but the mining sector is only a minor contributor to the economy. Small-holder

¹ COFTU largely constitute unions that were previously with NOTU but opted to breakaway.

agriculture is particularly dominant, estimated at 80 percent of agricultural activities. About 90 percent of the rural workforce is employed in subsistence farming (see 2016/2017 National Labour Force Survey).

In terms of the economic policy regime, Uganda has been implementing economic adjustment measures over the last three decades. Structural Adjustment Policies (SAPs) were first introduced in 1981, but failed to take off. They were re-introduced in 1987 under the present National Resistance Movement (NRM) government. Active implementation, however, took effect from 1992 to the present time. SAPs included a package of economic adjustment policies broadly divided into stabilisation and fiscal policies, supported by the World Bank and the International Monetary Fund, respectively. One of the key features of SAPs in Uganda has been privatisation, mainly focusing on liquidation of former State Owned Enterprises (SOEs), contract management and change of ownership from government to the private sector, and more recently, the alleviation of poverty. Despite years of SAP implementation and steady economic growth in the 1990s, however, the impact on poverty has been limited. At best, Uganda's economic growth process has not been inclusive nor job-rich. Twenty-seven (27) percent of the population (i.e. 10.1 million Ugandans) still live below the national poverty line, with a slightly skewed distribution of income reflected in a Gini Coefficient of 0.45 in 2017. The economy has grown at a slower pace recently, subsequently reducing its impact on poverty. Average annual growth was 4.5 percent in the five years to 2016, compared to the 7 percent achieved during the 1990s and early 2000s.

A jobless growth process is clearly visible. Of the 18.8 million people in the working age population only about half (9.9 million) are in the labour force, translating into a labour force participation rate of 52.7 percent (see 2016/2017 Uganda National Labour Force Survey). Only 19.5 percent of the working population are in paid employment, with the majority being in either self-employment (74.8 percent) or contributing family workers (5.4 percent). As much as 84.9 percent of all jobs are informal (84.5 percent for males and 85.6 percent for females), with only 15.1 percent of the employed persons formally employed, suggesting that decent work deficits abound in the Ugandan labour market. The median wage per month is about 210,000 Ugandan Shilling (i.e. about US\$55 per month). The unemployment rate (those without work and available for work) constitute 9.7 percent of the labour force (see 2016/2017 Uganda National Labour Force Survey).

This is the broad political and socio-economic context in which NOTU operates in its fight for workers' rights.

2.0 OBJECTIVES AND METHODOLOGY OF THE EVALUATION

2.1 Brief review of the project/co-operation

Since 1993, NOTU and the Norwegian Confederation of Trade Unions (LO-Norway) have co-operated, mainly through projects. Through project agreements, LO-Norway has been providing support to NOTU for organisational development, and education and training. The latest Co-operation Agreement which is being evaluated covered the period January 2015 to December 2018. The overall objective of the cooperation is to: strengthen the trade union movement in Uganda in order to reach the overall development goal: Workers of Uganda have better living conditions. The short term goal has been to assist NOTU in becoming a stronger and more financially viable. The main planned activities were on training, and organisational development. The main expected output was a stronger and more representative trade union confederation capable of engaging in constructive dialogue with employers and government in its fight for workers' rights. Specifically, three expected results (outputs) of the planned activities under this phase of the project cooperation include the following:

- a) NOTU has increased membership and this has made it stronger;
- b) NOTU's financial situation has improved, and;
- c) NOTU has promoted women members into leadership

The Key Performance Indicators (KPIs) are:

- Membership has increased from 224,662 (April, 2014) to 396,000 by the end of the project period in December 2018 (i.e. 10 percent per year);
- The number of Collective Bargaining Agreements has increased from 25 in 2014 to 75 by December 2018;
- An average of 60 percent of the rank-and-file members are paying dues by 2018, and;
- NOTU has more women in the leadership-minimum 33 percent of the secretariat (6) are women.

2.2 Objectives of the evaluation

The main objective of the evaluation is thus twofold:

(1) **Assessment of results and progress**, covering the following:

- To assess the **relevance** of the project cooperation, determining whether the project has targeted the needs of the organisation and whether potential modification made during the implementation has successfully changed needs;
- To assess the **efficiency** in the implementation of the project. How efficient has this organisation been in the implementation of the project i.e. has the work been carried out, and the financial resources been used in an appropriate and cost-effective manner?;
- To assess the **progress/results** of the LO-Norway support to NOTU and the affiliated national unions, based on agreed targets for the previous project period (2015-2018). Progress should be tracked for each of the project outputs as well as the outcome level(aggregated). What are the lessons from the previous period in terms of the objective being met, and that all the expected results of the project will be produced by the end of 2018? Have recommendations of the member organisations, LO-Norway and internal reviews been followed up in an appropriate manner?;
- To assess the **sustainability** of LO-Norway support to NOTU; are NOTU and its affiliates able to continue the current level of activities when LO-Norway support ends? Has the capacity been permanently improved? If so, what are the indicators of this?;
- To assess the **external impact** of NOTU vis-a-vis towards the government, employers and the general public. Has this been a result of the project cooperation or other factors? Has NOTU and the participating affiliates been able to improve their performance as a result of the project. Has NOTU's political influence in the society, improved trade union rights, or better labour legislation that may be directly or indirectly linked to the project? The role and strength of NOTU in terms of defending workers' and workers' rights, the trend and challenges of union memberships. NOTU's value added in terms of securing unity between and within unions, as well as ensuring mergers that are successfully concluded.
- To assess the **internal governance structures** of NOTU in areas of internal democracy, ownership, financial management and accountability among its leadership, secretariat and affiliated unions, and;
- To assess **gender** issues. To what extent have these been mainstreamed and resulted in women's effective participation?

(2) Based on the assessment of progress, **to assess the modality of cooperation** between LO-Norway and NOTU and provide recommendations for future cooperation and partnership.

It was also expected that the Consultant shall review any strengths and weaknesses of the project and make recommendations on how to enhance the achievement of the planned results.

2.3 Implementation and methodology

The field work in Uganda was conducted from 14th to 20th October, 2018. The evaluation methodology was based mainly on qualitative approaches, including a desk review of project documentation shared by NOTU and LO-Norway and field work. Field work involved a mixture of methods; Focused Group Discussions (FGDs) with NOTU elected leadership, secretariat, staff, youth and women representatives; interviews with selected affiliate unions, selected participants in various training and organisational development activities; interviews with key stakeholders, including the Ministry of Labour, Uganda Women's Effort to Save Orphans (UWESO), Auditors, JP Magson; and plenary discussions at the Norwegian Embassy in Kampala with Ms. Zenia Chrysostomidis, Minister Counsellor/Deputy Head of Mission, Ms. Tina Holtgaard Oulie, Second Secretary and Mr Tord Schei Halvorsen, Trainee, who shared useful insights on NOTU's visibility and the status of human and labour rights advocacy in Uganda.

The team also undertook a factory visit to Century Bottling Company Limited in Namanve Industrial Area, Kampala, with the leadership of the Uganda Beverages, Tobacco and Allied Workers' Union in order to observe the production and work environment and learn about the company's policies and practices regarding the respect of fundamental rights and principles at work.

At the end of the field visit, draft findings and conclusions were presented to the secretariat and technical staff of NOTU where further inputs and comments were solicited.

The Cooperation Agreement, especially its Appendix, between NOTU and LO-Norway which regulates details, including the goals, baseline scenarios and agreed indicators for measuring results, was used as a reference. Hence, the evaluation used the triangulation research methodology, which relies on a multi-method strategy in order to enhance confidence in the ensuing findings.

3.0 KEY FINDINGS OF THE EVALUATION

The expected outcome of the project cooperation was that workers' rights are promoted through stronger unions, ensuring that workers of Uganda have better living conditions. The main expected output of the project cooperation was that the trade union confederation in Uganda is stronger and more representative, more financially viable and capable of engaging in constructive dialogue with employers and government in its fight for workers' rights. The presentation of the findings will follow along four key result areas (KRA), namely; membership growth and organisational strengthening; collective bargaining and external impact; membership subscriptions and financial viability, and women in leadership. Gender is discussed as a cross-cutting issue in all the key result areas. The structure informing the presentation of findings is drawn from the four Key Performance Indicators (KPI) for measuring results in the cooperation agreement. For each of these areas, a causality chain analysis will be proffered, assessing the efficiency and effectiveness of the transmission mechanism of project inputs and activities into expected outputs/results and outcomes as well as analysing the relevance of the project and its sustainability beyond current external funding arrangements.

3.1 Key Result Area 1: Membership growth and organisational strengthening

3.1.1 Objectives of KRA 1

The objective of this Key Result Area (KRA) was to strengthen NOTU through increased membership.

3.1.2 Key strategies and planned activities

Given the importance of membership to unions, the strategy was to develop and implement various activities for organising and recruitment, ranging from education and training; membership database improvement, workplace visits, recruitment campaigns, strategic planning and policy development; constitutional meeting and reporting; worker unity and thrusts towards union mergers, and publicity and media advocacy. The thrust was to intensify membership recruitment, with priority given to informal sector workers. To track performance, NOTU undertook to improve its membership data management by maintaining and updating an online membership database. To promote strength and solidarity among unions in Uganda, NOTU further sought to prioritise worker unity and merging with the breakaway federation, the Central Organisation of Free Trade Unions (COFTU).

3.1.3 Activities accomplished

Evidence from interviews and document review suggest that strategies, plans and activities for improved union organising and member recruitment were formulated and to a greater extent implemented as planned, leading to significant NOTU membership growth of 400 percent in the period 2015-2017 although membership subscriptions have taken a generally downward trend, thereby raising troubling questions about the sustainability of the current level of activities beyond LO-Norway support. Also, efforts at uploading membership figures onto an online database have stalled since 2016, raising concerns about the effectiveness and efficiency of implementation of this aspect of the project. Disaggregated information on the demographics of participants attending various training activities equally remain elusive, raising troubling questions on the efficiency of record keeping and/or the efficiency of carrying out planned training programmes. Data gaps on breakdown of participants in various workshops were largely being attributed to the theft of NOTU computers and backups systems that occurred shortly before the evaluation was undertaken in October 2018. A measured elaboration of the activities accomplished for membership growth and organisational strengthening is proffered in the next few paragraphs.

3.1.2.1 Education and training activities

During the review period (2015-2017), a number of education and training activities were conducted under the LO-Norway project co-operation, empowering a total of 2,063 cadres (31 percent of whom were women) with knowledge and skills on union organising, member recruitment and collective bargaining, among others. Specifically, available documentary evidence indicate that in 2015, a total of 100 members were trained (27 percent of whom were women) in areas of occupational health and safety, collective bargaining, negotiations skills, social dialogue and basics of trade unions. During the same year, 500 workers were reached and trained on their rights and obligations. Further, in seeking to advocate for better conditions of work in Uganda, documentary evidence suggest that two (2) women's rights training workshops and four (4) occupational health and safety training were conducted.

However, complete data on the venue, facilitators and demographics of workshop participants in 2015 was unavailable at the time of writing the report. Part of the reason advanced for the incomplete dataset was the theft of computers and backup systems that occurred shortly before the evaluation was undertaken. Due to unavailability of complete workshop participant information for 2015, the efficiency with which the planned training activities were implemented in 2015 could only be ascertained partially i.e. on the basis of aggregate numbers of those trained and the totality of training activities undertaken and not on the basis of attendance lists or profile of workshop participants.

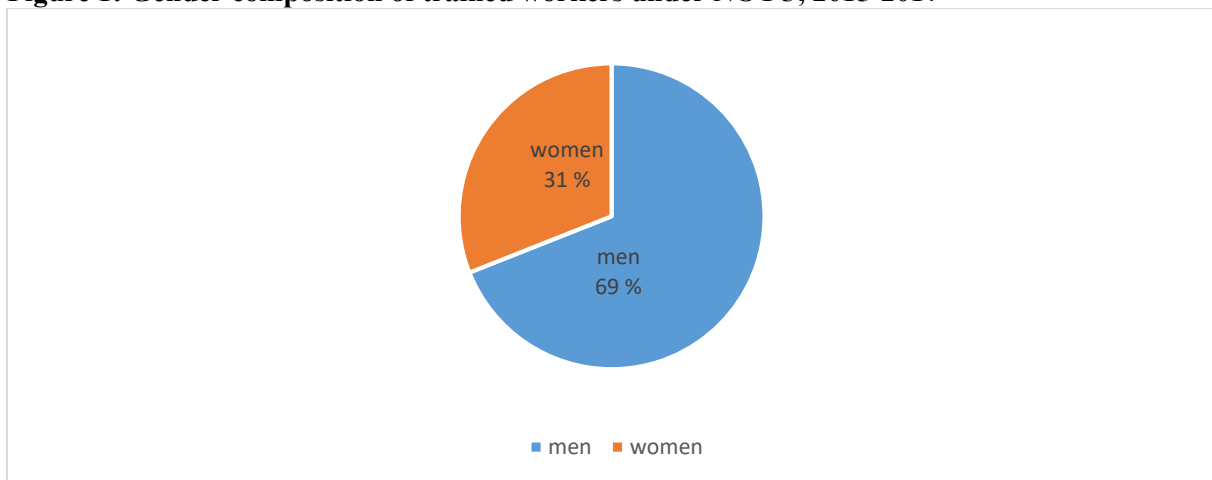
In future, it would be useful to have information pertaining to workshop participants (e.g., actual attendance, gender, age) available or secured to enable a more complete assessment of whether the planned workshops were carried out and the financial and human resources used in an appropriate and cost-effective manner. In the same vein, it might be useful in future to specify performance indicators at activity level to ensure effective assessment of the efficiency of project implementation. This will help ensure that expected numbers, locations and other key demographics of workshop participants become part of activity indicators for effective progress monitoring and evaluation. On gender issues, however, it was apparent that only 23 percent of participants in training workshops in 2015 were women. This raises concern regarding the organisation's commitment to affirmative gender action which might need to be redressed going forward, especially that LO-Norway advocates a 50-50 policy of men and women participation in its supported activities.

In 2016, available documentary evidence suggest that a total of 40 workplace activities were organised, including shop steward training, negotiations and collective bargaining training resulting into 1398 workers being trained (35 percent of whom were women) in trade union and human rights. Again, as was the observation made for 2015's training activities, available information was not broken down to provide the detail of venues for these training activities, facilitators and a detailed information of which and how many participants attended each of the workshops reported collectively as having been undertaken during the year. The lack of specificity and disaggregation recurred in 2016 suggesting either a recurrent weakness in the structure of reporting or poor record keeping compounded by the theft of NOTU computers and backup systems shortly before the evaluation was undertaken in October 2018. On gender, it is the case that the proportion of women that participated in training activities was rather still on the low side, 35 percent. Given that LO-Norway's policy is for a 50-50 participation of men and women in all supported activities, the low participation of women in 2016 training activities suggest an element of inefficiency in project implementation that may be symptomatic of deep-seated gender biases. For 2017, available information indicate that a total of 65 organisers were trained and that these helped in conducting workplace organising campaigns. A gender disaggregation of 2017 training activities was not available.

Overall, a total of 2,063 workers were trained and empowered with various capacity building skills aimed at increasing the membership of NOTU and strengthening the institutional capacity of NOTU. The target group for these training activities was specified as follows: NOTU leadership, top trade union leaders, national organisers, financial managers, educators, women and youths, researchers, HIV/AIDS

trainers and counsellors, trainers of trainers, shop stewards and selected rank and file members. Unfortunately, available data from interviews and documents does not in most cases disaggregate the datasets to specific how many from each of these target groups were trained and how many of those trained were women, youths and the unions were they were drawn from, suggesting that NOTU most probably does not have a database of trained cadres at output level. Notwithstanding, evidence of skills utilisation of trained members to ensure maximum benefit and a strengthened NOTU was supported by most participants during the focused group discussions despite the youth group expressing reservations about the efficiency with which the organisation carried out planned youth activities during the project implementation period. However, multiplier effects of training activities can be seen in the increased number of NOTU membership over the project period of over 400 percent. Nonetheless, evidence exist that suggest there was relatively less emphasis on gender issues throughout project implementation. As shown in Figure 1 below, only 31 percent of participants in training activities during the project implementation were female. This result on gender mainstreaming is not consistent with the expectation of Clause 4 in the cooperation agreement.

Figure 1: Gender composition of trained workers under NOTU, 2015-2017



Source: NOTU Reports

3.1.2.2 Non-training activities for membership growth and organisational development

Available evidence suggest that key non-training activities undertaken towards membership growth and organisational strengthening include: development of an online membership database; improving financial management²; workplace visits; planning and policy development; reporting and holding of constitutional meetings; worker unity and thrusts towards union mergers; and publicity and media advocacy.

Online membership database

In terms of development of an online membership database, documentary evidence suggest that NOTU has available online membership information only for the period 2014-2015 in which 166, 851 members, representing about 18 percent of the total current membership is captured on the online system. As at December 2017, the actual membership of NOTU was reported to be 929,799, implying that about 762,948 or 82 percent of the membership was not captured on the online membership database by December 2017. In this regard, progress on the development of an on-line membership database remain modest. At best, the expected result of a 100 percent online membership database was not achieved by December 2017 and is unlikely to be achieved by December 2018. Document review further suggest that this activity was most probably only carried out in 2015 as there was no evidence of its

² Financial management is discussed in the next section that deals with financial viability

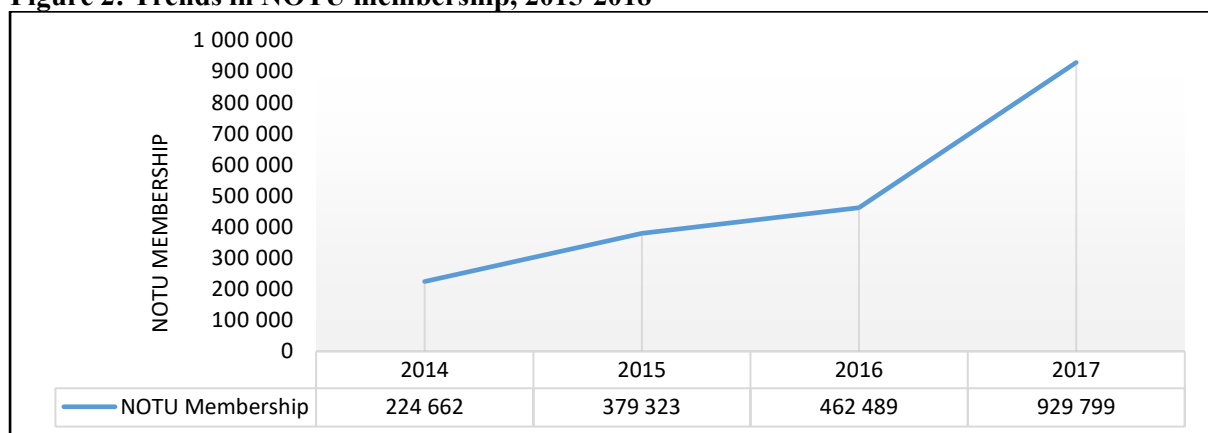
implementation in 2016, 2017 and 2018. Other things being equal, attempts at developing and implementing an online database have largely been ineffective and half-hearted, urging the need for concerted efforts and commitment if the desired goal is to be realised. NOTU attributes the delay in finalising the online database to the load of new members that are yet to furnish it with membership particulars. In the 2015-2017 NOTU- LO Norway Report on results, for instance, NOTU writes that *'NOTU has not yet finalised developing [the] online data base...this was as a result of the coming in of new unions'*. The problem, however, might be beyond the challenge brought about by new members. Apparent limitations in database system development and management – competencies and capacity gaps that might have to be redressed through future institutional capacity building training activities might be the underlying cause of the delay.

However, if there should be a redeeming note to this modest achievement on uploading members on the online database, it is the highly impressive result on membership growth recorded during the period 2015 to 2017. NOTU membership has growth four-times from its baseline figure, rising from 224,662 members in April 2014 to 929,799 members³ in December 2017. This might have served to overwhelm the limited ICT know-how and human resource capacities at NOTU secretariat.

The agreed indicator for measuring the result on membership growth was to increase union membership from 224,662 members in April 2014 to 396,000 members in December 2018. This target has, therefore, been met and exceeded, demonstrating high project effectiveness in regard to the membership growth. The quadruple rise can largely be attributed to sustained organising and recruitment activities formulated and implemented during the LO-Norway project intervention period (2015-2018) which, resulted in organising and mobilisation of informal sector workers that brought on board 400,000 new union members in 2017. Constitutional amendments to improve internal governance and to accommodate the interests of breakaway unions further contributed to the membership growth as thirteen (13) unions were attracted to rejoin NOTU from the competitor federation, COFTU, in April 2017.

By December, 2017, the largest affiliates were in the informal, public and plantation agricultural sectors. Uganda Markets and Allied Employees Union had a membership of 400,000; Uganda National Teachers' Union (UNATU) had a membership of 160,000 and, National Union of Plantation and Agricultural Workers (NUPAW) had a membership of 120,000. Discussion also revealed a reluctance among affiliates to timely declare new membership information to NOTU perhaps for fear of being made to remit reflective subscriptions. This reluctance constitutes a challenge that will require targeted interventions to bring about a mindset change in future. Figure 2 illustrates the phenomenal rise in NOTU membership during the LO-Norway project implementation period.

Figure 2: Trends in NOTU membership, 2015-2018



Source: NOTU Documents

³ The gender disaggregation of this number was not available, demonstrating a challenge in data capture that still exist.

From Figure 2, it is evident that NOTU membership has significantly increased between 2014 and 2017. The steep rise between 2016 and 2017 can be attributed to 400,000 new members from the informal sector. Using a baseline figure of 224,662 in 2014, it is the case that membership increased by 705,137 by December 2017. This represents an impressive increase of 400 percent over a four-year period (or 100 percent per annum) against a targeted 50 percent by 2018 (or 10 percent per year). Evidently, the overall achievement rate on membership growth is 400 percent which by all means is on the extremely high performance side.

Workplace visits

There was also evidence of workplace visits, particularly in 2015 and the first-half of 2018 that might equally have contributed to NOTU membership growth and organisational strength. In 2015, for instance, available evidence suggest NOTU undertook 40 workplace visits in line with advocating for better conditions of workers in Uganda, resulting in greater awareness and appeal of NOTU among workers. While there was no evidence of workplace visits in 2016 and 2017, the resurgence of this activity in 2018 through 52 workplace visits in the public sector at the height of public sector collective bargaining negotiations resulted in outreach to 2520 public workers, 1000 of whom signed up for union membership.

Discussion with participants revealed that over-concentration on trade union unification in 2016 and 2017 meant that workplace visits were constrained in this period, and as such might not have been as effective in achieving desired results. A more systematic and balanced approach to planned activities might, therefore, be of the essence in future.

Planning and policy development

In terms of planning and policy development activities, NOTU managed to develop and endorse a number of planning and policy documents during the project intervention period, thereby contributing to improved visioning, programme implementation, internal controls, internal democracy, participation and representation within the federation. This is consistent with potential modifications made during the project implementation⁴ responding to the need for tightening system of financial controls. Document review and discussions with participants pointed to the existence of the following key planning and policy implementation documents developed during the reference period for the evaluation, 2015-2017:

- NOTU Strategic Plan 2014-2018.
- NOTU Anti-corruption policy developed in accordance with LO-Norway guidelines
- NOTU Procurement Policy

Reporting and constitutional meetings

In terms of reporting, available evidence suggest internal governance structures have been active and functional. Information gathered from discussions indicate constitutional meetings are held regularly-allowing for timely reporting, feedback, implementation, review and planning of programmes conducted by the federation. 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 meet 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.

⁴ See the Supplementary Agreement to the Co-operation Agreement and Appendix between National Organisation of trade Unions and LO-Norway, signed 21 July 2016.

3.1.4 Assessment of progress on key result indicator

The agreed indicator for measuring the result on membership growth was to increase union membership from 224,662 members in April 2014 to 396,000 members in December 2018. This target has, therefore, been met and exceeded, demonstrating high project effectiveness in regard to the membership growth. The quadruple rise can largely be attributed to sustained organising and recruitment activities formulated and implemented during the LO-Norway project intervention period (2015-2018) which, resulted in organising and mobilisation of informal sector workers that brought on board 400,000 new union members in 2017. Constitutional amendments to improve internal governance and to accommodate the interests of breakaway unions further contributed to the membership growth as thirteen (13) unions were attracted to rejoin NOTU from the competitor federation, COFTU, in April 2017.

3.2 Key Result Area 2: Collective bargaining and external engagement

3.2.1 Objectives of the KRA 2

The broad objective of this key result area was to strengthen the trade union movement in Uganda in order to effectively engage employers and government in collective bargaining negotiations and thus ensure that workers of Uganda have better living conditions.

3.2.2 Strategies and planned activities

The main strategy under this component was to advocate for better conditions of work in Uganda. This involved review of collective bargaining agreements, heightened engagement and social dialogue with the government and employers and strengthened bonds of unity and solidarity within the labour movement. A key performance indicator was, ‘number of Collective Bargaining Agreements (CBAs) has increased from 25 in January 2014 to 75 in December 2018’.

3.2.3 Activities accomplished

Documentary evidence and interviews undertaken suggest that progress on the number of collective agreements has been impressive with a total number of signed and improved CBAs reported at 282 at the end of December 2017 against a total end-project target of 75 by December 2018, representing over 350 percent achievement rate. There is also evidence of improved engagement with government and employers and collaboration with like-minded civil society organisations. A measured elaboration of the activities accomplished in regard to collective bargaining and engagement with government, employers and civil society is proffered in the next few paragraphs.

3.2.3.1 Collective bargaining

During the review period (2015-2017), a total of 282 CBAs were either reviewed or signed. The total number of CBAs registered was in the hotel industry where 150 new CBAs were registered during the project implementation period. This impressive performance was attributed to NOTU’s increased dialogue with employers in the sector and the capacitation of affiliate unions with negotiation skills during the training activities under the LO-Norway project. Besides, discussions with participants revealed that NOTU’s efforts to unite the unions has helped affiliates in some sectors to come together and speak with one voice. Cases in point include; unions in the public sector who signed a single CBA in 2017 covering seven (7) public sector unions; unions in the Cut flower sector who signed a single CBA covering eighteen (18) firms in the sector under the Uganda Flower Exporters Association; unions in the Tea sector who signed a single CBA covering 23 Tea estates under the Uganda Tea Exporters Association; unions in the Fisheries sector who signed a single CBA covering six (6) fish processing factories under the Uganda Fish Processing Association; and unions in the Beverages sector who signed a single CBA covering eleven (11) different factories in the sector. These CBAs have improved NOTU’s visibility and service delivery to members and hence attracted more members into the union ranks.

Ultimately, newly signed and reviewed CBAs have contributed to improved welfare not only of workers but their families as well because these agreements include social benefits e.g., medical assistance by specialised doctors and payment of holidays, residence and food subsidies.

3.2.3.2 Engagement with employers, government and civil society

Additional evidence suggest that NOTU has been engaged in dialogue with the government, employers and civil society during the project co-operation period. For instance, engagement with government has resulted in:

- On-going dialogue on the establishment of a national minimum wage;
- Establishment of a national negotiation machinery in the public sector, resulting in the signing of a single CBA for the 7 public sector-based unions in June 2018 – as mentioned above;
- Withdrawal of the Liberalisation Bill to secure social security rights for workers under the National Social Security Fund (NSSF);
- Establishment of a Quarterly Consultative Forum between NOTU Secretary General and the Head of State, in which NOTU is able to directly consult the Head of State on matters affecting labour in the country - in addition to representation through the 5 MPs representing workers in Parliament. This forum has served to heighten the political influence of NOTU in the Uganda society;
- The inclusion of panelists from workers in the Industrial Relations Court.

Direct dialogue with the Federation of Employers, FUE, has resulted in:

- Reduced tension between NOTU and FUE;
- Signing of a Memorandum of Understanding(MOU) on sector minimum wages for private sector based firms;
- Development and signing of a position paper on minimum wages between NOTU and FUE which has enabled the two parties to proceed and agree on minimum wage regimes for specified sectors and are now jointly in dialogue with Government to have agreed rates registered by the Ministry of Labour.

Dialogue with civil society has resulted in:

- Collaborative activities on the elimination of worst forms of child labour with the Uganda Women's Efforts to Save Orphans (UWESO).

Overall, evidence suggest that the LO-Norway's project cooperation has been associated with significant external impact of NOTU towards the government, employers and the general public. Training activities for improved negotiations capacity that LO-Norway has been supporting have had direct influence on the ability of the trade union movement to secure new and improved collective agreements. Discussions with participants pointed to improved quality of CBAs and attributed this to application of skills acquired through training activities under the LO-Norway project. External stakeholders also confirmed that the visibility of NOTU has improved tremendously over the last few years. A case in point was the June 2018 strike by public service workers called by NOTU that forced the government to accede to a CBA for public service workers attesting to the improved role and strength of NOTU in terms of defending workers and workers' rights. The fact that NOTU succeeded in bringing the seven (7) public sector unions to speak with one voice when negotiating with the government further attests to NOTU's value addition in terms of securing unity between and within unions. Besides, while efforts at a merger with COFTU are yet to materialize, the rejoining of NOTU by eleven (11) former break away unions has served to consolidate the strength and unity of NOTU. However, it also appears that not everybody in leadership sees this as a success story. Discussions with participants pointed to existence of tensions partly arising from the influence of worker MPs who feels, for instance, that the direct access of the Secretary General to the Head of State might undermine their representational

effectiveness and preserve of access to state house. Whether this fear is real or imagined was beyond the scope of the evaluation. Suffice to say the evaluation consultant observed an atmosphere of heightened excitement, political intrigue and pressure for contestation of positions at the next NOTU Congress scheduled for December 2018 which excitement in some instances had to be managed during meetings with the national leadership in such a way that the evaluation remained objective and in line with the Terms of Reference.

3.2.4 Assessment of progress on key result/output indicator

A key performance indicator was to increase the number of Collective Bargaining Agreements (CBAs) from 25 in January 2014 to 75 in December 2018. Available documentary evidence suggests a total of 282 new and improved collective agreements were signed between 2015 and 2018, against a target of seventy-five (75), representing a 350 percent achievement rate. The project target has, therefore, been achieved and exceeded. Performance on this specified key result indicators is summarised in Table 3. Overall progress can be characterised as being highly impressive.

Table 3: Performance on Collective Bargaining Agreements Signed/Reviewed, 2015-2018

SN	Key Result Area	2014	2015	2016	2017	2018	Comment
		Baseline	Accumulated total	Accumulated total	Accumulated total	Target	
1	Collective Bargaining Agreements (Nr)	25	50	90	282	75	2018 target met and exceeded

Source: NOTU Documents;

3.3 Key Result Area 3: Membership subscriptions and financial viability

3.3.1 Objectives of KRA3: Membership subscriptions and financial viability

The objective of this key result area was to raise the proportion of the rank-and-file members paying dues in order to improve the financial situation of NOTU and thus ensure that the trade union movement in Uganda becomes stronger and more financially viable.

3.3.2 Strategies and planned activities

The main strategy was to increase the membership levels, put in place an effective system of dues collection and progressively reduce the extent of donor dependence for union activities. Given the importance of financial viability, NOTU further committed to improving financial management through the following measures: (i) having a separate bank account for funds received from LO-Norway; (ii) developing and adopting a policy on anti-corruption in accordance with LO-Norway guidelines; (iii) developing and adopting a policy on procurement in accordance with LO-Norway guidelines; (iv) having books of accounts audited in accordance with audit instructions from EY Norway forwarded to the local auditor in October every year; (v) Including auditor's management letter in annual accounts sent to LO-Norway together with a copy of the annual accounts and a copy of the audit opinion, (vi) allowing LO-Norway to undertake reviews of NOTU vouchers, (vii) exempting LO-Norway funds from payment of gratuity for elected leaders, leadership allowances and gratuity of staff, and; (viii) keeping per diem system at a moderate level, and ensuring that the rate used for LO-Norway supported activities is agreed to with LO-Norway.

3.3.3 Activities accomplished

Evidence suggests that due to aggressive membership recruitment drives during the project cooperation period, the level of NOTU membership has quadrupled from 224,662 in 2014 to 929,799 in December 2017. However, discussions with participants suggest that on average only about 40 percent

(specifically, 38.2 percent in December 2017) of the total membership are currently paying subscriptions, against an end-project target of 60 percent by December 2018. Thus, the project target of achieving on average 60 percent of the rank-and-file members paying dues is unlikely to be met by December 2018. While evidence suggests that the system of dues collection from affiliates is in place and is supported by an Act of Parliament [see the Labour Unions (Check off) Regulations No.60 of 2011], the efficiency of dues collection by NOTU has been elusive. Performance on subscriptions has clearly been modest, and remains a challenge.

A number of factors explain this modest performance on dues subscriptions. Firstly, it was learnt that the eleven unions that rejoined NOTU from COFTU in 2017 came back with less members than they had left with and that they have not been consistent with remittance of subscriptions. Second, about 43 percent of the current NOTU membership constitute informal sector members belonging to the Uganda Markets and Allied Employees Unions that are currently not paying subscription dues. Third, it was also established that during the process of re-organisation and attempts at a merger with COFTU, there were no subscriptions being collected from the reclaimed union affiliates.

However, a more fundamental challenge, it seems, lies in the inability of NOTU to re-position itself for a more aggressive approach to dues collection and recoveries on arrears and debts. A discussion with some key stakeholders revealed that NOTU is not aggressive enough in dues collection. For instance, there is no full-time staff charged with the responsibility to collect dues from affiliates nor to follow-up with unions in arrears. Otherwise, the responsibility for collecting dues and following-up on arrears seems to lie with a single accounting/finance officer at NOTU who is equally overwhelmed with day-to-day accounting responsibilities. In this sense, the dues collection system remains inefficient, ineffective and passive, requiring a more pro-active approach.

Evidence further suggests that actual membership subscriptions have declined by 35.4 percent between December 2015 and December 2017, declining from UGX 458 million in 2015 to UGX 295.8 million. A conundrum, therefore, exists between impressive membership growth (400 percent) and membership subscriptions decline (35.4 percent) over the project cooperation period. For instance, while UGX 773,672,729.00 was expected subscriptions in 2017, actual subscriptions collected amounted only to UGX 295,878,990 (see Audited Financial Report, 2017). This urges for aggressive and innovative mechanisms for narrowing the gap between expected and actual subscriptions to assure NOTU's financial viability and sustainability of results once LO-Norway project support has ended.

NOTU realises this challenge and has been acting on present possibilities to gradually begin to reduce donor dependence. For instance, the organisation has reduced its donor dependence proportion for budget support from 95 percent in 2015 to 60 percent in 2017 and is poised to reduce this further given the dues check-off arrangement that formed part of the collective agreement with public sector unions. According to Clause 2.6.1 of the Collective Agreement between the Government of the Republic of Uganda and Public Service Labour Unions, the parties to the agreement undertakes to effect a due check-off as provided under Statutory Instrument Number 60 of 2011. Further, Clause 2.6.2 of the Agreement provides that a levy shall be effected on non-union members' pay benefiting from the signed collective agreement. This innovation is likely to improve the effectiveness of due collection from the public sector and generally improve the proportion of rank-and-file members paying dues.

Otherwise, the situation as it currently obtains casts doubt as to whether NOTU and its affiliates' capacities have been permanently improved to sustain current level of activities when LO-Norway support ends. The declining trend in subscriptions points to challenges with project sustainability unless aggressive measures are put in place.

In terms of financial management, available information indicates that financial management has steadily improved as evidenced by progressively reduced incidences of repeat audit queries and standardisation of financial reporting formats. However, sticky points remain. Non-timely remittance of statutory obligations (e.g. local services tax), unreconciled direct bank deposits and unapproved journal entries that management letters accompanying audited reports for the period 2015-2017

repeatedly raise are cases in point. Discussions with participants also suggest that staffing levels, technical capacity and competence of accounting staff while exhibiting some improvement require further capacitation. Evidence suggests there is one officer dealing with accounting and financing in NOTU, implying that the same officer raises vouchers, cross-checks vouchers and raises and processes payments. This may not be the ideal situation in an organisation that has grown four-fold in membership strength and scope of financial management responsibilities. From discussions, it seems the magnitude of these responsibilities might require consideration for additional staff. On a related note, discussions suggest that programme staff ought to be made more accountable, particularly when it comes to budget reporting to ensure that information submitted for accounting purposes, for instance, on seminar activities include actual units i.e. number of people who were supposed to attend seminars and how many actually came and that the information regarding how many attended workshops should be included in vouchers to demonstrate value for money and integrity of budget reporting. Discussions also pointed to the need to tighten financial controls, especially relating to imprest retirement and invoicing of unions in subscription arrears.

3.4.4 Assessment of progress on key result indicator

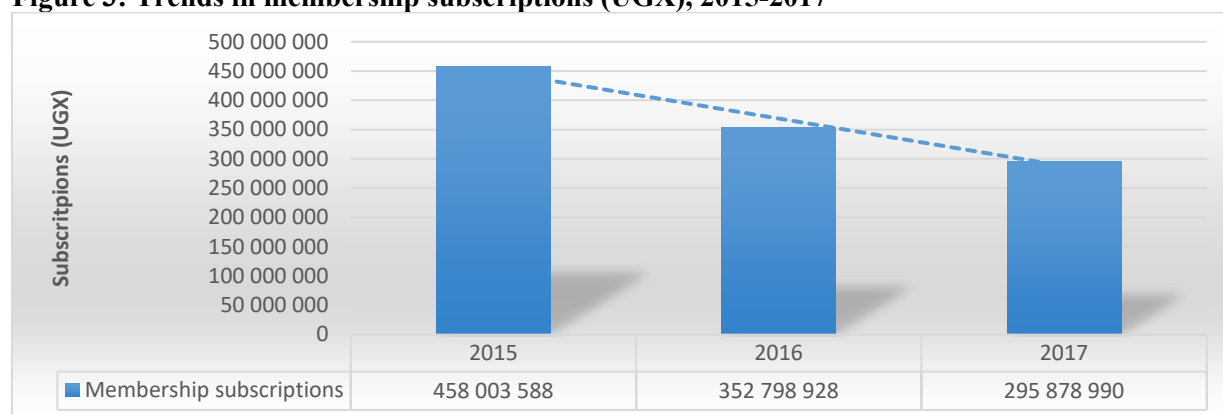
The target at the start of the current co-operation agreement was to raise to an average of 60 percent the proportion of rank-and-file members paying subscriptions dues by 2018. This has not happened and is unlikely to be met by the end of 2018. As at December 2017, an average of 40 percent (specifically, 38.2 percent) of the total membership was paying subscriptions against a target of 60 percent. As seen in Table 2 and Figure 3, the situation in membership subscriptions has trended downward, declining by about 35.4 percent at the end of 2017. This raises troubling questions about the current financial viability of NOTU, urging for more aggressive measures to redress the trend by improving the proportion of members paying subscriptions.

Table 2: Membership Subscriptions (UGX), 2015 -2017

	2015	2016	2017
Membership subscriptions	458,003,588	352,798,928	295,878,990

Source: NOTU Documents

Figure 3: Trends in membership subscriptions (UGX), 2015-2017



Source: NOTU Documents

3.4 Key Result Area 4: Representation of women in NOTU leadership

3.4.1 Objectives of KRA 4

Under this KRA, the planned result was that ‘NOTU has promoted women into leadership’. The aim was to increase women representation in leadership structures. Besides, according to Clause 4 in the co-operation agreement, gender equality was to be mainstreamed in the project co-operation, going beyond

women's representation to reflect a gender perspective in all trade union activities. A key performance indicator was, 'NOTU has more women in the leadership – minimum 33 percent of the secretariat (6) are women'.

3.4.2 Strategies and planned activities

In order to promote women into leadership, the project's strategic approach was to ensure that at least 10 percent of the total budget was dedicated to women activities. This contribution was used to organise women activities, including women's training in leadership skills, collective bargaining, negotiation and communication skills. The other strategy was to amend the constitution of NOTU to create more leadership space for women.

3.4.2 Key activities accomplished

Evidence suggests that spaces have opened up for increased women participation in NOTU leadership structures largely due to constitutional amendments that have been made during the project cooperation period. For instance, following the 2017 amendments to the NOTU constitution, the proportion of women on the interim executive board stands at eight out of twenty-seven positions, representing about 30 percent against a project target of 33 percent by December 2018. This is consistent with the 30 percent women representation stipulated in the NOTU constitution. In addition, the proportion of women on the interim General Council is twenty-five out of sixty, representing 42 percent against a project target of 33 percent. Evidently, there is progress in terms of gender mainstreaming in NOTU leadership structures. However, since these positions are elective, the actual number of women in leadership positions will only be ascertained after the Quinquennial Delegates Conference scheduled for 2018.

3.4.3 Performance on key results/output indicators

Overall, evidence suggests the activities have increased women participation in NOTU leadership structures. The proportion of women in NOTU interim leadership structures has increased from 16.6 percent in 2014 to an average of 36 percent in December 2017 against the project target of 33 percent by December 2018. This results has, therefore, been met and exceeded ahead of the project's end line. However, a more definitive reflection of the proportion of women in NOTU leadership structures can only be ascertained after the delegate's conference in December, 2018. Data on the proportion of youths in leadership structures was not available thereby limiting the analysis in that regard.

4.0 KEY MESSAGES FROM THE ASSESSMENT OF RELEVANCE, EFFICIENCY, EFFECTIVENESS, SUSTAINABILITY AND EXTERNAL IMPACT

a) *Relevance*⁵

Clearly, the four (4) KRAs on membership and organisational strength; collective bargaining and engagement with government, employers and civil society; membership subscriptions and financial viability, and proportion of women in leadership 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 KRAs 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

⁵Since this aspect is relevant for all the programme components under the current cooperation support to NOTU, to avoid repetition, it is treated as a continuation from the discussion of the (a) objectives of the KRA, b) strategies and planned activities, c) key activities accomplished for all the four KRAs, and d) progress on the key indicators. The planned result on financial management: unions have effective systems of membership management and dues collection is integrated into the discussion on sustainability of results achieved below given the overlaps.

impacts the union's strength and financial viability. In the case of Uganda in particular, it is of essence given that this country has had a chequered political history and an economic policy regime that undermines fundamental rights and principles at work, and the attendant decent work deficits that continue to prevail in the great lakes region. Therefore, support for membership growth, collective bargaining, financial viability and women representation in leadership at various levels of NOTU such as the LO-Norway project cooperation has been doing enabled the federation to be institutionally strengthened and thus effective in securing decent working conditions in Uganda. Evidence gathered leaves no doubt that the project has been relevant and targeted the needs of the organisation. Modifications made during implementation as specified in the Supplementary Agreement of 2017 ensured the consolidation of desired results, and thus successfully targeted and remedied ensuing challenges noted in previous management letters.

Furthermore, the project components are critical in a country where union membership has been low with less than 5 percent of persons in wage employment belonging to trade unions. The relevance of the project and its interventions is also highlighted in that it resonates with the six strategic objectives in the NOTU Strategic Plan (2014-2018), namely: 1) increasing NOTU membership; 2) improving NOTU resource base; 3) Improving NOTU's Institutional capacity; 4) advocating for better conditions of work in Uganda; 5) Reducing tensions within trade unions in Uganda, and 6) popularising NOTU and trade unions in Uganda.

b) *Effectiveness*

Clearly, notable successes in membership growth were achieved at 400 percent achievement rate, with the level of women in leadership exceeding the benchmark of 33 percent while the number of new and reviewed CBAs exceeded the targeted 75 CBAs - achieving a total of 282 registered CBAs by December 2017. However, the target of over 60 percent of the proportion of the rank and file members paying subscriptions was not achieved by 2017 and is unlikely to be met in 2018 given the declining trend on membership subscriptions. Unfortunately, despite huge membership growth, there is no corresponding increase in subscriptions. In this regard, while the system of dues collection is in place and has been supported by an Act of parliament since 2011 with efforts for deduction at source underway in the public service, the effectiveness of due collection in NOTU is elusive as is the financial viability of the organisation. Evidence suggests membership subscriptions have declined by 35.4 percent between 2015 and 2017, declining from about UGX 458 million in 2015 to UGX 295 million in 2017. This urges the need for heightened and aggressive efforts at dues and debt collection, alongside a gradual shift in cooperation support. In addition, this raises the need to expedite the implementation of the dues check off system on a national scale since the relevant supporting legislation has been in place since 2011 although it is yet to be enforced.

Broadly, the project objectives were clear and realistic. Capacities in diverse areas such as recruitment, organising and negotiating have been developed. The record of turning the activities into outputs, results, outcomes and impact is generally impressive except that impressive membership growth does not correlate with membership subscriptions. Fundamentally, however, only one of the four key performance indicators was not met – i.e., proportion of rank-and-file members paying subscriptions. A redeeming note, however, is that NOTU recognizes this challenge and has been acting on present possibilities to remedy the scenario. In this regard, NOTU has negotiated the implementation of a dues check – off for all public service workers, including one percent levy for non-members who benefits from public service collective bargaining negotiations.

The poor results achieved on membership subscriptions need to be placed in the context of a federation whose spike in membership growth was due to new members drawn from informal sector workers that have no guaranteed regular incomes. Besides, while the country has made tremendous progress in creating an enabling policy and legal framework for the realisation of rights at work, documentary evidence suggests the lack of sufficient capacity of the duty bearers, particularly Ministry of Labour, to

ensure compliance with the law. A case in point is the non-enforcement of the Statutory Instrument No.60 of 2011 which introduced a system of dues check-off.

c) *Efficiency*

In terms of efficiency, the use of material, human and financial resources has generally improved over time although some loose ends might still need to be tightened going forward. Evidence suggests NOTU has improved in terms of planning, reporting, and quality of financial statements, budget adherence and procurement. This was evident from reduced incidents of repeated audit queries. This was attested to by NOTU auditors, JP Magson, who indicated that NOTU has come a long way from its past where record keeping was not good. Other than delayed remittance of statutory contributions, JP Magson highlighted that there has been significant improvement in bookkeeping and accounting practices. However, that some areas need strengthening to assure robustness of financial management. These areas include, among others, the need to invoice unions in arrears; the need to firm up punitive measures for delayed retirement of imprest; the need to improve the capacity and staffing of the accounting office, and the need for full time staff to improve the efficiency of dues collection. Further, it was noted that programme staff needed to improve their budget reporting in respect of ensuring that information from training workshops was comprehensive in terms of breakdown of people trained.

Otherwise, on advice from LO-Norway, NOTU has acted to improve the efficiency of resource utilisation by undertaking the following measures: (i) having a separate bank account for funds received from LO-Norway; (ii) developing and adopting a policy on anti-corruption in accordance with LO-Norway guidelines; (iii) developing and adopting a policy on procurement in accordance with LO-Norway guidelines; (iv) having books of accounts audited in accordance with audit instructions from EY Norway forwarded to the local auditor in October every year; (v) including auditor's management letter in annual accounts sent to LO-Norway together with a copy of the annual accounts and a copy of the audit opinion, (vi) allowing LO-Norway to undertake reviews of NOTU vouchers, (vii) exempting LO-Norway funds from payment of gratuity for elected leaders, leadership allowances and gratuity of staff, and; (viii) keeping per diem system at a moderate level, and ensuring that the rate used for LO-Norway supported activities is agreed to with LO-Norway.

d) *Sustainability*

While support given to NOTU in training and organisational development reflects a good practice, especially as the union is now able to plan, report, prepare improved financial statements and has managed to grow its membership to about four-fold since the baseline scenario in 2014, the overall results indicate issues of sustainability remain problematic. As indicated above, while membership has grown from 224,662 in April 2014 to 729,799 in December 2017, total union dues or subscriptions paid to NOTU have trended downwards, falling from UGX 450 million in 2015 to UGX 295.8 million in 2017, representing a decline of 35.4 percent. This raises sustainability questions. Specifically, financial sustainability of training and organisational development project activities beyond LO-Norway support may still be elusive. Capacities are yet to be permanently improved. Evidence of a concrete sustainability plan was unclear from the discussions although the inclusion of a dues check-off arrangement in the collective bargaining agreement signed between the government and public service unions offers a promising start.

e) *External Impact*

As a result of the project interventions and capacitation of unions, 282 new and improved CBAs have been registered since 2015. Through the influence of the project cooperation with LO-Norway, NOTU engaged with the Government of Uganda to establish the Public Service Negotiating and Consultative Machinery in the public service. Consequently, after protracted negotiations a CBA was signed between Government and the seven public service unions. An MOU has also been signed between NOTU and

the Federation of Employers to develop a corporate relationship aimed at undertaking joint regular minimum wage surveys and other activities agreed upon by both parties. In addition, NOTU and the Federation of Employers have developed a joint position paper on the minimum wage in Uganda.

To enhance its effectiveness, NOTU has also been building and working with civil society networks in Uganda. An example relates to how NOTU and its affiliates are working closely on the elimination of worst forms of child labour with the Uganda Women's Efforts to Save Ophans (UWESO). Besides, while strong signs of increased worker militancy are yet to emerge in the private sector, notable steps have been taken to promote decent work in the informal economy and to integrate disability rights issues in the trade union agenda during the project period.

Clearly, from the education and training programmes, relevant capacities have been developed at leadership and enterprise levels (shop-stewards), organisers, trainers/educators, negotiators and women. Hence, the co-operation agreement with LO-Norway was seen by all as having strengthened the trade union movement in Uganda. However, in spite of the progressive impacts on the policy and legal framework, enforcement lags behind on the gains made due to serious capacity constraints amongst duty-bearers, the Ministry of Labour. Inadequate enforcement, hostile industrial relations climate and deep-rooted cultural attitudes and beliefs that perpetuate gender-based discrimination suggest not all results will be immediate but the impact has been felt far afield. In short, NOTU's visibility and influence on the political situation has been enhanced.

5.0 CONCLUSIONS, LESSONS LEARNT AND RECOMMENDATIONS

5.1 Conclusions

The key finding of the evaluation is that NOTU indeed carried out training and organisational development activities as planned, with impressive results recorded in increased membership of over 400 percent during the project cooperation period. However, the proportion of the rank-and-file members paying dues of 38.2 percent in 2017 is 21.8 percentage points lower than the end-period target of 60 percent. Performance on ensuring sustainability and financial viability is, therefore, modest. Incidentally, there is a culture amongst unions of not declaring the new membership timely. In this regard, therefore, it is clear that the target of having an updated and reliable online database at NOTU and affiliate union level remains elusive. NOTU appears to be challenged on how to deal with this matter effectively. Incidentally, NOTU did not provide a breakdown of the membership by gender or age group. Available evidence suggest that while the expected merger with COFTU did not materialize, about 11 unions successfully rejoined NOTU.

On the education and organisational development targets, the annual quantitative targets in terms of activities and persons reached were met although data base of beneficiaries is not yet in place. On the external impact of the project, it was notable that the visibility of NOTU has increased as a result of the project. The relevance of the project co-operation is not in doubt given the great need of NOTU for institutional support and organisational strengthening for fighting for workers' rights. The project components resonate with the priorities in the NOTU Strategic Plan (2014-18). 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 Uganda's industrial relations landscape. Notable improvements in outcome areas suggest improved effectiveness. In terms of efficient utilisation of resources, there is a conscious effort to do 'more-with-less' although this is an area that require further strengthening.

This notwithstanding, the real challenge is on sustainability of results, especially given the over-dependence on external support and in particular LO-Norway which constitutes over 60 percent of NOTU's income. Subscriptions, the main area for sustainability, still contributes only about 9 percent of total income (as at December 2017). The balance sheet is unclear due to lack of this information from

the financial statements. However, the shifting focus of LO-Norway support from administration to results'-based activities, highlights the significance of implementing an aid exit strategy.

In conclusion, I have formed an opinion with professional certainty that the project cooperation was, on balance, successful.

5.2 Lessons learnt

There are a number of useful lessons learnt that can inform future programming and co-operation between NOTU 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 insistence upon annually audited accounts to LO-Norway and annual narrative accounts helped push NOTU towards greater efficiency and effectiveness in project delivery, and the SMART reporting matrix aligned to the performance indicators helped improve the outcomes. Also, the 2017 Supplementary Agreement to the Cooperation and Appendix incorporated issues of sustainability, while the visits by LO-Norway officials and in particular its Consultant on Africa helped identify challenges early and offer solutions. Detailed comments were provided on the accounts, which raised fundamental issues that helped the success of this project. Such strategic guidance was considered most useful by all stakeholders. This project is therefore a good example of the transition from donor-partner relations of the past to building true partnerships where stakeholders are mutually accountable to each other and account for results.

5.2.2 Downstream (project implementation)

From the implementation side, it is most gratifying to note the substantial progress achieved in all aspects of the project cooperation, arising mainly from targeted and the realistic nature of the interventions. For instance, it emerged very strongly that when the engagement in dialogue with government and employers programme commenced in 2015, relations amongst the three social partners, NOTU, FUE and Ministry of Labour were less than conducive. However, as the project progressed, social dialogue is now fairly entrenched in Uganda, especially at the national level. This new understanding helped the social partners deal with the impasse regarding the negotiations in the public service, with the eventual establishment of the Public Service Negotiating and Consultation forum.

However, we also note that while programming improved generally, there are still several recurring issues which even though they were highlighted fairly early, have persisted, including issues of non-subscribing members, delayed remittance of statutory obligations, arrears on union subscriptions, low membership subscriptions, transparency on budget reporting and sustainability. There is also need to develop an aggressive mechanism for dues collection. The amendment of the NOTU constitution to open up spaces for women was a step in the right direction and is a good example of how to re-energize the labour movement in a gender-sensitive and inclusive manner as well as focusing on cross-cutting issues such as child labour and disability.

5.3 Recommendations

The following recommendations can be logically derived from the conclusions:

- 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 budget reporting on training activities;

- There is need to aggressively explore and establish a system of dues check off on a national scale i.e. paying from source whereby NOTU will directly receive its proportion of membership subscriptions at source, and not allowing the affiliate to collect and then remit to the federation. Where assistance of NOTU is provided in recruitment and organising, it should be a condition of the project cooperation support that new members are fully declared and that a direct check off system for remitting subscriptions to NOTU is implemented;
- There is need to adopt a pro-active agenda towards improving women and youth participation at all levels of the union;
- There is need to improve on the membership database management and complete the process of having an online database;
- Continued training and themed capacity building activities for leaders, women and youths, educators, negotiators, organizers and shop stewards remains of the essence;
- Internal cohesion within the national leadership of NOTU remains fragile and urges for accelerated efforts to ensure that the unity realised through the re-integration of unions that had broken away is nurtured for a more stronger and united labour movement in Uganda;
- NOTU and affiliates should adopt and implement resource mobilisation and financial sustainability frameworks that include: (i) continued membership recruitment and viable subscriptions options for union members from the informal sector, (ii) financial management strengthening at secretariat; and (iii) diversifying sources of income etc.

5.4 Future co-operation and partnership

The stated and identified needs of NOTU relate to membership subscriptions, continued organising and membership recruitment; advanced negotiations and collective bargaining skills; reliable membership database; strengthening internal cohesion and mergers of unions to achieve the ‘one-industry-one union’ policy; leadership training; coalition building with civil society and; mainstreaming gender, youth and disability issues. This is critical if NOTU is to accomplish its core business of improving the working conditions of the working people and reducing in a sustainable manner the huge decent work deficits that abound in Uganda.

The next Cooperation Agreement could therefore make financial viability and sustainability an overriding objective, with the thematic focus on recruitment and organizing-especially of women and youths and workers with disabilities. An aggressive financial management approach, due collections and mobilisation strategy could form useful directions to achieving sustainability of results and exit from aid dependency. The mode of delivery might wish to explore a ‘modus operandi’ of sequenced release funds with measured external control. A conscious aid exit strategy should be developed with NOTU with agreed targets of reducing the contribution of external partners within specified timelines.

APPENDIX I: LIST OF INTERVIEWEES

No	Name	Gender	Union	Position
NOTU SECRETARIAT				
1	Bro. Peter C. Werikhe	M		Secretary General
2	Bro. Wansusi Robert Matuku.	M		Deputy General Secretary (DIA)
3	Bro. Sanya Aggrey	M		Deputy General Secretary
4	Legesi Stephen Mwanika	M		Treasurer General
5	Bro. Baligasima Yazidi	M		Programme Officer
NOTU ELECTED LEADERS				
6	Sis. Nabulya K. Sarah	F		Board Member
7	Bro. David Nkojjo	M		Board Member
8	Bro. Samuel Buhigiro	M		Board Member
9	Sis. Kazija Mussa Msheba	F		Board Member
10	Sis. Anita SSerowagi	F		Board Member
11	Sis. Victoria Nantezza	F		Board Member
12	Bro. Jolly Aripa	M		Board Member
13	Bro. Richard Bigirwa	M		Board Member
14	Bro. Wansusi Robert Matuku	M		Board Member
15	Bro. Pjob Edgar	M		Research
WOMEN				
16	Sis. Agness Kim Atwooki	F		Chairperson, Women Committee
17	Sis. Victoria Nanteza Kokooza	F		Secretary Women Committee
YOUTHS				
18	Sis. Ritah Kasiri	F	Beverages Union	
19	Sis Nakalembe Margaret	F	Fisheries Union	
20	Sis. Apili Teddy	F	Uganda Media	
21	Bro. Mwamula Juma	F	Teachers Union	
22	Bro. Katenda Patrick	M	Commercial Union	
EDUCATOR REPRESENTATIVE				
23	Bro. Mavunwa Edison	M	Electricity union	
AFFILIATE UNIONS				
24	Bro. David Musoke	M	GS, ATGWU	
25	Bro. Samuel Buhigiro	M	GS, Beverages Union	
UWESO				
26	Mr. Eddy Wambeu	M	UWESO	Child Protection Manager
CENTURY BOTTLING COMPANY LIMITED				
27	Ms. Catherine GITA	F		HR Manager – Supply Chain
MINISTRY OF LABOUR				
28	Mr. Martin Wandera	M		Director, Labour, Employment and occupational Safety and Health
NORWEGIAN EMBASSY				
29	Ms. Zenia Chrysostomidis	F		Head of Cooperation/Deputy head of Mission
30	Ms. Tina Holtgaard Oulie	F		Second Secretary
31	Mr Tord Schei Halvorsen	M		Trainee
JP Magson				
32	Mr. Musabe James Magson	M		Managing Partner