



PROMOTION OF DECENT WORK

IN

THE SOUTH AFRICAN TRANSPORT SECTOR (PHASE 1)

Port Work Development Project

Independent End-Term Evaluation

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ACKNOWLEDGEMENT AND DISCLAIMER

This Independent End-Term Evaluation of *“Promotion of Decent Work in the South African Transport Sector (phase 1)-Port Work Development (PWD) Project”* in Durban, Kwazulu Natal Province of South Africa was prepared by **Mr. Stanley Karuga** who is an independent consultant for the International Labour Organisation (ILO).

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Stanley Karuga

18th March 2013

LIST OF ACRONYMS AND ABBREVIATIONS

ABET	Adult Basic Education Training
APEC	Antwerp/Flanders Port Training Centre
BDS	Business Development Services
CSI	Customer Satisfaction Index
CTA	Chief Technical Advisor
DCT	Durban Container Terminal
DWCP	Decent Work Country Program
DWST	Decent Work Support Team
EMC	EThekweni Maritime Cluster
EPWP	Expanded Public Works Programme
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HRD	Human Resource Development
ILO	International Labour Organisation
ITC	International Training Centre
M&E	Monitoring & Evaluation
MDS	Market Demand Strategy (Transnet)
MDWT	Mission Directed Work Teams
MSME	Micro-Small and Medium Enterprises
NEDLAC	National Economic Development Labour Council
P&B	Programme and Budget
PAD	Project Appraisal Document
PDP	Portwork Development Program
PMU	Project Management Unit
PSC	Project Steering Committee
PWD	Port Work Development
ROAF	Regional Office for Africa (ILO)
SATAWU	South Africa Transport & Allied Workers Union
SAY-Jump	South African Youth-Jobs for Unemployed & Marginalized People
SCORE	Sustainability through Competitive & Responsible Enterprises Programme
SECTOR	ILO Sector Activities Port
SERV	Ports Commission of the Flemish Social Economic Council
SETAs	Sector Education and Training Authorities
SOP	School of Ports
SOPO	School of Port Operations
STC	Shipping and Transport College
TNPA	Transnet National Port Authority
TOTs	Trainer of Trainers
TPT	Transnet Port Terminals
TWGs	Thematic Working Groups
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
US\$	United States Dollar
UTATU SARHWU	United Transport and Allied Trade Union-South Africa Railway and Harbours Workers Union
WEDGE	Women Entrepreneurship Development and Gender Equality

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EXECUTIVE SUMMARY

1.0 INTRODUCTION

1.1 Project Background and Context

Creation of sustainable employment and decent work for women and men is a core major agenda of the ILO and its constituents across the globe. Decent work deficits, unemployment and job losses have been a major challenge for South Africa. This problem has continued to be exacerbated by the global financial crisis which started around 2007 and whose adverse effects still lingers on to date. The DCWP for South Africa identifies labour market governance, promotion of employment, extension of social protection coverage and strengthening of HIV/AIDS workplace responses as priority areas. These priority areas have further been concretized into nine intermediate outcomes that serve as reference points for the formulation of specific initiatives. The intermediate outcomes are also interlinked with the ILO 2008 Declaration on Social Justice for a Fair Globalization according to which the different dimensions of decent work are inseparable and mutually supportive.

It is against this background that the PWD project was designed as a pilot project to demonstrate the systemic approach to the promotion of decent work focusing on an employment-intensive service industry with decent work deficits-in this case the South Africa transport industry. The project aimed at boosting competitiveness in the transport sector of a key industry player in South Africa, namely Transnet-focusing on its port terminals and more specifically the DCT. The focus was derived on the basis of DCT's weak competitive position primarily due to technical and human resource constraints including low productivity-largely occasioned by lack of requisite skills and confrontational workplace relations.

The *development challenge* which the project aimed to address was decent work deficit in the South African transport industry, and in particular lack of quality jobs in the ports of Durban and Richards Bay operated by Transnet Port Terminal-though for greater effectiveness, the project steering committee subsequently decided to focus only on the Durban Container Terminal at the Port of Durban. The PWD project aimed at boosting competitiveness of TPT-specifically DCT through a combination of interventions determined by way of social dialogue and ranging from workplace improvement measures to functional and technical/vocational skills training and further on to the facilitation of access to social protection.

The *overall objective* of the project was "to create decent employment for women and men". The immediate objectives of phase I of the project were: (i) "To promote a more dialogue-driven mediation of stakeholder interests in the Port of Durban; (ii) "To create a more conducive policy and regulatory framework for 'doing business' in these two Ports, with emphasis on human resources development and management in line with the transformation agenda of the South African Government"; (iii) To strengthen the capacity of local BDS providers, among them prominently the School of Port Operations (SOPo) to in turn provide port stakeholder groups with a range of workforce-centred training and advisory services"; and (iv) "To enable port workers to fully unlock the benefits of the staff development effort". The *corresponding immediate outcomes* of the project were: (i) "The stakeholder groups making up the social system of the Port of Durban and the Port of Richards Bay emphasize on social dialogue rather than industrial action or other forms of disruptive protests to mediate their vested interests"; (ii) "The human resource development policies of both Ports emphasize a rights-based approach that seeks to empower rather than merely manage staff, in line with international best practice in the transport sector"; (iii) "Local Business Development Service (BDS) provider organizations –among them prominently the School of Port Operations – have sustainable in-house capacity to develop the human resources of the Ports through a range of training and advisory services"; and, (iv) "Port workers have long-term and intimate employment relationships with Transnet Port Terminal, specifically Durban Container Terminal".

The *immediate project beneficiaries* comprised primarily unions representing port employees, the port management and selected BDS providers providing any of the aforementioned stakeholders with workforce-centred training and advisory services-with special focus on the School of Port Operations-who were expected to in turn capacitate the ultimate beneficiaries, including employees and employers in the Port of Durban and

Richards Bay, but also external stakeholders with a vested interest in the Port such as members of the local community-though the Project Steering Committee (PSC) later advised that the project to focus on employees, and management of DCT.

The *project intervention strategy* was inspired and based on the systemic enterprise development approach of the ILO-which enables projects to identify and influence key issues that affect behaviour over time to maximize impact.

Key local partners included Transnet National Port Authority of South Africa; TPT-Durban Container Terminal; South African Transport and Allied Workers Union (SATAWU); United Transport and Allied Trade Union-South Africa Railway and Harbours Workers Union (UTATU-SARHWU); and SOPO- operated by TPT in Durban. *Key BDS provider partners* included the International Training Centre of the ILO (ITC ILO) in Turin, Italy; The ILO Sector Activities Department (Port) in Geneva; the Shipping Training College in Rotterdam and South Africa; APEC-Antwerp/Flanders Port Training Centre in Belgium; and the bipartite Ports Commission of the Flemish Social Economic Council (SERV) in Antwerp, Belgium.

Project budget was US\$ 1.27 million with equal funding by the Flemish and Dutch Governments and an expected additional “in-kind” contribution by local partners amounting to US\$ 250,000. Phase I of the project was scheduled to run for twenty-four (24) months-starting in December 2010 and ending in November 2012. However, due to unavoidable delays of six (6) months-occasioned by the time needed to set up project infrastructure, locate and recruit project staff and validate project intervention strategy, in early November 2012 as a result of a recommendation of the midterm evaluation, the project was granted a “no-cost-extension” of four (4) months. While the revised project cycle was twenty-two (22) months (December 2010-March 2013), effective implementation actually started six months late due to the aforementioned delays. Following strategic decisions by the Project Steering Committee (PSC), the project covered only the port of Durban-specifically DCT and not the Port of Richardsbay. Further, in terms of external stakeholders the project had only limited interaction with the EThekwin Maritime Cluster (EMC). The focus of the project was thus, on Transnet Port Terminals specifically, DCT management staff and union/workers and not external stakeholders; and SOPO as the main BDS provider-not other BDS providers and Port Management Authorities.

The day-to-day management of project activities is undertaken by the *Project Management Unit* (PMU) staff comprising three (3) ILO-members of staff; namely the Chief Technical Advisor (CTA)-based at the Transnet Port Terminal offices in Durban (Morningside) and operating on a full time basis; the National Programme Officer (NPO)-based in Pretoria-who until leaving the ILO on 7th February 2013, assisted the CTA on a 50% basis; and the Finance and Administration Assistant (FAA)-based in Pretoria and who supported the CTA on a full time basis. The PMU is guided by the PSC comprising representatives of the ILO, local representatives of the Donor countries, TPT Management and Worker Representatives. The PSC meets every quarter. While the PMU is under the overall supervision of the Office Director (ILO-Office in Pretoria), it is technically backstopped directly by the Senior Enterprise Specialist in Pretoria.

1.2 Purpose, Scope and Clients of the Evaluation

This independent end-term evaluation has been undertaken in accordance with two main provisions: (i) the Technical Cooperation Agreement between the Flemish and Dutch Governments on the one hand, and the ILO on the other; and (ii) the ILO Evaluation Policy adopted by the Governing Body in November 2005-which requires systematic evaluation of programmes and projects in order to improve quality, accountability and transparency of the ILO’s work, strengthen the decision-making process and support constituents in forwarding decent work and social justice.

The evaluation serves two purposes: (i) to give an independent assessment of achievements of the project across the four (4) immediate objectives, assess performance in relation to targets and indicators of achievement at output and outcome levels, strategies and implementation modalities chosen, partnership arrangements; constraints and opportunities (ii) Provide recommendations for a second phase of the project in terms of strategies, institutional and partnership arrangements and any other relevant areas.

2.0 APPROACH AND METHODOLOGY OF EVALUATION

The approach was participatory while the methodology comprised the following research instruments: (i) literature review of key relevant documents; (ii) field interviews (one-on-one, focus groups and telephonic) during the period 25th February-7th March; (iii) independent observations by the Mission; and (iv) stakeholders' validation workshop which was held on 8th March 2013. Time limitation was the biggest challenge as only one week was allocated for field work 3rd -8th March 2013.

3.0 MAIN FINDINGS AND CONCLUSION

Despite the unforeseen challenges including the delay in project start up; the shortened project time line (22 months) even after being granted a "no-cost extension" of four (4) months; the general negative mindset towards change; the apparent inter-party mistrust and suspicion among and between stakeholders at the DCT; high turnover of DCT management staff; and the continued restructuring of SOPO; the project still managed to deliver and even surpass the set targets by impressive margins. An overwhelming majority of respondents viewed the quality of project outputs to have been quite good.

3.1 Relevance and Strategic Fit

The Mission found project objectives, planned outputs, anticipated outcomes and impact to have been, and still fundamentally relevant to socio-economic development aspirations and livelihood needs of virtually all stakeholders. Relevance and strategic fit to the needs of a wide cross-section of stakeholders played a very important role towards "buy-in" of project ideals and support during implementation. Virtually all respondents were eager to see a phase II of the project as they feel that they need more of its interventions. Additionally, the objectives, outputs and activities of the project are also strongly relevant to development aspirations of not only the Government of South Africa, Transnet and DCT, but also other ILO development initiatives in the country and the region.

3.2 Validity of Project Design

The Mission also found project design to have been substantially valid (logical and coherent) only from the point of view of project's intervention mix, causality of outputs, outcomes and objective; and the efficacy of the development model used, namely ILO Systemic Enterprise Development approach. The view of the Mission is that its design did not however meet other relevant criteria including: (i) Foundational information base upon which the project was conceptualized and designed-where there were strong indications that social dynamics at DCT were not fully understood-mainly the general state of mindset and the extent of inter-party mistrust and suspicion-which is ironical given that the development model that was being used requires adequate understanding of such issues; (ii) Stakeholder consultations-where again there were strong indications that consultations were most likely confined to high level management of Transnet/DCT, UTATU-SARHWU and SATAWU-a factor that perhaps explains the persistent general lack of understanding and misconceptions regarding the project, especially among the lower cadre staff within DCT management and labour unions. This was made worse by the lack of a communication strategy for the project; (iii) Gender mainstreaming strategy-where the project appraisal document neither provided clear guidance of how to achieve gender mainstreaming and equality, nor specified gender-related targets to hold the implementation team to account; and (iv) the high ambition in terms of geographical scope and stakeholder coverage-where the Mission feels that the project would have made much less impact had the PSC not introduced the aforementioned changes.

3.3 Project Progress and Effectiveness

Overall, the project has performed quite impressively with respect to many of its set output, outcome and impact targets as summarised below:

Immediate objective 1: *“To promote a more dialogue-driven mediation of stakeholder interests in the Port of Durban and the Port of Richards Bay”* -whose two outputs were: (i) *A Firmly Institutionalized Social Dialogue Mechanism Linking Internal Port Stakeholders (DCT) that is Reflective of International Best Practice*; and (ii) *Output 1.2-A forum for Social Dialogue between Internal and External Port Stakeholders building on the current Maritime Cluster*¹. In this regard, the Mission observed the following achievements:

- A Recognition Agreement (Collective Bargaining Agreement)-signed by both labour and DCT management at Transnet level is in place; and is effectively being referenced to in the process of negotiations between DCT management and labour unions;
- Stakeholder satisfaction rate with respect to social dialogue mechanisms had increased from a baseline of 53.3% (15th June 2012) to 80% by March 2013-thereby surpassing the target of 70% by approximately 50.1%
- The joint training of DCT Management and Labour representatives on collective bargaining and mutual gains training, albeit delayed, was successfully held during the period 12th -14th March 2013;

Immediate Objective 2: *“To create a more conducive Policy and Regulatory Framework for doing business”*- whose two outputs were: (i) *“Increased Knowledge among Port Stakeholders about International Best Practice in HRD Strategies and Policies”*; and (ii) *“Refined HRD Policies and Regulations in the Port of Durban (DCT)”*. Towards this end, the Mission observed the following achievements:

- An overall average of 86% of the respondents of various surveys reported increased knowledge about international best practices in HRD strategies and policies-thereby the project falling short of the set target of 95% (about 9.5% under performance in relation to the set target).
- One (1) regulatory reform had been introduced at DCT by 30th September 2012 in the form of Mission Directed Work Team (MDWT) strategy.
- Further, the MDWT strategy was being integrated into Durban Container Terminals Corporate Strategic Framework as from June 2012.

Immediate Objective 3: *“To Strengthen the Capacity of Local BDS Providers, among them prominently the School of Port Operations”*-whose outputs were: (i) *“Training and advisory service products tailored to the needs of port workers (DCT)”*; and (ii) *“Local BDS providers (in this case School of Port Operations) competent in the delivery of new training products developed through the project”*. In this respect, the Mission observed the following achievements:


- Four (4) training products, namely; Portwork Development Programme (PDP); MDWT Business Goal Alignment; Basic Planner Training; and Advanced Planner Training had been introduced into the market through the project (using ILO training materials), thereby surpassing the set target of three (3) training products by 1 product or 25%;
- A total of 182 stakeholders benefited from training in these new products, comprising 3 from SOPO who had been trained by April 2012 as Chief Instructors in the international PDP; 149 who had been trained in MDWT Business Goal Alignment by March 2012; 15 who had been trained in Basic Planner Training by December 2012; and 15 who were scheduled for training in Advanced Planner Training by March 2013;
- 182 TOTs were trained (with 33 of those trained as TOT in PDP and Basic/Advanced Planner having received International Certification)-thereby surpassing the set target of 10 TOTs trained by an extraordinary margin of 172 TOTs or 1,720% and the number of certified trainers by 23 TOTs or an impressive 230%;
- A total of 151 TOTs had been trained before the deadline of 30th November 2012, thereby surpassing the target of 10 TOTs by 30th November 2012 by an impressive 1,410%.

Immediate Objective 4: *To enable port workers to fully unlock the benefits of the staff development effort”*-


¹ The PSC made a strategic decision to leave out, Richards Bay, and to defer output 1.2 to a second phase

whose outputs were: (i) *“Port stakeholders (DCT) have the awareness level and information base required to make informed career and livelihood choices”*; (ii) *“Port workers take up the staff development services offered by BDS providers*. In this regard, the Mission observed the following achievements:


- Based on a poll of 120 randomly selected employees of DCT which was conducted at the end of February 2013, approximately 73.3% of respondents indicated adequate comprehension of opportunities and risks associated with amended HRD policies-thereby surpassing the target of 50% by about 46.6%.
- By December 2012, 303 employees of DCT had been trained in customised PDP by the 3 trainers trained as Chief Instructors at the ILO International Training Centre in March 2012. Of this total, 239 or about 78.9% comprised males while 64 or 21.1% comprised females.
- A total of 2,204 port workers (or 100% of DCT employees) had registered for career counselling and had also completed individual development plans through TPT Performance Management Process-thereby surpassing the target of 800 by an impressive 175.5%.

 **Outcome Area 1:** *“The stakeholder groups making up the social system of the Port of Durban emphasizes on social dialogue rather than industrial action or other forms of disruptive protests to mediate their vested interests”*-whose indicators of achievement were: (i) *number of days lost as a result of industrial action*²; (ii) *TPT Customer Satisfaction Index Focusing on DCT Results*. In this regard, the Mission observed the following achievements


- The number of days lost to industrial action fell from an average of 13.5 days during 2010/2011 period to zero during 2012 and 1st quarter of 2013
- Customer satisfaction had increased from 54.5% in 2011 to 65.9% as at 31st December 2012-representing an increase of 11.4% over the base rate.

 **Outcome Area 2:** *“HRD policies of DCT emphasize rights-based approach that seeks to empower rather than merely managing staff”*-whose indicators of achievements were: (i) DCT benchmarked as a leading Transnet business unit viz their HRD policies and strategies “(ii) *“75% of Polled Staff Reports Appreciation of Revised HRD Policies & Systems in DCT”*. In this respect, the Mission observed the following achievements:

- Approximately 107 or about 88.90% of the of the 120 polled employees at DCT at the end of February 2013, reported positive experiences with MDWT strategy-thereby surpassing the target by 18.5%
- Tracking of DCT benchmarking as a leading Transnet business unit was deferred to a possible phase II and have therefore not been reported on in this evaluation report.

 **Outcome Area 3:** *“Locals BDS Organizations – among them Prominently the Port of Durban Training Academy– have Sustainable in-house Capacity to Develop Human Resources of the Port through a Range of Training and Advisory Services”*-whose indicators of achievements were: (i) *“Number of BDS Products that Continue to be Available in the Market after the end of the Project Pilot Phase”*; (ii) *“Staff Satisfaction rate with the BDS Products introduced through the Project”*. In this regard, the Mission observed that the project had introduced the following 4 training products –thereby surpassing the target of 3 modules by 25%;

- Port Work Development Programme Module (by April 2012);
- MDWT Goal Alignment Module (by March 2012);
- Basic Planner Training Module (by December 2012) and
- Advanced Planner Training Module (by March 2013);
- About 86% or about 201 of those trained indicated satisfaction with content and delivery systems of the four BDS products introduced by the project-thereby surpassing the set target of 60% by 30th November 2012 by about 43.3%.

 **Outcome Area 4:** *“Long-Term and Intimate Employment Relationships “*. In this regard, the Mission observed that the project had more or less achieved the target in that:

² Should have read *“Number of days saved by way of mitigating against industrial action through project interventions”*

- The rate of staff turnover at DCT dropped from 2.92% during the period April 2011-March 2012 to 1.98% during the period April-December 2012.

Development Objectives-which entailed (i) *Number of Employment Opportunities Retained and or Newly Created in DCT*; (ii) *Level of Job Quality Experienced by DCT Employees*; (iii) *Union Membership Rate at DCT Increased*; and (iv) *Rate of Workplace Accidents*. On this front, the Mission observed the following achievements:

- Based on employee database from DCT HRD Department the total number increased from 2,098 (100%) of whom 1,690 or 81% were males and the balance 408 or 19% were females; to 2,204 as at 30th January 2013; (1,746 or 79% were males and 458 or 21% were females)-implying a 5.1% increase in total employment and a 3% increase in the share of jobs occupied by women;
- Based on employee database at HR department of TPT, the percentage of unionized workers increased from 88.2% in September 2011 to 95.0% by January 2013-therebysurpassing the set target of 2.5% by about 4.3%;
- Although serious workplace accidents initially grew to 0.02% during March/September 2012, but fell back to 0.01% in January 2013-meaning that the rate has remained the same as it was at the baseline period;
- The Mission was not able to assess the quality of jobs due to lack of up to date data and information as the last survey was completed by Transnet in November 2011.

3.4 Effectiveness of Project Management Arrangements and Efficiency of Resource Use

Management Arrangements: This was viewed by virtually all respondents as having been good and had served project implementation quite well. In particular, the establishment of the PSC-with its multi-stakeholder representation was seen as a big asset, especially in terms of enhancing broad-based ownership and support of project objectives and activities and also in terms of providing the PMU with overall guidance on project implementation-which the Committee undertook quite effectively as evidenced by minutes of meetings that were provided to the Evaluation Mission. The PSC quarterly meetings were held with very minor re-scheduling and such meetings were generally characterized by good attendance and active participation of members. All parties involved in the project were generally clear about their respective roles and responsibilities in the project. Backstopping role by DWST was described by PMU staff to have been excellent in that it provided regular guidance and on a timely basis. Although not on a regular basis, the PMU also received adequate technical and administrative support from ILO field offices and headquarter (Pretoria, Addis Ababa-ROAF and Geneva). The project enjoyed fairly adequate political will from the Government of South Africa. The project had reasonably good support from a wide spectrum of immediate beneficiaries owing to perceived relevance of interventions-albeit more strongly at the leadership level of both DCT Management and labour unions and to a lesser extent among the lower level cadre of staff due to lack of adequate understanding of the project aims in general.

Monitoring and Evaluation: In this regard, the Mission observed that while generally stated clearly, some indicators of achievement were not specific enough, while other were too unrealistic. Virtually all indicators of achievement had no specified targets and were not time bound- though the PMU subsequently set the time lines for each of the activities and specific output and outcome targets as part of their work planning, albeit gender-specific targets were omitted. In addition, some indicators of achievement were not quantitatively and/or objectively measurable. Nevertheless, the project had a very good monitoring and evaluation tool in the form the "traffic-lights" based strategy map which was used effectively for tracking project performance. The Mission was however seriously concerned with the narrow and weak information sharing systems of the project-which contributed to the apparent misconceptions about the project-especially among the lower cadre staff at DCT.

Human Resources: In this respect, the view of the Mission, and indeed a significant number of respondents, is that the 3 PMU members of staff would have found it extremely difficult to deliver had the PSC not introduced strategic changes mentioned earlier.

Finance Resources: While the PMU spent the project resources quite prudently, many respondents felt that the budget was adequate only in light of the strategic changes that were introduced by the PSC as mentioned earlier. Financial resources were also strategically allocated and utilized-with close to 67.8% of the total budget going towards supporting beneficiaries directly by way of wide range activities including seminars, training, training product development and study tours, among others. The project also leveraged external resources with Transnet Port Terminals contributing close to US\$ 240,719. Although the project's burn rate or expenditure as a percent of total budget was estimated at about 78.3% by the time of the Mission, it is expected to exceed the 96% by 31st March 2013-after payment of remaining activities (e.g. mutual gains training for management and labour, advanced planner training, assessment of planning capacity and consultancy services, among other things). According to the PMU, financial disbursements were generally on time and there was fairly good alignment between expenditure plans, and disbursements.

3.5 Impact Orientation & Sustainability

The Mission firmly believes that there are high prospects for sustainability and impact of project activities beyond its life, on account of a number of factors. These include relevance and strategic fit of its interventions to livelihood and development needs of target stakeholders; stakeholder ownership and institutionalization of project activities especially with respect to the PSC, TPT/DCT, workers unions and SOPO; capacity building activities –especially in terms of training of DCT and labour unions staff as well as SOPO which is expected to benefit from multiplier effects; increasing acknowledgement of potential mutual benefits of project interventions-albeit slowly; improvement of enabling environment through HRD policy and regulatory reforms- again albeit slowly; and the replicability of the ILO systemic enterprise development approach with minor adjustments.

While full impact is expected in the medium to longer term, the project has had notable impacts including full (100%) retention of jobs and creation of an additional 106 employment opportunities at DCT over the two years of the project; reduction of work days lost to industrial action at DCT; enhancement of employment for women having increased their share of DCT total employment opportunities by about 3%; and significant savings on the part of DCT through the use of TOTs generated through project intervention. This is however likely to be undermined by the apparent continued misconceptions about the project objectives and approach; continued high turnover of middle and senior staff at DCT/Transnet; lack an appropriate communication strategy to support information flow and dissemination; institutional instability-especially on the part of SOPO due to its continued restructuring; slow and progress on the part of some of the key stakeholders-including Transnet with respect to project related reform interventions especially with regard to HRD policies;

3.6 Overall Conclusion

The PWD project has performed quite well despite the short time that was available for implementation (22 months); the general negative mindset to change among some of the staff in DCT & workers unions; poor inter-party relations at DCT and weak institutional and HR technical capacity, among others. As indicated earlier, the project has delivered quite well on all its planned outputs and even surpassed majority of set targets by significant to very impressive margins. The project has very good prospects for sustainability and impact but must be carefully nurtured-including by way of pursuing broader-based “buy-in” of stakeholders especially within DCT management and the workers unions-through effective information dissemination, joint consultations, dialogue and capacity building of local institutions for more rapid and greater outreach. In fact, the project has great potential for spin-off effects beyond DCT and South Africa.

4.0 EMERGING LESSONS LEARNED

Based on literature review, field interviews and observations by the Evaluation Mission, the following lessons emerge:

What are the emerging good practices?

- That while the ILO-Systemic Enterprise Approach to development works quite well even under complex situations, the approach must be backed by adequate information which should be collected during project conceptualization and design as well as during implementation;
- That experiential learning, including through study tours and exchange visits, is an effective way of fast-tracking knowledge acquisition, attitude change and capacity building in general;
- That allowing for some degree of flexibility plays a vital role in ensuring effective delivery on project objectives in a situation where targets are unrealistic in scope given project timeline, human and financial resources³;
- Building capacity of local institutions to in turn build the capacity of ultimate target beneficiaries enhances project performance and effectiveness through multiplier effects, as well as sustainability, and
- That maintaining an “open-door” policy as was done by the PMU plays a useful role in enhancing stakeholder trust, ownership and support.

What should have been different?

- The inception phase should have provided adequate time to cater project operationalization (including setting up project infrastructure and recruitment of project staff);
- Adequate data and information should have been gathered during project design to facilitate sufficient understanding of social dynamics at DCT, determine pertinent issues therefore project focus and sequencing of interventions⁴;
- Broad-based and joint consultations approach should have been adopted throughout the project cycle (i.e. during design and implementation phases)⁵-to facilitate common understanding, avoid misconceptions, enhance broad-based “buy-in”, ownership and support;
- While it has shown that social dialogue-oriented interventions require patience, such patience requires not only to be strategic but should also be complemented with some degree of assertiveness on the part of implementation team- to avoid undue delays in bringing about the required change; and
- An appropriate communication strategy should have been developed and operationalized right at the beginning of the implementation phase to guide and facilitate effective information sharing with various stakeholders.

What should be avoided in the next phase?

- For effective delivery, too much ambition should be avoided especially in terms of geographical scope, stakeholder coverage, and the number of indicators of achievement and targets.
- Allocating less than 24 months for the implementation phase (for phase II) should be avoided-so as to avoid the kind of rush witnessed during phase I.
- For effective and timely support of the CTA, situating the NPO in Pretoria (outside the project area) should be avoided.
- Omission of gender-specific targets should be avoided so as to hold the project accountable to relevant deliverables.

³ Refer to the strategic changes that were introduced by the PSC during project implementation;

⁴ In the case of PWD, it appears the level and intricacies of inter-party mistrust and suspicion at DCT were not fully understood at the project design stage;

⁵ Which is what actually necessitated holding of two main events during the implementation phase, namely; the stakeholder project information sharing session held at the ILO Pretoria office on 6th September 2011 and also the Consolidated Stakeholders Workshop-“Planning Together a Project That Services Our Needs” held during 22nd-23rd September 2011.

5.0 MAIN RECOMMENDATIONS

- (i) The **timeline for Phase II should be at least 24 months** (excluding time required for staff recruitment and setting of project infrastructure);
- (ii) For greater effectiveness, phase II should **avoid being too ambitious** in terms of planned outputs, geographical and stakeholder coverage; and in this regard should only focus on deepening project activities at DCT, and roll out only in the Port of Maputo -not more as was being floated by some respondents;
- (iii) An appropriate **project communication strategy for phase II should be developed in consultation** with stakeholders and operationalized so as to support and enhance information sharing among various stakeholders;
- (iv) Phase II should emphasize **joint consultative meetings and training** to facilitate effective and open inter-party (employers and workers) interactions towards sustainable social dialogue during phase II;
- (v) Ensure that the log frame for phase II has specific, measurable, realistic and time bound indicators of achievement including **clear and measurable indicators of achievement and targets for gender mainstreaming and equality**;
- (vi) **Provide for staff positions for two (2) NPOs** in the proposal for phase II (one each for South Africa and Mozambique) and ensure that the each is situated at the project site-not Pretoria so as to ensure adequate interaction with stakeholders and effective support to the CTA;
- (vii) Establish sub-committees or **thematic working groups (TWGs)** with each focusing on relevant project intervention areas (e.g. social dialogue, skills development, HRD policy & reforms, publicity and information) and support the PSC through provision of evidence-based inputs to the work of the PSC towards the agenda of the project-particularly promotion of social dialogue;
- (viii) **Boost capacity building and training component of the project** through updating of the Port Development Program (PDP) master training module to make it relevant to present day situation (also local capacity expertise); broadening delivery of key training interventions beyond the supervisory level to include senior management staff (short sessions of 1-2 days for senior managers)and workers; stepping up capacity building of SOPO and expanding social dialogue to its PDP training programme; increasing experiential learning through study tours-which have proven to be quite effective; inclusion of technical skills, mentors and Adult Basic Education Training (ABET)courses in the project training packages; and increasing the period for Basic/Advanced Planner Training & Social Dialogue from 2 to 3 weeks-as most respondents felt that the allocated time was too short;
- (ix) Explore, through a consultative process, the possibility establishing a **“basket fund”** to provide a mechanism for project support by willing stakeholders including Transnet and other local and external organizations;
- (x) Seek **greater commitment from Transnet Senior Management** (regarding HRD policy reforms and financial support);
- (xi) While **embracing patience with stakeholders** during project implementation, the PMU should ensure that such it is not only guided but also strategic-to avoid unnecessary drag of project activities as witnessed with some stakeholders during phase I of the project;

1.0 INTRODUCTION

1.1 Overview of Project Background and Context

Creation of sustainable employment and decent work for women and men is a core major agenda of the International Labour Organisation (ILO) and its constituents across the globe. This is particularly in the developing countries where unemployment which remains a major threat to socio-economic and political stability. Like the rest of the developing countries, the problem of decent work deficits, unemployment and job losses in South Africa, has continued to be exacerbated by the global financial crisis which started around 2007 and whose adverse effects still lingers on to date. In this respect, the Decent Work Country Programme (DWCP) for South Africa identifies four priority areas for interventions in support of local constituents and other stakeholders, namely; labour market governance, promotion of employment, extension of social protection coverage and strengthening of HIV/AIDS workplace responses. These priority areas have further been concretized into nine (9) intermediate outcomes that serve as reference points for the formulation of specific initiatives. The intermediate outcomes are also interlinked with the ILO 2008 Declaration on Social Justice for a Fair Globalization according to which the different dimensions of decent work are inseparable and mutually supportive.

The Port Work Development (PWD) project- which is embedded in the DWCP for South Africa, was designed as a pilot project to demonstrate the systemic approach to the promotion of Decent Work focusing on an employment-intensive service industry with decent work deficit-in this case the South Africa transport sector. The project aimed at boosting competitiveness in the transport sector of a key industry player in South Africa, namely Transnet-focusing on Transnet Port Terminals (TPT) and more specifically at Durban Container Terminal (DCT). The focus on DCT was derived from the recognition of the weak competitive position of the terminal primarily due to technical and human resource constraints including low productivity largely occasioned by lack of requisite skills and confrontational workplace relations. The development challenge which the project aimed to address was Decent Work deficit in the South African transport industry, and in particular lack of quality jobs in the ports of Durban and Richards Bay operated by Transnet⁶. In response to this challenge, the project aimed at boosting competitiveness of TPT at DCT through a combination of interventions determined by way of social dialogue and ranging from workplace improvement measures to functional and technical/vocational skills training and further on to the facilitation of access to social protection.

1.2 Project Objectives, Planned Outputs and Anticipated Outcomes

The *overall objective* of the project was to create decent employment for women and men, while immediate project objectives of phase I of the project entailed the following: (i) To promote a more dialogue-driven mediation of stakeholder interests in the Port of Durban and the Port of Richards Bay; (ii) To create a more conducive policy and regulatory framework for 'doing business' in these two Ports, with emphasis on human resources development and management in line with the transformation agenda of the South African Government; (iii) To strengthen the capacity of local Business Development Services (BDS) providers, among them prominently the School of Port Operations to in turn provide port stakeholder groups with a range of workforce-centred training and advisory services; and (iv) To enable port workers to fully unlock the benefits of the staff development effort.

The project had the following *eight (8) deliverables or outputs*: (i) A firmly institutionalized social dialogue mechanism linking internal port stakeholders that is reflective of international best practice; (ii) A forum for social dialogue between internal and external port stakeholders (building on the existing Maritime Clusters); (iii) Increased knowledge among port stakeholders about international best practice in port related HRD strategies and policies, building on the ILO-Port Worker Development Programme, the APEC development programmes and where applicable inputs from South African specialized service providers; (iv) Refined HRD

⁶ Transnet is the largest and most important freight logistics provider in South Africa, integrating five operating divisions of freight rail, rail engineering, national ports authority, port terminals, and pipelines. With respect to port terminals, Transnet handles cargo landed in 15 terminals located across six sea ports, Richards Bay, Durban, Saldanha, Cape Town, Port Elizabeth, East London, Mossel Bay, Ngqura (Coega) in Eastern Cape. The company is fully owned by the South African Government.

policies and regulations in the Ports of Durban and Richards Bay; (v) The HRD policy objectives are firmly anchored in higher level business strategy; (vi) HRD related training and advisory service products tailored to the needs of the Ports; (vii) Local BDS providers competent in the delivery of these services; (viii) Port workers have understanding about the risks and benefits associated with the HRD effort and make informed career and livelihood choices.

The *corresponding immediate outcomes* of the project were as follows: (i) The stakeholder groups making up the social system of the Port of Durban and the Port of Richards Bay emphasize on social dialogue rather than industrial action or other forms of disruptive protests (in the case of external stakeholders) to mediate their vested interests; (ii) The human resource development policies of both Ports emphasize a rights-based approach that seeks to empower rather than merely manage staff, in line with international best practice in the transport sector; (iii) Local Business Development Service (BDS) provider organizations –among them prominently the School of Port Operations – have sustainable in-house capacity to develop the human resources of the Ports through a range of training and advisory services; and (iv) Port workers have long-term and intimate employment relationships with Transnet Port Terminals.

The *overall anticipated outcome* of the project is “Sustainable Port businesses that create decent and productive jobs, including for youth, women and people living with disabilities” with the anchor metric for project impact being the number of employment opportunities newly created and/or retained as a result of project interventions, and with supportive impact indicators being job quality index⁷, social dialogue and social protection indices⁸.

1.3 Target Beneficiaries

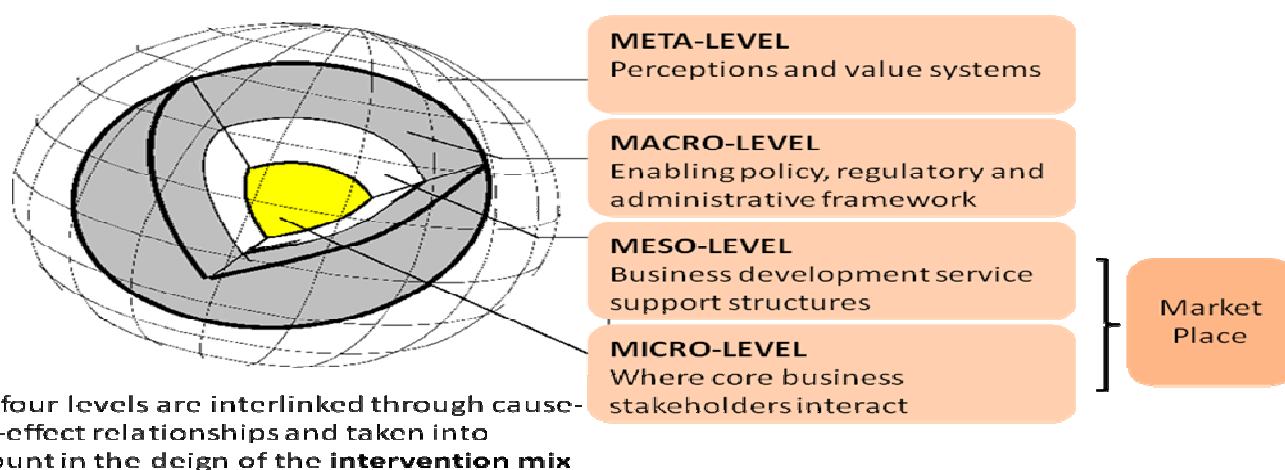
The project target beneficiaries comprise of two groups, namely; immediate and ultimate beneficiaries. *Immediate project beneficiaries* comprise primarily relevant institutions including unions representing port employees, the port management and selected BDS providers providing any of the above stakeholders with workforce-centered training and advisory services, among them predominantly the School of Port Operations-who were expected to in turn capacitate the ultimate beneficiaries. *Ultimate project beneficiaries* who entail intended beneficiaries of the project include employees and employers in the Port of Durban and Richards Bay, but also external stakeholders with a vested interest in the Port such as members of the local community.

1.4 Project Intervention Delivery Strategy

The project intervention strategy was inspired and based on the systemic enterprise development approach of the ILO-which enables projects to identify and influence key issues that affect behaviour over time to maximize impact. The approach distinguishes the following four (4) system levels of stakeholders’ interaction: (i) The *Meta-level*-focusing on norms, values and perceptions held by stakeholders across system levels towards the (rule of) the labour law; (ii) The *Macro Level*-focusing on the policy, legal and regulatory framework that defines the “rules of engagement” among stakeholders; (iii) The *Meso-level*-focusing on institutional support environment to facilitate compliance among MSME, including provision of labour law-specific business development services; and (iv) The *Micro-level*-focusing on the “market place” where interventions are aimed at stimulating demand among these business stakeholders groups for capacity building support from the meso level providers, and to maximise the benefits derived from these services. This approach is demonstrated graphically in Figure 1 below:

⁷ Comprising indicators on basic conditions of employment, employment equity, stability of employment relationship etc;

⁸ Comprising indicators on access to basic social insurance UIF, occupational injury rate and HIV/AIDS awareness rates amongst employees

Figure 1: Illustrative Framework of ILO Systemic Enterprise Development Approach

1.5 Implementation Partners

The project works with a number of strategic local organisations and internationally recognized training institutions involved in the provision of specific technical and social dialogue training services. Key local partners include: (i) Transnet Port Terminals (TPT); (ii) Transnet National Port Authority (TNPA) of South Africa; (iii) South African Transport and Allied Workers Union (SATAWU); (iv) United Transport and Allied Trade Union-South Africa Railway and Harbours Workers Union (UTATU-SARHWU); and, (v) School of Port Operations (SOPo)-operated by TPT in Durban. Key international Business Development Service (BDS) provider partners-mainly in the area of technical training include: (i) The International Training Centre of the ILO in Turin, Italy; (ii) The ILO Sector Activities Port (SECTOR) in Geneva, Switzerland; (iii) The Shipping Training College (STC) in Rotterdam/Netherlands and South Africa; (iv) APEC-Antwerp/Flanders Port Training Centre in Belgium; and (v) The bipartite Ports Commission of the Flemish Social Economic Council (SERV) in Antwerp, Belgium.

1.6 Project Timeline, Scope of Coverage and Associated Changes

At the design stage, and in accordance of the Project Document, the project was conceptualized as a five-year initiative comprising three phases⁹. The strategic emphasis of the first phase was on piloting the systemic approach to the promotion of decent and productive employment in the Ports Durban and Richards Bay. The aim of the second and third phase of the project-which were intended to run for 18 and 24 months respectively was to roll out the refined approach to other TRANSNET port facilities in South Africa (phase II), and to other Ports throughout the region (phase III). However, the following changes, which are not reflected in the Project Document, and which have been taken into account in this evaluation report, took place.

- While the Project Document *intended the first phase to pilot the new systemic enterprise development approach in the Ports of Durban and Richards Bay*, the project was *piloted at the Port of Durban only and specifically at Durban Container Terminal*.
- While output 1.2 in the Project Document refers to *"a forum for social dialogue between internal and external port stakeholders building on the existing Container Terminal Forum and the Maritime Cluster"*, the project has had limited interaction with only the EThekweni Maritime Cluster (EMC). Additionally, and in view of additional and more relevant social dialogue activities under output 1.1 and the need to concentrate efforts for greater impact, the Project Steering Committee made a strategic decision to defer output 1.2 to a possible phase 2 of the project-which in the view of the Mission was a wise decision;

⁹ Technical Cooperation Project Document

- While the Project Document refers the *unions representing port employees, the port management authorities and selected BDS providers as the immediate beneficiaries of the project*, the project-by focusing on only the Durban Container Terminal, has not engaged with Port Management Authorities, and has also not focused on BDS providers but instead had engagement with the School of Port Operations;
- While the Project Document refers to the intended ultimate of the project, among them prominently *workers and employers in the Port of Durban, and also external stakeholders with a vested interest in the Port such as members of the local community*, the project and by virtue of focusing on the Durban Container Terminal, *only extended benefits to its employees and employers, and not other stakeholders*;

The project timeline also experienced the following inevitable changes.

- While the project cycle was initially expected to run for a period of twenty-four (24) months-starting in December 2010 and ending in November 2012, the actual project cycle ended up being from December 2010 to March 2013. This inevitable change was caused by a six (6) months delay in project implementation start up, primarily occasioned by the time needed to set up project infrastructure, recruit project staff and validate project intervention strategy. For example, the Chief Technical Advisor (CTA) was only identified and appointed initially as a consultant in June 2011 and as a full time member of project staff in August 2011, the National Program Officer (NPO) in August 2011 and the Finance and Administration Assistant (FAA) in November 2011. This necessitated a “no-cost extension” of four (4) months of the project cycle. Taking into consideration the six (6) months delay and the subsequent four (4) months extension, the effective implementation period for the project was twenty-two (22) months (i.e. 1st June 2011 to 31st March 2013) instead of the planned twenty-four (24) months (i.e. 1st December 2010 to 31st November 2012).

1.7 Project Budget and Geographical Coverage

The budget for the project amounted to US\$ 1.27 million with equal funding from the Flemish and Dutch Governments but also with expected an additional “in-kind” contribution by local partners amounting to US\$ 250,000. As indicated earlier, the project was initially planned to cover the Ports of Durban and Richards Bay. However, the pilot phase ultimately focused only on the Port of Durban-specifically the Durban Container Terminal (DCT).

1.8 Project Management Arrangements

The day-to-day management of project activities is undertaken by the Project Management Unit (PMU) staff comprising three (3) ILO-members of staff: (i) The Chief Technical Advisor (CTA)-who is based at the Transnet offices in Durban and who operates on a full time basis; (ii) The National Programme Officer (NPO)-based in Pretoria-who until leaving the ILO on 7th February 2013, assisted the CTA on a 50% basis, mainly with quality control, monitoring and evaluation, and implementation of activities; (iii) The Finance and Administration Assistant (FAA)-based in Pretoria and who supported the CTA on a full time basis. The PMU is under the overall supervision of the Office Director. The CTA-who is based at the Transnet offices in Durban, is technically backstopped directly by the Senior Enterprise Specialist in Pretoria. With regard to day-day management of the project, the PMU is guided by the Project Steering Committee (PSC) comprising the Director-ILO Area Office in South Africa, ILO Enterprise Specialist (Pretoria), the CTA himself, local representatives of the donor countries, representatives of TPT’s workers’ unions (SATAWU and UTATU-SARHWU) and Mangement. The PSC meets every quarter.

1.9 Purpose and Scope of the Evaluation

This evaluation, which complies with UN and international evaluation standards, is being undertaken in accordance with two main provisions. **Firstly**, provision under the technical cooperation agreement between the Donor (the Dutch and Flemish Governments) and the ILO- which stipulated that an independent final evaluation would be carried at the end of the programme. **Secondly**, the ILO Evaluation Policy adopted by the

Governing Body in November 2005-which requires systematic evaluation of programmes and projects in order to improve quality, accountability and transparency of the ILO's work, strengthen the decision-making process and support constituents in forwarding decent work and social justice. The overall scope and purpose of the evaluation is to assess performance of the project during its life cycle based on both primary and secondary data and information mainly in terms of the following thematic areas issues as provided in the terms of reference (**Appendix 5**):

- ✚ Relevance and strategic fit of the programme in relation to the development aspirations of stakeholders in the programme;
- ✚ Validity of project design and implementation processes;
- ✚ Achievements of the project in relation to planned outputs, anticipated outcomes towards immediate objectives, overall outcome and impact; and in this respect also the extent of implementation of the recommendations made by the mid-term evaluation carried out in August 2012;
- ✚ Effectiveness of project management arrangements;
- ✚ Adequacy and efficiency of resource use;
- ✚ Impact orientation and sustainability of project activities¹⁰;
- ✚ Lessons learned.

It is further expected that the results of the evaluation will feed into the design and strategy of a possible phase II of the project.

1.10 Main Clients of the Evaluation

The primary clients of the evaluation include the constituents of the ILO (represented by the PSC), project partners and stakeholders, the project management office, the ILO office director (South Africa), technical back-stoppers at ILO headquarters and field specialists, the evaluation focal points, and the donors.

2.0 EVALUATION APPROACH AND METHODOLOGY

While the approach was participatory in accordance with ILO policy on project design, implementation, monitoring and evaluation; the methodology comprised the following research instruments:

- (i) Review of key relevant documents (**Appendix 6**)-which was conducted during the period 25th to 28th February 2013;
- (ii) Telephonic, physical "one-on-one" and focused group field interviews with key project stakeholders (**Appendix 1**). Telephonic interviews for ILO staff in Pretoria and the representative of the Flemish Government were conducted on 28th February 2013 from Nairobi (Kenya) and also on 4th March 2013 from Durban (South Africa) with one ILO staff. One-on-one interviews in Durban were conducted during the period 3rd to 7th March 2013 with representatives of Durban Container Terminal; ILO (CTA) in Durban; Transnet Port Terminal ; Flemish Government; Dutch Embassy; Belgian Consulate; SATAWU; and UTATU SARHWU;
- (iii) Field level observations by the Evaluation Mission;
- (iv) Stakeholder validation workshop held on 8th March 2013 (see **Appendix 2** for workshop notes and **Appendix 3** for participants)

Transnet Port Terminals, including DCT (pier 1 and Pier 2) and the School of Port Operations, was the operational geographical coverage of this evaluation.

Key evaluation questions are as reflected in **Appendix 5**.

Time limitation was the biggest challenge facing the Mission as only one week was allocated to field work in the project area (Durban).

¹⁰ As defined in ILO policy guidelines for results-based evaluation

3.0 MAIN FINDINGS

The sections below provide the main findings of the evaluation Mission with respect to the following thematic areas as required by the TORs: (a) *relevance and strategic fit* of project activities with the development aspirations of target beneficiaries, the Government of the Republic of South Africa-as the recipient country, the ILO-as the implementing agency, the Dutch and Flemish Governments-as the donor agencies and other relevant stakeholders; (b) *validity of project design*; (c) *project performance and effectiveness*; (d) *efficiency of resource use*; (e) *effectiveness of management arrangements*; and (f) *impact orientation and sustainability*. In addition, the section also provides a list of lessons learned and makes relevant recommendations for enhanced efficiency and effectiveness of a possible second phase of the project.

3.1 RELEVANCE AND STRATEGIC FIT

The overall conclusion of the Mission is that the objective, planned activities and anticipated outcomes of the PWD project are not only highly relevant, but also strategically in line with the following parameters: (i) the socio-economic development needs and aspirations of target beneficiaries; (ii) national policies, strategies and plans; (iii) Decent Work Country Priorities (DWCP) for South Africa; (iv) other ILO country development initiatives; (v) Development agenda of the Dutch and Flemish Governments; (vi) linkage and complementarity with national-level development initiatives of United Nations (UN) and non-UN development agencies.

3.1.1 Needs of Target Beneficiaries

Based on information from secondary sources and responses by a majority of project stakeholders interviewed during field work, as well as independent field-level observations, the Evaluation Mission resolutely conclude that the overall objective of PWD phase 1, its associated immediate objectives, planned outputs, anticipated outcomes and impact are all fundamentally relevant to livelihood needs of the target beneficiaries. A summary of sample quotes with respect to the general views of stakeholder respondents met during field interviews is provided in **Box 1** below:

BOX 1: Sample Verbal Quotes

“The PWD project has been extremely useful to us particularly in capacity building by way of training under the various modules such as Portwork Development Programme (PDP), Mission Directed Work Teams (MDWT), Basic and Advanced Planner Training. By virtue of supporting us to build in-house pool of trainers, we are now not relying so much on consultants and have been able to save as much 40 million Rands a year. Our partnership with ILO has been very positive and has not been one-sided. It has been characterised by very good partnership and no dictatorship. We shared responsibilities quite well. We look forward to continued partnership in this project and hopefully others”.

(Transnet Management Respondent)

“The PWD project has been very good to us, especially from the point of view of training and exposure tours. Training in social dialogue has been particularly useful. It has been an eye opener. Before the project, we always tended to use militant approaches in our interaction with Transnet. It has really changed our attitude. Through social dialogue training especially in negotiation skills, and study tours in Belgium, I now know that we can achieve a lot more through peaceful dialogue with Transnet. The project has been like a spot light to both Transnet management and SATAWU members as it has helped us to understand what we need to improve for the betterment of DCT. We really need a second phase”.

(SATAWU-Respondent)

“The PWD initiative is good. It is changing the working relations at the DCT between Transnet and the unions. Capacity building through training and study tours has been very valuable. However, we need to broaden our training interventions to include technical skills (given that School of Ports-SOPO does not have the capacity) as well as Adult Basic Education Training (ABET)-where huge gaps also exist. A second phase would do a lot of in deepening and broadening the good interventions that have been started by the project during phase 1”.

(UTATU-SARHWU-Respondent)

3.1.2 Selected National Development Aspirations

The Mission also concludes that the overall development objective of PWD is not only fundamentally relevant, but also well aligned South Africa's development aspirations in relation to decent work and productive employment. This conclusion was based on observations of the country's aspirations as enunciated in the following policy, strategy and legal documents:

- (i) *National Development Plan for Vision 2014*-whose two of its nine (9) thematic areas of focus include creating decent jobs and livelihoods for both women; improving education and training;
- (ii) *Medium Term Strategic Framework (2009–2014)*-whose key aims include halving poverty and unemployment by 2014, through among other things, by ensuring sustainable economic development; comprehensive social security and skills development through building capacity of human resources for enhanced productivity; and equitable distribution of the benefits of economic growth by ensuring conditions for the full participation of both women and men in all critical areas of socio-economic development;
- (iii) *The New Growth Path Framework (2009)*-which aimed at enhancing growth, employment creation and equity by focusing, among other things, on the national productivity accord framework supplemented by sector and workplace productivity agreements; legislative amendments to reduce workers' vulnerability; improvements to the functioning of labour centres in order to improve information about employment and training opportunities; and putting in place measures to support the organisation of the unorganised,;
- (iv) *The National Industrial Policy Framework (2007)*-which emphasizes more labour absorbing industrialization path;
- (v) *The National Skills Development Strategy (2005-2010)*-which provide a framework for strengthening the skills of the South African workforce and provides for the establishment of sector specific Sector Education and Training Authorities (SETAs);
- (vi) *The Accelerated Shared Growth Initiative for South Africa (AsgiSA)* of 2006-which sought to create the necessary enabling environment and opportunities for an all-inclusive economy through more labour absorbing economic activities; and its associated Joint Initiative on Priority Skills Acquisition (JIPSA)-which aimed at identifying solutions to skills shortages critical for economic growth and development;
- (vii) *The National Gender Policy Framework*-whose main objectives are to create an enabling policy environment for gender equality through policies, programmes, structures and mechanisms that empower women and transform gender relations in all aspects of work;
- (viii) *Labour and Employment-related Legislation Acts*-including: (a) The Labour Relations Act (1995); (b) The Employment Equity Act (No. 55, 1998); (c) The Basic Conditions of Employment Act (No. 75, 1997); (d) The Skills Development Act (No 97, 1998); (e) Industrial Amendment Act (No.12, 2002)-which was later amended through SACCOLA-NACTU-COSATU Accord.

3.1.3 Decent Work Country Priorities for South Africa

The project is well embedded in the DWCP for South Africa and as indicated below, the project's objective of "creating decent employment for women and men" is well linked to virtually all priority areas and associated outcomes of DWCP (2010-2014) for South Africa, which include: (i) *Priority Area 1*: Strengthening fundamental principles and rights at work through the ratification and implementation of International Labour Standards, and improved labour administration for effective employment services; (ii) *Priority Area 2*: Promotion of employment creation through an enabling environment for job rich growth, sustainable enterprises, including formalization of the informal sector and skills development; (iii) *Priority Area 3*: Strengthening and broadening social protection coverage through better managed and more equitable access to social security and health benefits, occupational safety and health, and improved workplace responses to the HIV/AIDS epidemic; and (iv) *Priority Area 4*: Strengthening "tripartism-plus" and social dialogue through the improved capacity of the tripartite plus social dialogue institution (and its constituent members) labour market institutions for effective social dialogue and sound industrial relations.

3.1.4 ILO Decent Work Agenda for Africa

The project's overall objective is also well-aligned with ILO's Decent Work for Africa (2007-2015)-which focuses on the promotion of the following: (i) *Full and productive employment and enterprise development*-through various ways including mainstreaming policies for employment-rich growth; sustainable enterprises in development strategies; conducive environment for the development of African enterprises; decent work for young people; skills development and employability; and (ii) *Social protection for all*-through various ways including enhancing social protection coverage and quality; tackling HIV/AIDS in the world of work; and promoting better, safer and healthier working conditions; (iii) *Improving governance in the world of work and the labour market*-through improved application of international labour standards especially fundamental principles and rights at work; and promoting effective tripartism and social dialogue, including strengthening the capacity of ILO constituents to promote decent work.

3.1.5 United Nations Development Assistance Framework

The United Nations Development Assistance Framework (UNDAF) is essentially the common strategic framework for the operational activities of the UN system at the country level. It aims at providing a collective, coherent and integrated response of UN agencies to national priorities and the Millennium Development Goals (MDGs). The United Nations Development Assistance Plan (UNDAP) provides common business plans for UN agencies and national partners, aligned to the priorities of the host country and the internationally agreed development goals. The overall objective of the PWD project is notably relevant and strategically in line with UNDAF (2007-2010) for South Africa-which as part of support towards the aspirations of Vision 2014 of achieving sustainable growth and development, aimed at supporting the Government and Social Partners in developing their skills in order to respond effectively to the needs of the labour market; and matching of skills to the requirements of the economy.

3.1.6 ILO Strategic Development Framework and Other Initiatives

As indicated below, the project is not only well aligned with ILO strategy towards employment creation and promotion of decent work as stipulated in the Strategic Framework for 2010-2015, but also with a number of ILO-supported initiatives in South Africa.

3.1.6.1 ILO Strategic Framework for 2010-2015

The main objective and anticipated outcomes of the project is well anchored on ILO's Strategic Framework for 2010-2015. This particularly with respect to twelve (12) of the nineteen (19) broad priority outcomes of the Framework including: (a) Employment Promotion; (b) Skills Development¹¹; (c) Sustainable enterprises; (d) Social Security; (e) Working Conditions; (f) Employers' Organization; (g) Workers' Organization; (h) Labour Administration and Labour Law; (i) Social dialogue and Industrial Relations; (j) Decent work in Economic Sectors; (k) International Labour Standards; and (l) Mainstreaming Decent Work. In addition, the ideals of the project are also well anchored on the Country Programme Outcome-ZAF 102 on "promotion of responsible and sustainable enterprises".

3.1.6.2 ILO Country-Level Support Initiatives



The PWD project placed major emphasis on "creation of decent work and productive employment for women and men", and "promotion of more sustainable businesses" in the Ports of Durban through promotion of dialogue-driven mediation of stakeholder interests, conducive policy and regulatory framework for doing business, human resources development and management-in line with the transformation agenda of the South African Government; strengthening the capacity of local BDS providers (specifically the School of Port Operations) and enabling port workers to fully unlock the benefits of the staff development effort. These project aspirations are complementary to the development agenda and activities of other recently completed and on-going ILO initiatives in South Africa. These include: (i) *Sustainability through Competitive and*

¹¹ For enhanced employability of workers, competitiveness of enterprises and inclusiveness of growth outcome;

Responsible Enterprises Programme (SCORE) 2009-2011-which aimed at contributing to sustainable development through supporting the application of decent and productive workplace practices that positively contribute to Small and Medium Enterprises (SME) competitiveness and employment; (ii) *Women Entrepreneurship Development and Gender Equality (WEDGE)*-which started in early 2009 and whose main objective of is to ensure that women have equal access to economic resources and business support to enable them to start, formalize and grow their businesses; (iii) *South African Youth – Jobs for the Unemployed and Marginalized to Escape from Poverty (SAY-Jump)*-which targets the unemployed and marginalized young women and men, the SAY Jump project seeks to contribute to national efforts at alleviating poverty in South Africa through the creation of decent and sustainable jobs; (iv) *Expanded Public Works Programme (EPWP)*-which is a Government flagship programme targeted at reducing poverty and improving the livelihoods of the poor through the creation of employment opportunities in the delivery of essential infrastructure and services-with the ILO providing technical and policy advisory support to the programme at both national and provincial (Limpopo) level on labour intensive methods of employment; and (v) *Women in Business Management Project*-through which the ILO-Bureau for Employers' Activities (ACT/EMP) aims at providing support to employers' organizations to play a more strategic role in assisting companies at the country level to better respond to the rapidly changing gender roles in economies and societies.

3.1.7 Development Agenda of Donor Partners

The objective of the PWD project of is also well linked with technical cooperation strategy of both the Flemish and Dutch Governments as indicated below:

-  *Flemish Government*-whose aims as stated in the "Policy Paper 2009-2014 on Foreign Policy, International Entrepreneurship and Development Cooperation" is to support the Government of South Africa in setting up innovative pilot programmes for training, skills and capacity development as well as exchange of relevant experiences mainly towards job creation, decent work and productive employment".
-  *Dutch Government*-whose aim as stated in the new Transition Facility and Economic Development Framework document is "to support projects that contribute to a positive business climate in South Africa by addressing crucial barriers and challenges such as in the field of skills and labour relations".

3.1.8 Other UN and Non-UN Development Agencies

The Mission was not able to establish other initiatives of UN and non-UN agencies that the project is significantly linked with.

3.1.9 Alignment with ILO and National-Level Gender Mainstreaming Strategies

The ultimate goal of the office-wide ILO Action Plan for Gender Equality (2010-2015) - which was approved by the Governing Body in March 2010, is "to contribute the creation of equal opportunities of productive employment and decent work for women and men in the world of work". The objectives of the Government of South Africa in relation to gender mainstreaming and equality are: (i) "to create an enabling policy environment for translating government commitment to gender equality into a reality; (ii) to establish policies, programmes, structures and mechanisms to empower women and to transform gender relations in all aspects of work, at all levels of government as well as within the broader society; (iii) ensure that gender considerations are effectively integrated into all aspects of government policies, activities and programmes; establish an institutional framework for the advancement of the status of women as well as the achievement of gender equality; and (iv) to advocate for the promotion of new attitudes, values and behaviour, and a culture of respect for all human beings in line with the new policy¹²".

While the Mission noted that gender mainstreaming and equality was strongly emphasized in the project appraisal document (PAD) in line with gender mainstreaming and equality strategies of both the ILO and the Government, two issues are worth noting. **Firstly**, other than stating (page 15) that "where applicable, the

¹² South Africa's National Policy Framework for Women's Empowerment and Gender Equality (un-dated)

data will be gender-disaggregated, e.g. the number of jobs newly created and/or retained as a result of the project interventions will be tracked for women and men separately” (page 15), it did not provide a clear strategy towards this end at activity, output, outcome and impact levels. **Secondly**, the reality on the ground is that the sector (specifically at the DCT) is by default male-dominated, thereby making it difficult for the project to effectively fulfil this mission. Notwithstanding implications of these two issues, the Evaluation Mission noted with satisfaction that the PMU, through deliberate actions has managed to promote gender mainstreaming and equality-particularly through training in a number of areas including PDP, MDWT business goal alignment and Basic Planner training.

3.2 VALIDITY OF PROJECT DESIGN

This section evaluates whether project design was logical, coherent and adequate; whether such design was based on needs assessment of the target beneficiaries and the focal areas; whether there is plausible causal linkage between outputs, outcomes and objective of the project; whether gender analysis was adequately addressed; and whether overall project design was realistic considering the results achieved so far.

3.2.1 Logic and Coherence of Project Design

The evaluation mission based the assessment of logic and coherence of project design on the following five criteria: (i) *Relevance and adequacy of information base* upon which the project was conceptualized and designed; (ii) *Extent of stakeholder consultations* during design and implementation given its importance towards ownership, commitment and broad-based support of project activities; (iii) *Efficacy of the analytical and development approach adopted* and level of application; (iv) *Appropriateness of intervention* (immediate objectives) mix and plausibility of causal linkage with overall project objective, outputs and outcomes; and (v) Pragmatism of overall project design considering anticipated outputs, outcomes and impact and achievements made so far;

3.2.1.1 Adequacy of Foundational Information Base

Based on research work from secondary sources and field interviews, it appears that the design of the project was underpinned by consideration of only the information provided -which in the view of the Mission and some key stakeholders was useful but not sufficient to fully understand other critical aspects-and in particular the social dynamics that characterized inter-party relations (workers and management) at the work place (DCT) and which underscore the apparent suspicion and mistrust between Transnet management and workers.

- Firstly, Information in the *TPT Annual Report of 2008*-which among other things, cited the main constraints facing the organisation to have been lack and low retention of skilled people; and also changing regulatory and policy environment¹³;
- *Secondly*, the request by TPT stakeholders to the ILO and the Flemish Government in 2009 for financial and technical support to boost the institutional capacity of the Port Learning Academy in Durban and also upgrade its human resources development approaches and tools¹⁴;
- *Thirdly*, bits of media articles e.g. the article on “Durban, a Port in Storm” in the Africa Business Magazine January 1st 2003; the article on “Nissan automotive parts import to move to Maputo” in the Pretoria News Magazine of 2nd November 2009;
- *Fourthly*, other auxiliary considerations including: (a) ILO’s in-house capacity, skills and experiences in promoting a systemic development approach towards skills and sustainable enterprise development, promotion of social dialogue, creation of employment and work-all of which were, and still remain critical to DCT and Richards Bay; (b) in-house capacity and willingness on the part of APEC and STC-both of which are recognised centres of excellence in the provision of port-specific training and advisory services, to collaborate with local stakeholders and the ILO in project implementation;

¹³ Technical Cooperation Project Document

¹⁴ Whose timing was also in line with the then ongoing reform of the National Qualifications Framework (NQF) through the Departments of Education and the Department of Labour.

3.2.1.2 Stakeholder Consultations

While it is appreciated that consultations with management at Transnet Headquarter were necessary because policies on human resource development would typically be decided at that level, the view of the Mission and some key stakeholder, is that the failure to undertake detailed situational analysis to establish the real state of social dynamics that were at play at DCT, (notwithstanding the relevance of information base that was used in conceptualizing and designing the project as indicated in the foregoing section), and the failure to conduct all-inclusive consultations at DCT at the design stage may have pre-empted the chances of eliciting *early and broad-based ownership, commitment and support* of the project.

Based on the above observations, the Evaluation Mission concludes that while PMU has consistently embraced the principles of stakeholder consultations during the implementation phase of the project, the following two issues are worth noting: Firstly, consultations at the design stage seem not only to have been inadequate, but also disproportionately biased towards higher level management at Transnet headquarters in Johannesburg and Durban, and Workers' Unions at DCT at the expense of low to medium level DCT management staff and Union workers—who are indeed the core operators and key target beneficiaries of project activities. Secondly, despite PMU's efforts towards stakeholder consultations, it is clear that this has so far not permeated sufficiently enough to reach workers, junior and medium level port management staff of DCT and labour unions.

3.2.1.3 Efficacy of Analytical and Development Approach Adopted

The Mission concludes that while the ILO systemic enterprise development approach is robust enough and would have appropriately informed project interventions—which are indeed valid; there is limited evidence that it was underpinned by adequate analysis—in particular to determine the nature of social dynamics at DCT level. This is perhaps why the apparent mistrust and suspicion between DCT port management and workers may have been fully understood at the initial stages.

3.2.1.4 Adequacy of Intervention-Mix, Causality of Outputs, Outcomes and Objective

The projects' intervention mix emphasizes on boosting job quality as strategic means of action measured along a set of criteria including basic employment conditions, gender equality, employment equity, and stability and security of employment relations. The intervention mix specifically comprised: (i) promotion of dialogue-driven mediation of stakeholder interests in the Port of Durban; (ii) creation of more conducive policy and regulatory framework for doing business—with emphasis on human resources development and management; (iii) strengthening the capacity of local BDS providers—with emphasis on the School of Port Operations (SOPo) so as to in turn provide port stakeholder groups with a range of workforce-centred training and advisory services; and (iv) enabling port workers to fully unlock the benefits of the staff development effort.

Overall, the Mission found this intervention mix to be fairly adequate towards attaining the desired outcomes and impact in the sense that it has the potential to increase competitiveness and sustainability of business on the part of DCT on the one hand, and enhanced decent work and employment on the other hand¹⁵. In addition, and following critical assessment of project work plans activities and outputs, the Mission was satisfied that there is plausible causal linkage between activities and outputs with overall anticipated outcome and impact of the project, namely *"Sustainable Port businesses that create decent and productive jobs, including for youth, women and people living with disabilities"*¹⁶. Immediate objectives also link quite well with the broader development objective of the project, namely; *"Decent Work through more sustainable business in DCT"*

¹⁵ That is by enhancing business performance of DCT through higher productivity of human resources as a result of skills development and reduced incidences of industrial actions on the one hand, and improved job retention and creation of additional employment as well as general improvement of workers welfare through putting in place appropriate human resource-related policies and regulations on the part of DCT on the other hand.

¹⁶ With the anchor metric for project impact being the number of employment opportunities newly created and/or retained as a result of project interventions, and supportive impact indicators being job quality index, social dialogue and social protection indices.

3.2.2 Gender Mainstreaming and Equality Strategy

In this respect, the Mission noted that while the project appraisal document (PAD) considered gender dimension in general, it neither provided a clear strategy for attaining the goal of gender mainstreaming and equality at the activity and outputs levels, nor gender-specific indicators of achievement. At the same time, the reality on the ground was that the target sector (specifically at the DCT) is by default male-dominated, thereby making it a bit tricky for the project to effectively fulfill this mission. That notwithstanding, the evaluation Mission noted with satisfaction that the project, through deliberate actions has managed to contribute to gender mainstreaming and equality by way of increased proportion of women beneficiaries-particularly through training in various courses such the PDP, MDWT business goal alignment and Basic Planner training.

3.2.3 Realism of Pilot Project Time Line

As indicated earlier, the initial plan was to implement the project over a 24 months period, starting in December 2010 and ending in November 2012. However, the six (6) months delay in commencement of project implementation occasioned the time needed to set up project infrastructure, recruit project staff and validate project intervention strategy, and the subsequent “no-cost extension” of four (4) months, effective implementation period was only twenty-two (22) months (June 2011-March 2013). While this period would have been adequate, the emergence of unforeseen problems associated with intricacies of poor mindset, mistrust and suspicion among some DCT stakeholders; and the high turnover of senior DCT management staff (all of which called for much greater effort on the part of PMU-including the need to repeat training sessions) meant that the period of twenty-two (22) months was a constraining-as clearly indicated by the fact that some key beneficiaries felt that training was rushed and that more consultations and awareness were needed. In this regard, the Mission is of the view that ILO should always put into consideration the time needed for the inception phase (recruitment of staff and setting up of necessary infrastructure).

3.3 PROJECT PROGRESS AND EFFECTIVENESS

In accordance with the terms of reference, this section addresses issues relating to: (i) the extent to which project outputs, immediate objectives and outcomes have been achieved; (ii) whether outputs produced were delivered as per work plans and whether the quantity and quality of such outputs were satisfactory as perceived by stakeholders and also as judged by the Evaluation Mission; (iii) Whether benefits of outputs have accrued equally to women and men; (iv) project efficiency in delivering its outputs and objectives; (v) whether there were unintended results of the project.

As mentioned earlier, a number of minor changes which were aimed at ensuring greater impact of project activities were introduced during phase I with the approval of the PSC. These entailed re-focusing project activities only on DCT and not Richards Bay; deferment of output 1.2 on “forum for social dialogue between internal and external port stakeholders building on the existing Container Terminal Forum and the Maritime Cluster “ to a possible phase II; re-focusing capacity building activities on SOPO among the targeted immediate beneficiaries of the project with limited engagement with Port Management Authorities and external BDS providers; and re-focusing only on DCT employees (Management and Labour) and not external stakeholders as originally anticipated. These changes did not however alter the thrust of overall project objective and anticipated outcomes as enunciated in the project appraisal document (see **Appendix 4** for the original logframe). **Table 1** below provides a summary of the project’s overall development objective/anticipated impact, immediate objectives, anticipated overall outcome, and planned outputs as contained in the strategy map taking into account the aforementioned minor changes.

Table 1: Summary of PWD Objectives, Anticipated Outcome and Planned Outputs

Development Objective/Anticipated Impact: “Creation of Decent Employment for Women and Men”		
Overall Outcome: “Decent jobs through more sustainable business in the Durban Container Terminal		
Immediate Objective (as per the original logframe)	Immediate Outcome (as per the strategy map)	Output (as per the strategy map)
Immediate Objective 1: “To promote a more dialogue-driven mediation of stakeholder interests in the Port of Durban and the Port of Richards Bay”	Immediate Outcome 1: “DCT Stakeholders emphasize on social dialogue to mediate their vested interests”	Output 1.1: A firmly institutionalized social dialogue mechanism linking internal Port Stakeholders (DCT) that is reflective of international best practice.
		Output 1.2: A forum for social dialogue between internal and external Port stakeholders building on the current Maritime Cluster (which was deferred to a possible phase II).
Immediate Objective 2: “To create a more conducive policy and regulatory framework for ‘doing business’ in the Ports, with emphasis on HRD and management and in line with the transformation agenda of Government of South Africa”	Immediate Outcome 2: “The HRD system of DCT emphasizes a rights-based approach that seeks to empower staff”	Output 2.1: Increased knowledge among Port stakeholders about international best practice in HRD strategies and policies.
		Output 2.2: Refined HRD policies and regulations in the Port of Durban (DCT).
Immediate Objective 3: “To strengthen the capacity of local BDS providers, among them prominently the School of Port Operations to in turn provide port stakeholder groups with a range of workforce centred training and advisory services	Immediate Outcome 3: “The School of Port Operations and other BDS providers have sustainable in-house capacity to develop the human resources of the DCT”	Output 3.1: Training and advisory service products tailored to the needs of Port workers (DCT).
		Output 3.2: Local BDS providers (School of Port Operations) competent in the delivery of these services
Immediate Objective 4: “To enable port workers to fully unlock the benefits of the staff development effort”	Immediate Outcome 4: “Long-term and intimate employment relationships”	Output 4.1: Port stakeholders (DCT) have the awareness level and information base required to make informed career and livelihood choices.
		Output 4.2: Port workers take up the staff development services offered by BDS providers.

3.3.1 Start up Activities

As per the project appraisal document start up activities (Output 0) of the project entailed three key sub-outputs, namely; (i) Establishment of the PMU and PSC; (ii) Validation of the programme work plan, (iii) Completion of the output and outcome indicator catalogue, drawing up a project inception report. In this regard, and taking due cognizance of the six (6) months delay in start for reasons explained earlier, the Evaluation Mission observed the following achievements:

- ✚ The PMU, comprising CTA, NPO and FAA had been established and fully operational by September 2011;
- ✚ The PSC, comprising the ILO Director (ILO area Office-South Africa), DWST Enterprise Specialist, CTA, representatives of Flemish and Dutch governments, and Transnet Management and Labour (SATAWU, UTATU-SARHWU) had been established by September 2011;
- ✚ Project strategy had been developed and validated through a tripartite stakeholders' workshop by September 2011;
- ✚ The project strategy map, together with outcome indicators matrix had been finalized by October 2011.

3.3.2 Project Achievements by Objectives, Outputs and Outcomes

Analysis of progress and achievement in this section is undertaken in the context of planned outputs under each of the four (4) immediate objectives/outcomes summarised above.

3.3.2.1 Immediate Objective 1- *"To promote a more dialogue-driven mediation of stakeholder interests in the Port of Durban and the Port of Richards Bay"*

The immediate outcome under this objective as per the strategy map (taking into account the decision to focus only on Durban Container Terminal) was *"DCT stakeholders making up the social systems emphasize on social dialogue to mediate their vested interests" rather than industrial action or other forms of disruptive protests*". The purpose or importance of this agenda was to minimize industrial action which is not only costly to DCT's financial health and reputation but also to promote employee satisfaction and staff retention. The Mission observed the following performance with respect to the two (2) planned outputs under this immediate objective:

3.3.2.1.1 **Output 1.1- A Firmly Institutionalized Social Dialogue Mechanism Linking Internal Port Stakeholders (DCT) that is Reflective of International Best Practice**

Towards this end, the project facilitated a number of activities including study tours for DCT Management and Labour Unions representatives to STC (Netherlands) and APEC (Belgium) to assess and learn on international best practices of social dialogue and HRD initiatives; stakeholder meetings to assess and refine on existing internal and external social dialogue mechanisms in DCT, and identify requisite capacity building needs; consolidated workshop on social dialogue facilitation for DCT management and labour around the planned HRD initiatives; incoming social dialogue study tour to DCT and information exchange tour by SERV/Dutch/Belgian labour representatives.

The two (2) main indicators of achievement under this output were: (i) *Evidence of a formalised and fully operational social dialogue mechanism linking internal stakeholders*¹⁷; and (ii) *Stakeholder satisfaction rate with the social dialogue mechanisms*¹⁸. In this regard, the Evaluation Mission observed the following achievements:

¹⁷ Linkage with external stakeholders was left out with the approval of PSC for a possible second phase.

¹⁸ Stakeholder satisfaction with internal social dialogue mechanisms is critical to the smooth and uninterrupted functioning of DCT so as to ensure that productivity is increased on a sustainable basis.

- ✚ A Recognition Agreement or the so called “Collective Bargaining Agreement” that has been signed by both labour and DCT management (at Transnet, not DCT level) is in place; and is effectively being referenced to in the process of negotiations between DCT management and labour unions;
- ✚ Based on a survey conducted during the joint Labour and Management – Collective Bargaining and Mutual Gains training workshop held between 12th and 14th March 2013, stakeholder satisfaction rate with respect to social dialogue mechanisms had increased from a baseline of 53.3% (15th June 2012) to 80% by March 2013-thereby surpassing the target of 70% by approximately 50.1%
- ✚ The joint training of DCT management and Labour representatives on collective bargaining and mutual gains training) was held during 12th -14th March 2013;

3.3.2.1.2 **Output 1.2-A Forum for Social Dialogue between Internal and External Port Stakeholders building on the current Maritime Cluster**

As indicated earlier, this output was deferred to a possible phase II of the project following recommendation by CTA/DWST and approval by PSC on 8th Aug 2012 on account of additional and more relevant social dialogue activities carried out under output 1.1.

3.3.2.2 **Immediate Objective 2- “To Create a more Conducive Policy and Regulatory Framework for ‘Doing Business’**

The full title of this immediate objective is *“To create a more conducive policy and regulatory framework for ‘doing business’ in the Ports, with emphasis on HRD and management and in line with the transformation agenda of Government of South Africa”*. As per the strategy map, planned immediate outcome under this objective was *“The HRD system of DCT emphasizes a rights-based approach that seeks to empower staff”*. The Mission observed the following performance with respect to the two (2) planned outputs under this immediate objective:

3.3.2.2.1 **Output 2.1-Increased Knowledge among Port Stakeholders about International Best Practice in HRD Strategies and Policies**

This output was re-defined to “change in knowledge as a direct result of study tours, training and advisory services”. Key activities entailed training of employees in leadership positions (both management and labour) in how to better balance financial and non-financial objectives in the long terms business strategy of Durban Port. The indicators of achievement included meeting of stakeholder expectations, value content of training and related activities, opportunities to implement learnings and for organizational benefits from participation.

In this regard, the Evaluation Mission observed the following achievements.

- ✚ An overall average of 86% of the respondents of various surveys reported increased knowledge about international best practices in HRD strategies and policies, thereby falling short of the set target of 95% (approximately 9.5% under performance in relation to the set target).

Interviews to solicit views with respect to this output covered a total of 243 beneficiaries of the project, comprising 16 beneficiaries of study tours to Netherlands and Belgium, 151 delegates of MDWT training, 49 delegates from the DCT on container terminal management training, 9 delegates of DCT management and labour social dialogue study tour to Netherlands and Belgium, 3 beneficiaries of Portwork Development Programme (PDP), and 15 delegates of Basic Planner Training (training of trainers-TOTs).

3.3.2.2.2 **Output 2.2-Refined HRD Policies and Regulations in the Port of Durban (DCT)**

The main planned activities towards this end entailed training of HRD line managers and HRD operational level staff in latest thinking on port-centred HRD policies and regulations, follow-up advisory services for HRD line managers and their operational level staff to fine-tune existing HRD policies and regulations in the Ports, and follow-up support for HRD line managers and their operational level staff to communicate the refined HRD policies and regulations among Port workers. The main indicator of achievement was evidence of regulatory reform.

In this respect, the evaluation mission observed the following achievement:

- ✚ One (1) regulatory reform had been introduced at DCT by 30th September 2012 in the form of Mission Directed Work Team (MDWT) strategy.
- ✚ Further, the MDWT strategy was being integrated into Durban Container Terminals Strategic Framework as from June 2012.

3.3.2.3 Immediate Objective 3- *"To Strengthen the Capacity of Local BDS Providers, among them prominently the School of Port Operations"*

The full title of this immediate objective is *"To strengthen the capacity of local BDS providers, among them prominently the school of port operations in turn provide port stakeholder groups with a range of workforce-centred training and advisory services"*. As per the strategy map, planned immediate outcome under this objective was *"The School of Port Operations and other BDS providers have sustainable in-house capacity to develop the human resources of the DCT"*. Key planned outputs to this end were: (i) Training and advisory service products tailored to the needs of Port workers (DCT); and (ii) Local BDS providers (School of Port Operations) competent in the delivery of these services. The following were the project's achievements in relation to this immediate objective/outcome and the associated two planned outputs.

3.3.2.3.1 Output 3.1-Training and Advisory Service Products Tailored to the needs of Port Workers (DCT)

The rationale for this planned output, whose indicator of achievement was *"the number of new training products brought into the market"*, was that continuation of business development services through local service providers after the end of the project would contribute to institutional development and sustainability of project interventions. In this regard, the Evaluation Mission observed the following achievements:

- ✚ Four (4) training products, namely; Portwork Development Programme (PDP), MDWT Business Goal Alignment, Basic Planner Training and Advanced Planner Training had been introduced into the market through the project (using ILO training materials), thereby surpassing the set target of three (3) training products by 1 product or 25%;
- ✚ A total of 182 stakeholders benefited from training in these new products, comprising 3 from SOPO who had been trained by April 2012 as Chief Instructors in the international PDP; 149 who had been trained in MDWT Business Goal Alignment by March 2012; 15 who had been trained in Basic Planner Training by December 2012; and 15 who were scheduled for training in Advanced Planner Training by March 2013;

3.3.2.3.2 Output 3.2-Local BDS Providers (SOPO) Competent in the Delivery of New Training Products Developed through the Project

This output was based on the premise that sustainability of project interventions in the area of capacity building was more likely to be assured through having a pool of trainers of trainers (TOTs) owing to the inherent multiplier effects and cost effectiveness of achieving the intended outcome and impact. This has indeed materialized saving Transnet a substantial amount of resources through the use of TOTs that were supported by the project instead of external consultants to conduct training.

The indicator of achievement in relation to this output was *"the number of trainers certified competent in the delivery of the training products"*. The target was set at ten (10) TOTs trained by 30th November 2012. In this respect, the Evaluation Mission observed the following achievements:

- ✚ One hundred and eight two (182) TOTs were trained (with 33 of those trained as TOT in PDP and Basic/Advanced Planner having received International Certification)-thereby surpassing the set target of 10 TOTs trained by an extraordinary margin of 172 TOTs or 1,720% and the number of certified trainers by 23 TOTs or an impressive 230%;

- ✚ A total of 151 TOTs had been trained before the deadline of 30th November 2012, thereby surpassing the target of 10 TOTs by 30th November 2012 by an impressive 1,410%.

3.3.2.4 Immediate Objective 4- *“To enable Port Workers to Fully Unlock the Benefits of the Staff Development Effort”*

As per the strategy map, planned immediate outcome under immediate objective 4 was *“long-term and intimate employment relationships”* at DCT, while the two planned outputs were: (i) *Port stakeholders (DCT) have the awareness level and information base required to make informed career and livelihood choices; and (ii) Port workers take up the staff development services offered by BDS providers.* The following is a summary of achievement by each of these outputs.

3.3.2.4.1 **Output 4.1-Port stakeholders (DCT) have the awareness level and information base required to make informed career and livelihood choices**

As per the strategy map, the main indicator of achievement in relation to this output was the *“level of comprehension of port workers of the opportunities and risks associated with the amended HRD policies (at Transnet, and in particular at the DCT) and the new development career offerings”*. While the baseline was zero, the target was set at 50% of port workers having the necessary awareness and information to make informed career choices by 31st December 2012. In this regard, the Evaluation Mission observed the following achievements:

- ✚ Based on a poll of 120 randomly selected employees of DCT which was conducted at the end of February 2013, approximately 73.3% of respondents indicated adequate comprehension of opportunities and risks associated with amended HRD policies-thereby surpassing the target of 50% by about 46.6%.

3.3.2.4.2 **Output 4.2-Port Workers take up the Staff Development Services offered by BDS Providers**

As per the strategy map, the revised indicators of achievement (with approval of the PSC in June 2012) were: (i) *Number of port workers registering for career counselling-with the target set at 800 by 31st January 2013, (ii) Number of port workers registering for staff development training-with the target also set at 800 by 31st January 2013.* Towards this end, the Evaluation Mission observed the following achievements:

- ✚ By December 2012, three hundred and Three (303) employees of DCT had been trained in customised PDP by the 3 trainers trained as Chief Instructors at the ILO International Training Centre in March 2012;
- ✚ Of this total 239 or about 78.9% comprised males while 64 or 21.1% comprised females;
- ✚ A total of 2,204 port workers (or 100% of DCT employees) had registered for career counselling and had also completed individual development plans through TPT Performance Management Process-thereby surpassing the target of 800 by an impressive 175.5%.

3.3.2.5 Outcome Area 1- *The stakeholder groups making up the social system of the Port of Durban emphasizes on social dialogue rather than industrial action or other forms of disruptive protests to mediate their vested interests”*

This desired outcome is built on the premise that industrial action, which is directly linked to unresolved disputes between Management and Labour can be prevented or minimised through regular and meaningful social dialogue. Industrial action is costly not only to the organisation’s financial health, but also to its reputation and employee satisfaction and retention. The main indicators in relation to this anticipated outcome were: (i) *“the number of days lost as a result of industrial action”;* (ii) *TPT customer satisfaction index (CSI) focusing on DCT results.*

3.3.2.5.1 Number of Days Lost as a Result of Industrial Action

The set target was to reduce the number of days lost to industrial action at DCT by 20%. In this regard, the Evaluation Mission observed the following:

- ✚ That a total of 27 days, (17 and 10 days during 2010 and 2011 respectively) were lost as a result of industrial actions;
- ✚ In comparison, not a single day was lost to industrial action during the whole of 2012 and the first quarter of 2013-which is compelling enough to attribute to project activities towards forestalling industrial action at DCT.
- ✚ With not a single day lost to industrial action at DCT during the whole of 2012 and the period January-March of 2013 (i.e. 100% reduction) the project can be said to have surpassed the set target of 20% reduction of by an imposing 400%.

The Mission was not able to determine the amount of revenue loss avoided, but it is definitely huge and of great benefit to DCT and Transnet as whole.

3.3.2.5.2 TPT Customer Satisfaction Index Focusing on DCT Results

This was measured in terms of working the customers' vessels in accordance with mutually agreed ship working hour targets, handling the customer vessels and containers in a safer manner, billing customers accurately and timely, resolving customer queries appropriately and timely. The target outcome was "*DCT has improved service delivery to customers by 31st December 2012*".

In this respect, and based on Transnet Port Terminal Customer Satisfaction survey, the Evaluation Mission observed the following achievements:

- ✚ Customer satisfaction had increased from 54.5% in 2011 to 65.9% as at 31st December 2012- representing an increase of 11.4% over the base rate.

3.3.2.6: Outcome Area 2- HRD Policies of DCT Emphasize Rights-Based Approach that seeks to Empower Rather than Merely Managing Staff

This outcome is based on the premise that improved staff satisfaction and empowerment can lead to improved industrial relations and increased productivity. This outcome area had two indicators of achievement: (i) "DCT to be benchmarked as a leading Transnet business unit viz their HRD policies and strategies"¹⁹; (ii) Staff appreciation rate of revised HRD policies and strategies"-whose revised target rephrasing (approved in June 2012) was "75% of polled staff reports appreciation of revised HRD policies and systems in DCT.

3.3.2.6.1 "DCT Benchmarked as a Leading Transnet Business Unit viz their HRD Policies and Strategies "

- ✚ With the advice of the DWST Enterprise Development Specialist and concurrence by the CTA, tracking of this indicator was deferred to a possible phase II and have therefore not been reported on in this evaluation report.

3.3.2.6.2 "75% of Polled Staff Reports Appreciation of Revised HRD Policies & Systems in DCT"

Based on a poll of 120 randomly selected employees at DCT, the Mission noted the following achievement:

¹⁹ Proposed rephrasing- "two-thirds of DCT HRD policies and strategies revised".

- Approximately 107 or about 88.90% of the of the polled employees at DCT at the end of February 2013, reported positive experiences with MDWT strategy-thereby surpassing the target by 18.5%

3.3.2.7: Outcome Area 3- Locals BDS Organisations – among them Prominently the Port of Durban Training Academy – have Sustainable in-house Capacity to Develop HR of the Port through a Range of Training and Advisory Services.

This outcome area had two main indicators: (i) “number of BDS products that continue to be available in the market after the end of the programme phase”; and (ii) Staff satisfaction rate with the BDS products introduced through this project

3.3.2.7.1 “Number of BDS Products that Continue to be Available in the Market after the end of the Project Pilot Phase”

Towards this end, the project managed to introduce the following four (4) training products –thereby surpassing the target of three (3) modules by 25%;

- Port Work Development Programme Module (by April 2012);
- MDWT Goal Alignment Module (by March 2012);
- Basic Planner Training Module (by December 2012) and
- Advanced Planner Training Module (by March 2013)

3.3.2.7.2 “Staff Satisfaction rate with the BDS Products introduced through the Project”

For the purpose of the PWD project, employee satisfaction was focused only to contentedness with the BDS products developed through the project. According to interviews conducted with 234 beneficiaries of project training activities, including delegates of the study tours, MDWT, DCT Management training, PDP and Basic Planer trainers of trainers, 86% or about 201 of those trained indicated satisfaction with content and delivery systems of the four BDS products introduced by the project-thereby surpassing the set target of 60% by 30th November 2012 by about 43.3%.

3.3.2.8 Outcome Area 4- Long-Term and Intimate Employment Relationships

The main indicator for outcome area 4 was “staff retention rate” whose proxy indicator that was approved by the PSC in June 2012 due to data issues was “staff turnover rate”. The baseline was 2.92% staff turnover over the period April 2011/ March 2012 cycle. The target was to improve the staff turnover rate by 1 percentage point from about 2% to 1% (with the approval by PSC in June 2012).

- In this regard, the Mission observed that the project achieved the target in that rate of staff turnover at DCT dropped from 2.92% during the period April 2011-March 2012 to 1.98% during the period April-December 2012-thereby achieving the target.

3.3.2.9 Overall Anticipated Outcomes and Development Objectives

The project had two overall anticipated outcomes: (i) “Decent Work through more Sustainable Businesses in the Durban Container Terminal”, and (ii) Sustainable port businesses that create decent and productive jobs, including for youth, women and people with disabilities. The four (4) corresponding development objectives indicators comprised: (a) *Development Objective 1*: “Number of employment opportunities retained and or newly created in DCT (Pier 1 and Pier 2) during the life of the project; (b) *Development Objective 2*: “Level of job quality experienced by DCT employees”; (c) *Development Objective 3*: “Union membership rate at DCT”; and (d) *Development Objective 4*: “Improvements in the levels of social protection provided to DCT workers”-which was subsequently revised to “the rate of workplace accidents”.

With respect to the overall anticipated outcomes and Development Objectives, the Evaluation Mission observed the following achievements:

3.3.2.9.1 Development Objective 1: Number of Employment Opportunities Retained and or Newly Created in DCT

This indicator of achievement is based on the premise that job creation and/or retention is important for the stability and growth of the DCT. The project performed quite well with respect to the set target of ensuring *"100% retention of jobs at DCT during the life of the project and/or creation of new jobs"*. Based on employee database from Human Resources department of DCT-TPT, the total number of people employed at DCT as at 30th September 2011 was 2,098 (100%) of whom 1,690 or 81% were males and the balance 408 or 19% were females. While it may difficult to fully attribute overall changes in employment to the project, the following achievements were observed: (i) All the 2,098 jobs (100%) available at DCT as at 30th September 2011 were not only retained during the project period, but an additional 106 jobs (about 5.1%) were also created-thereby increasing total employment at DCT to 2,204 as at 30th January 2013; (ii) Of the 2,204 number of job opportunities at DCT as at 30th January 2013, males accounted 1,746 or 79% while females accounted for the remaining 458 or 21% of total number of employees-implying a 3% increase in the share of jobs occupied by women;

3.3.2.9.2 Development Objective 2: Level of Job Quality Experienced by DCT Employees

This indicator is based on the premise that job quality is important for the creation of decent work, staff retention and improved productivity and contributes to business sustainability. The average baseline job quality index²⁰ as at November 2011 was estimated at 2.15 on 3 point scale. The target was to improve the index by 0.3 points on a 3 point scale (originally 0.2 on a 1 point scale) by 31st March 2013. In this regard, the Evaluation Mission was not able to assess the performance of the project due to lack of up to date data and information as the last survey was completed by Transnet in November 2011.

3.3.2.9.3 Development Objective 3: Union Membership Rate at DCT Increased

This indicator is based on the premise that unions provide workers with a support network to address work-related issues that can impact on their well-being. Due to the high rate of unionisation at DCT, no significant increases were envisaged, and the revised target -which was approved by the PSC in June 2012, was set at 2.5% increase by 31 March 2013. Based on employee database at HR department of TPT, the percentage of unionized workers increased from 88.2% in September 2011 to 95.0% by January 2013-therebysurpassing the set target of 2.5% by about 4.3%;

3.3.2.9.4 Development Objective 4: Rate of Workplace Accidents

This development indicator is based on the premise that occupational health and safety are important for the health and well-being of the work force and therefore also for the sustainability and performance of the business. During 2011 financial year, DCT experienced 20 accidents (0.01%) (baseline). The target was to reduce serious workplace accidents rate by 0.01% by 31/03/2013. In this regard, the Evaluation Mission observed that although serious workplace accidents initially grew to 0.02% during March/September 2012, but fell back to 0.01% in January 2013-meaning that the rate has remained the same as it was at the baseline period.

²⁰ Measured in terms of "employees recognition and rewarding for good work"; treatment with dignity and respect; and empowered to perform their duties

3.3.3 Implementation Status of the Recommendation by the Mid-Term Evaluation Mission

The following is a summary of the recommendations provided by Mid-Term Evaluation (MTE) report of August 2012 and the status of implementation. From the very outset, the end term Evaluation Mission feels that some recommendations were not actionable on the part of the PSC and PMU.

Summary Recommendation of MTR Report	Status	End-Term Mission Comment
Recommendation 1: PSC to grant extension to May-June 2013	Not Done	There was no justification for this and the PSC and had no powers to do so without involvement of ILO and the donors
Recommendation 2: Convene a meeting to discuss MTR report	Done	The Mission did not get information on decisions reached
Recommendation 3: Subcommittees to be formed	Not Done	A relevant recommendation, but no sufficient justification and was also late in the day
Recommendation 4: Communication Plan to be developed	Not Done	A relevant recommendation it was late in the project cycle
Recommendation 5: Locate CTA at DCT or else he makes more frequent visits	Done	Being to close on the ground would lead the CTA being overwhelmed with project-related matters. Transnet offices where the CTA sits are with short range. However, the CTA has been making more frequent visits to DCT.
Recommendation 6: Convene a meeting with beneficiaries of study tours to distil lessons learned for identifying further action by PWD project	Not Known	Good and commendable action that should be pursued in future
Recommendation 7: PSC & CTA to explore merger of SOPO and SOP	Not Done	The PSC /CTA have no powers to this end. Nevertheless, the Mission was informed that the merger is taking place in April 2013 and the new institution will be known as Maritime School of Excellence.
Recommendation 8: Profile potential trainees and identify needs	Not Done	The Mission was informed that some trainees found the two weeks for training to be rather short while others found the period adequate. This therefore a good recommendation and should be undertaken during phase II.
Recommendation 9: Give more attention to gender equality	Being done	A good recommendation. The PMU has continued to promote gender equality but the sector is male-heavy. That notwithstanding, PMU should pursue the agenda relentlessly.
Recommendation 10: PSC to give consideration to an activity to address an issue relevant to DCT (such as employee assistance)	Not Known	Recommendation not clear
Recommendation 11: PMU to update key planning and reporting documents (including implementation plan)	Done	Updated planning and monitoring plans are in place.

Recommendation 12 PMU to generate monthly reports for PSC	Done	A monthly updated strategy map together with a detailed progress report circulated to all steering committee members
Recommendation 13: Develop and exit strategy	Not Done	A good recommendation which should be pursued under phase II

3.3.4 Unintended Results

There were two unintended results: (i) On a positive note, the project inadvertently aroused overwhelming demand from other ports in Africa, for SOPO to assist with the PDP training which was triggered by the high profiled delegation for this type training in Turin, Italy. On the upside, was the spin off whereby during the implementation of the productivity initiative (MDWT) an “innovations committee” was introduced where employees have come up with several cost saving and productivity improvement innovations.

3.3.5 External Factors that Influenced Project Performance

The following is a summary of internal/external, positive and negative factors that influenced project performance.

	Positive	Negative
External Factors	<ul style="list-style-type: none"> • Political will by Government to project ideals; • Good commitment to project activities on the part of PSC; • Good support by ILO offices including DWST; • Project support by way of offices by Transnet and financial resources especially in the area of training 	<ul style="list-style-type: none"> • High turnover of DCT staff • Poor mindset to change among a significant number of DCT stakeholders; • Continued inter-party mistrust and suspicion • Slow progress in the area of HR policy and regulatory reforms on the part of Transnet • The dynamic and constant changes at DCT and SOPO causing instability to project plans and progress; • Low commitment of some DCT management staff to planned activities schedule of the project ; • Highly structured lines of authority at Transnet (bureaucracy) which in some instances affected project plans. For example the project had activities that involved international travel of DCT employees and the permission and approval for the travel needed to come from the Transnet (GCE), and in one instance travel had to be postponed due to the delayed approval.
Internal Factors	<ul style="list-style-type: none"> • Qualified and committed PMU staff • Reasonably timely disbursements of funds 	<ul style="list-style-type: none"> • Location of NPO outside project site-which reduced level of interaction with stakeholders and close range support to the CTA ;

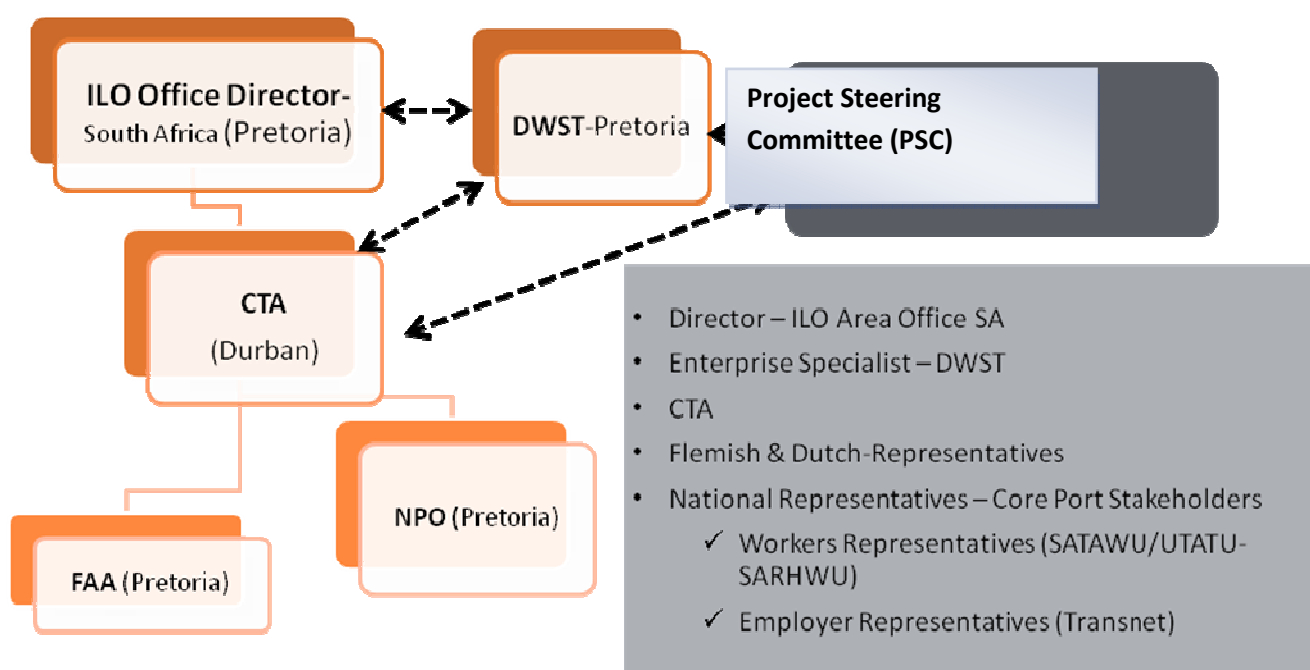
3.4 EFFECTIVENESS OF PROJECT MANAGEMENT ARRANGEMENTS

With respect to project management arrangement, and in accordance with the terms of reference, the Evaluation Mission looked into the following aspects: (i) Adequacy and appropriateness of management and governance arrangement of the project, and clarity of roles and responsibilities of parties involved in project implementation; (ii) Adequacy and effectiveness of administrative and technical support by the ILO Office (including specialists at DWST in Pretoria and in Addis Ababa-ROAF as well as the responsible technical units at the ILO headquarters); (iii) Effectiveness of the backstopping role of ILO regional offices, DWST-Pretoria and Geneva; (iv) Adequacy and clarity of definition of project objectives, anticipated outputs/outcomes/impact targets and indicators of achievement; (v) Effectiveness of project monitoring and evaluation (M&E) including dis-aggregation of data by gender and other relevant aspects; (vi) Knowledge management and information sharing; and (vii) Collaboration of the project with other ILO projects/programmes as well as initiatives of other development agencies;

3.4.1 Administrative and Governance Arrangements of the Project

As indicated earlier, the day to day management of the project was undertaken by the PMU comprising three (3) ILO staff, namely; the CTA- who is based at the Transnet offices in Durban and who operates on a full time basis; the NPO-who until leaving the ILO in early February 2013, assisted the CTA on a 50% basis, mainly with quality control, monitoring and evaluation, and implementation of activities; and the FAA-who is based in Pretoria and who supported the CTA on a full time basis. While the PMU is under the overall supervision of the ILO Office Director in Pretoria, it is technically backstopped directly by the Senior Enterprise Specialist in Pretoria. The day-day management of the project by the PMU is guided by the Project steering Committee (PSC)-which in addition to the CTA, comprises the ILO area office Director (South Africa); ILO Enterprise Specialist (Pretoria); representatives of workers' unions (SATAWU and UTATU-SARHWU), the Flemish and Dutch governments; and Transnet management. The PSC has been meeting every quarter (every 3 months)-with minimal variations to deliberate on project implementation issues and provide relevant guidance to the PMU. The overall organizational structure is as depicted in figure 1 below:

Figure 1: PWD Project Management Arrangements



With regard to project administration and governance arrangements, the Mission, through literature review and field interviews, observed the following:

- ✚ Project management and governance arrangement described above was viewed by virtually all respondents as having been good and had served project implementation quite well. In particular, the establishment of the PSC-with its multi-stakeholder representation was seen as a big asset, especially in terms of enhancing broad-based ownership and support of project objectives and activities and also in terms of providing the PMU with overall guidance on project implementation-which the Committee undertook quite effectively as evidenced by minutes of meetings that were provided to the Evaluation Mission.
- ✚ PSC quarterly meetings were held with very minor re-scheduling and such meetings were generally characterized by good attendance and active participation members;
- ✚ All parties involved were generally clear about their respective roles and responsibilities in the project;
- ✚ Backstopping role by DWST was described by PMU staff to have been excellent in that it provided regular guidance and on a timely basis-despite being geographically separated.
- ✚ Although not on a regular basis, the PMU also received adequate technical and administrative support from ILO field offices and headquarter (Pretoria, Addis Ababa-ROAF and Geneva);
- ✚ The project enjoyed fairly adequate political will on the part of the Government of South Africa, and had reasonably good support to the ideals of the project from a wide spectrum of immediate beneficiaries owing to perceived relevance to their socio-economic needs and their involvement in project matters -albeit more strongly at the senior management level of both DCT and labour unions and to a lesser at the lower level cadre due to lack of adequate understanding of the project aims in general;

3.4.2 Monitoring and Evaluation

With respect to project and monitoring and evaluation (M&E), the Mission observed the following:

- ✚ While generally stated clearly, most indicators of achievement as contained in the Project Appraisal Document Log Frame (see **Appendix 4**) did not fully comply with the SMART²¹ principles in that:
 - *Some indicators of achievement were not specific enough* and/or were more defined in the language of outcomes (e.g. output 2.1-“increased knowledge among port workers about international best practices in HRD strategies and policies”; output 3.2-“Local BDS providers competent in the delivery of services”; and Output 4.2- “Port stakeholders see these career and livelihood choices successfully through”)-necessitating some degree of re-definition on the part of the PMU without of course losing the thrust of project objectives, anticipated outcomes and impact;
 - *Some indicators of achievement were too unrealistic* taking into account the timeline of the project (e.g. inclusion of both Durban and Richards Bay as target areas, output 1.2-external port stakeholders including the entire maritime cluster and local communities)-which necessitated a strategic decision by the PSC to focus only on DCT and EThekweni Maritime Cluster (EMC).
 - Virtually all indicators of achievement had *no specified targets and were not time bound*-though the PMU subsequently set the time lines for each of the activities and specific output and outcome targets as part of their work planning, albeit gender-specific targets were omitted.
 - There was *no baseline data*-though the PMU made every effort to establish baseline data and information for some indicators of achievement during the project implementation phase.

²¹ Which is an acronym relating to monitoring and evaluation indicators of achievement and referring to *Specific, Measurable, Attributable Realistic and Time-bound*.

- Some indicators of achievement were not quantitatively and/or objectively measurable (e.g. job quality index, customer satisfaction index, level of comprehension of port workers of workers of the opportunities and risks associated with the amended HRD policies and the new career development offerings)-though an attempt was made to provide guidance in the PAD.

Notwithstanding the above-listed issues Mission observed the following positive attributes of the M&E framework:

- ✚ The project had a very good monitoring and evaluation tool in the form the **“traffic-lights” based strategy map** which was used effectively for tracking project performance²². While ILO is already pilot-testing a more advanced project performance tracking tool (“dashboard”) the only problem with the strategy map is not user-friendly as it is normally on an A3 size which is not easy to see as whole on a normal computer of print with normal printers.
- ✚ The **PMU regularly collected relevant data** (quarterly, bi-annually and annually)-which was used for decision making by the PMU and PSC, but was not able to dis-aggregate all such data in terms of gender all such other aspects-with the exception of the number of jobs retained and/or created; and number of stakeholders trained under various training modules.

3.4.3 Knowledge Management and Information Sharing

The project document (page 23) states that *“the PMU will systematically document information generated during implementation and widely disseminate it among local stakeholders, APEC and STC and also share such information with the ILO offices, and the project manager would participate in knowledge sharing events organised by ILO, local stakeholders and other development partners”*. While the project seemed to fairly good knowledge management systems, the Mission was seriously concerned with the narrow and weak information sharing systems of the project. Narrow in the sense that information sharing seems to have been focused on the higher management level of DCT and the labour unions, leaving the majority junior staff deprived off key project information, and weak in the sense that project information dissemination systems seem to have been confined to a few channels (e.g. workshops, training sessions and meetings-especially for the PSC). In this regard, there was no evidence with respect to the use of mass media communication channels such monthly, quarterly or annual bulletins, newsletter and magazines (e.g. Portside) of both DCT and labour union, project brochure and fliers as well as radio and TV news flash.

Weakness pertaining to information sharing is evidenced by the apparent lack of adequate and common understanding especially among lower cadre staff in both DCT and the Labour Unions regarding what the project was all about-hence the persistence of mistrust and suspicion between and among various stakeholders at DCT. *The Mission attributes the problem of narrow and weak information sharing systems to the lack of a project-wide communication strategy, which in the view of the Mission ought to have been prepared right at the inception stage*. In fact, other than the provision for the review of existing mechanisms of communication with external stakeholders (activity 1.2.1) and a mention of the “the behaviour change communication toolkit for the workplace in relation to communication on prevention of HIV/AIDS (page 10), the project document did not provide for the preparation of a project-wide communication strategy. In this regard, the Mission recommends the development of a communication strategy for phase II, right at the inception stage.

3.4.4 Collaboration with other ILO Projects and Other Development Agencies

Except for the limited interaction with the HIV/Aids specialist towards the later part of the pilot phase with a view to develop a sector specific HIV/AIDS training manual (Project proposal cited), the project has had no collaboration with other agencies.

²² For this M&E tool, **green** colour indicates that activity implementation is on track (where if ticked means the activity is completed); **amber** colour signals a warning light that delay is likely, and **red** colour indicates effective delay or failure in implementation.

3.5 EFFICIENCY OF RESOURCE USE

In accordance with the terms of reference, this section addresses the following issues: (i) Adequacy of resources-including human and financial, and whether they were strategically allocated; (ii) Efficiency of resource use and extent to which the project leveraged on external sources; (iii) Alignment of work plans with implementation schedule of activities; and budgetary plans with disbursement and expenditures;

3.5.1 Project Resources

The main project resources dealt with by the Mission included human resources (including expertise), finance, and implementation timeline.

3.5.1.1 Human Resources

As indicated earlier, the core project team comprised three (3) members of staff, the CTA-who was on a full time basis and located in the project area (Durban), the NPO-who was on 50% basis and located in Pretoria, and the FAA-who was on a full time basis but located in Pretoria. The three members of staff made up the PMU. This team also benefited, not just from the backstopping role of the Senior Enterprise Specialist in Pretoria, but also from support by ILO offices (headquarter and field) and the PSC. With regard to human resources, the Mission observed the following:

- ✚ While most respondents felt that the core project team of the project (3 people) was adequate to implement the project only with the changes that were introduced by the PSC during the implementation phase as indicated earlier²³, the general view was that the core PMU team and the timeline allocated for the implementation of the project (2 years), would have been inadequate to implement the project as envisaged in the original design. In other words, the view is that the team would have found it extremely difficult to attain some of the key targets within a period of two years had the decision to narrow down the focus of the project had not been made.
- ✚ Notwithstanding, the changes that were introduced by the PSC, the workload of the project team, especially the CTA, still ended up quite heavy due a number of unforeseen factors, including the general negative mindset to change on the part of some key members of both DCT management labour unions and workers; the apparent deep-rooted mistrust and suspicion among and between port management and workers; the high turnover of key staff at DCT; and to limited extent, adequate commitment on the part of high level TPT & DCT management. In some instances some of these factors resulted in the re-scheduling of some activities (e.g. the planned joint social dialogue training which was rescheduled to 12th -14th March 2013 after several attempts; and repletion of activities e.g. re-induction of newly recruited management personnel as a result of the high staff turnover).
- ✚ Despite all the above-mentioned odds, the project, with support by the Senior Enterprise Specialist, PSC and other stakeholders still managed to deliver impressively on the planned outputs primarily because of what the Mission considered as good technical capability, commitment, team spirit, patience and inter-personal relationships on the part of the PMU members-especially the CTA. Unfortunately, some respondents felt that the CTA exhibited too much patience and that he ought to have been more assertive. Others felt that the patience was valuable to the project as the stakeholders needed to be nurtured very carefully given the undercurrent relating to mistrust and suspicion. Yet others felt that the patience ought to have been more guided and strategic.
- ✚ As an overall guiding organ of the project, the PSC should be supported technically by other arms of the project to avoid the committee from getting bogged down detailed technical matters of the project;
- ✚ Locating the CTA within Transnet was a very good strategy and contributed to project success by way of ensuring close and interactive engagement Transnet, DCT and Union management. However, a few

²³ That is re-focusing project activities only on DCT and leaving out Richards Bay; internal stakeholders (DCT-management and labour) and leaving out external port stakeholders-the broader Maritime Cluster, port management authorities, and local communities; and on SOP leaving out external BDS providers.

respondents felt that the CTA should be located at DCT and not at Transnet Headquarters-which in the view of the Mission would not have made much difference to project performance.

- ✚ Although the NPO provided notable support to the project, locating this member of staff in Pretoria when the activities were concentrated in Durban reduced her interaction with project beneficiaries and therefore effectiveness of her role including support to the CTA.

Based on the above findings, the Mission recommends the following for a phase II of the project.

- ✚ In the event a phase II of the project is designed to DCT and another port or ports in or outside South Africa; *additional staff-i.e. in the form of project officer (s) should be recruited* to support the CTA-who would otherwise be overwhelmed by expanded project work load. The project officer (s) should be located at the project site, not Pretoria.
- ✚ For more effectiveness stakeholder-based *project sub-committees or Thematic Working Groups (TWGs)*²⁴ should be established to support the PSC-whose main responsibility should be to provide overall guidance to project implementation based on advice from technocrats.

3.5.1.2 Financial Resources

As indicated earlier, the project finance comprised a budget of US\$ 1.27 million with equal funding from the Flemish and Dutch Governments, and an expected additional “in-kind” contribution from local partners, primarily Transnet amounting to US\$ 250,000. The following is a summary of key observations by the Mission with respect to issues relating financial resources.

- ✚ *Adequacy of Resources:* Many respondents felt that the *budget was adequate only in light of the strategic changes that were introduced by the PSC* during project implementation phase narrowing the geographical scope and groups of target beneficiaries of the project -without which the resources would have ended up being thinly distributed to the detriment of effective delivery on outputs, outcome and impact;
- ✚ *Economy and Efficiency of Resource use:* While it was not possible to carry out a full “value for money audit”, the Mission observed that the *PMU consistently upheld the principles of economy, and efficiency of resource use* throughout phase I of the project by consistently applying stringent procurement procedures of goods and services, and by applying cost-savings measures-for example use of Transnet resources by the CTA at no financial cost.
- ✚ *Effectiveness of Resource use:* The PMU maximised on effectiveness of resource use by way of utilizing higher ratios of project budget towards benefiting target beneficiaries more directly-with approximately US\$ 860,767 or close to 67.8% of the total budget going towards supporting beneficiaries directly by way of a wide range activities including seminars, training and study tours, among others;
- ✚ *Leveraging of External Resources:* The project has also leveraged on external resources from local partners-primarily Transnet by way of training services and venues;, travel and accommodation; equipment; office and car parking spaces, printing and secretarial services in support of the CTA-all amounting to *approximately US\$ 240,719* over the last two years²⁵;
- ✚ *Financial Burn Rate:* Although the project’s burn rate or expenditure as a percent of total budget was estimated at about 78.3% by the time of the Mission, it is expected to reach *between 98% and 100% by 31st March 2013*-after payment of remaining activities (e.g. mutual gains training for management and labour, advanced planner training, assessment of planning capacity and consultancy services, among other things).
- ✚ *Financial Disbursements:* According to the PMU, financial disbursements were generally on time and there was fairly good alignment between expenditure plans, and disbursements;

²⁴ These TWGs should cover all the thematic areas including social dialogue, capacity building and BDS services, HR policy and Strategy reforms and so on.

²⁵Transnet provided support to the project in cash and in-kind to the tune of 2 million Rands (about US\$ 224,719) in areas mentioned and supported to the CTA in the areas mentioned at estimated financial cost-equivalent of US\$ 8,000 per year.

While the project performed quite well with respect to financial management as indicated above, the following issues are worth noting:

- ✚ *Project activities were not always in line with work and expenditure plans as defined or desired by the project team-largely due to unavoidable delays in some activities. This for example the “joint social dialogue training/mutual gains training for management and labour” which was planned to take place much earlier in the project implementation cycle but could not take place because of unavailability of the DCT management staff²⁶.*
- ✚ *Some key stakeholders seemed rather unhappy with budget management-related issues-in particular the level of exposure to budget information, how it decided and allocated between activities (without their involvement) as well as distribution of fixed cost across activity budgets. The Mission however noted that PMU has since presented budget information in PSC meetings beginning April 2012.*

²⁶ *Though planned to take place much earlier, joint social dialogue training/mutual gains training for management and labour took place 12th -14th March 2013*

3.6 IMPACT ORIENTATION AND SUSTAINABILITY

Some of the key factors underlying impact orientation and sustainability of a project include stakeholder ownership, commitment and “buy-in” to project objectives and interventions-which is hinged relevance and strategic fit to livelihood and development needs of target stakeholders; capacity building of local stakeholder institutions; sustainable business-orientation of interventions and incentives; completeness of intervention mix and their complementarity; and existence of enabling policy and regulatory environment; among other things.

Indeed, the project document (page 20) placed strong emphasis on facilitating a sustainable market exchange for industry-specific business development services geared towards corporate business in the transport sector-in this case the DCT by committing the project to build on existing local institutional BDS service providers; use of the multiplier approach involving TOTs so as to enhance outreach and to diversify risk; focus on technical support to coordinators, facilitators and service providers at the pre-service transaction level, minimization of subsidies in service delivery; match supply and demand side interventions by not only improving breadth and depth of pre-existing services but also by stimulating service uptake and repeat usage; and promote a replicable approaches.

3.6.1 Sustainability of Project Activities

The project team consistently and successively pursued some of the above-listed strategies and the Mission firmly believes that there are high prospects for sustainability and impact of project activities beyond its life, on account of the following observations:

- ✚ *Relevance and strategic fit* to livelihood and development needs of target stakeholders which was overwhelmingly confirmed by respondents met during field interviews including DCT and labour union management, as well as workers;
- ✚ *Ownership and institutionalization of project activities* especially with respect to the PSC, TPT/DCT, Workers Unions and SOPO;
- ✚ *Capacity building activities* – especially in terms of training of DCT and labour unions staff as well as SOPO based on the multiplier approach (i.e. using trainers of trainers) in areas with high demand e.g. social dialogue, MDWT and planner training;
- ✚ *Increasing acknowledgement of potential mutual benefits of project interventions-* among DCT and labour union management, workers and BDS providers-in this case SOPO;
- ✚ *Improvement of enabling environment through HRD policy and regulatory reforms-* which on the downside the Mission noted the slow speed towards this end on the part of Transnet, but on the upside the fact that, the organisation started integrating the MDWT strategy into Durban Container Terminal Corporate Strategic Framework as from June 2012, in addition to recognizing some of the interventions in the context of its overall Market Demand Strategy (MDS).
- ✚ *Replicability of the ILO systemic enterprise development approach supported by the multiplier approach* adopted by the project through involving SOPO and DCT based trainers of trainers;

3.6.2 Realized and Potential Impact

While the full impact of the project cannot be accurately established at this stage, the Mission was sentient of the already emerging impact. Examples of such impact include:

- ✚ Full (100%) retention of jobs and creation of an additional 106 employment at DCT over the two years of the project;
- ✚ Reduction of work days lost to industrial action from an average of 13.5 days during 2010/2011 period to zero which no doubt has saved DCT a huge amount of revenue loss;
- ✚ Increase in customer satisfaction by about 11.4% during the life of the project-which is likely to have impacted positively on DCT’s business volume;






- ✚ Reduction of staff turnover in DCT from 2.92% to 1.98%-which may have contributed to organization stability and business growth;
- ✚ Enhancement of women's employment having increased their share of DCT total employment opportunities from 19% to 21% during the life of the project;
- ✚ Significant savings on the part of DCT through the use of TOTs generated through project intervention.

Notwithstanding already realised and potential benefits of the project, the Mission is of the view that progress towards sustainability and impact is likely to be undermined by the following factors:

- ✚ The apparent continued misconceptions about the project objectives and approach-which in the view of the Mission is largely due to inadequate and broad-based consultations and information dissemination-though the problem is slowly diminishing;
- ✚ Lack a communication strategy to support information flow and dissemination;
- ✚ Lack of clear exit strategy to inform the project on what needs to be in place at the end of the cycle (irrespective of the outcome of negotiations for a phase II);
- ✚ Continued high turnover of middle and senior staff at DCT/Transnet;
- ✚ Institutional instability of SOPO due to its continued restructuring;
- ✚ Slow and inadequate commitment on the part of some of the key stakeholders-including Transnet with respect to project related reform interventions especially with regard to HRD policies;

4.0 OVERALL CONCLUSION

The overall conclusion of the Mission regarding the PWD project is as follows:

-  *Relevance and Strategic Fit:* Project objectives, planned outputs, anticipated outcomes and impact were, and still remain relevant to socio-economic development aspirations and livelihood needs of virtually all stakeholders including immediate, ultimate and other beneficiaries. This played a very important role towards “buy-in” to project ideals and support during implementation. Virtually all respondents were eager for a phase II of the project as they feel that they need more of its interventions.
-  *Validity of Project Design:* Although the foundational information base upon which the project was conceptualized and designed was indeed relevant, inadequate to determine in reasonable detail, the pre-existing social dynamics at the port of Durban-especially the state of general negative mindset to change and the level of mistrust and suspicion between port management workers-as it came to be realised during the implementation phase. The view of the Mission is that lack adequate information in this regard led to two things: Firstly, it led to underestimation of the level of effort that the PMU needed to tackle relevant issues. Secondly, it resulted under-informing the project on priority interventions and their sequencing. Two other issues are also worth mentioning, namely, that there seems not to been broad-based stakeholder consultations at the design stage-hence the general misconception about the ideals of the project among some stakeholders in DCT and labour unions; and that ILO seems to underestimated the time needed for the inception phase of the project-particularly in relation to recruitment of staff and setting up of necessary project infrastructure management systems.
-  *Project Performance and Effectiveness:* Despite the unforeseen problems, such as the delay in project start up; the shortened project time line (22 months) even after being granted a “no-cost extension” of four (4) months; the general negative mindset towards change; the apparent inter-party mistrust and suspicion among and between stakeholders at the DCT; high turnover of DCT management staff; and the continued restructuring of SOPO; the project still managed to deliver and even surpass most of the set targets by impressive margins. An overwhelming majority of respondents viewed the quality of project outputs to have been quite good. The Mission attributes the success of the project two main factors. Firstly, the strategic changes that were introduced by the PSC to the project scope, especially in terms of geographical and stakeholder coverage. Secondly, adequate technical expertise and commitment on the part of PMU staff to project work and the consistent support from both the PSC and ILO offices
-  *Project Management Arrangement and Efficiency of Resource Use:* This was seen by a majority of respondents to have been appropriate and indeed having served the project quite well. The PMU received adequate and timely support from ILO offices. Lack of a communication strategy for the project contributed negatively to information dissemination hence the continued problem relating to misconception among some stakeholders especially the lower cadre members of staff in both DCT and labour unions. The project utilized project resources quite prudently and also managed to leverage a significant amount of resources from local stakeholders.
-  *Impact Orientation and Sustainability:* The project has high prospects for sustainability and impact and some impacts have already been realised in the areas of cost-savings and employment among other things. Faster and smooth progression towards full sustainability and impact may however be undermined by apparent continued misconceptions about the project objectives and approach; lack a communication strategy to support information flow and dissemination; continued high turnover of middle and senior staff at DCT/Transnet; institutional instability of SOPO due to its continued restructuring; and the slow and inadequate commitment on the part on Transnet with respect to HRD-related policy and regulatory reforms.

5.0 EMERGING LESSONS LEARNED

Based on literature review, field interviews and observations by the Evaluation Mission, the following lessons emerge:

5.1 What are the emerging good practices?

- That *relevance of intervention play a vital role towards realization of broad-based support and quick “buy-in”* by target beneficiaries and other stakeholders including national public and private institutions as well as donor agencies-and adequate market diagnosis should be given emphasis;
- That *experiential learning, including through study tours and exchange visits is an effective way of fast-tracking knowledge acquisition, attitude change and capacity building* in general;
- That while the *ILO-Systemic Enterprise Approach to development works even under complex situations* it must be backed by adequate information which should invariably be generated at project conceptualization and design;
- That *allowing for some degree of flexibility plays a vital role in ensuring effective delivery on project objectives in a situation where targets are unrealistic in scope* given project timeline, human and financial resources²⁷;
- *Building capacity of local institutions to in turn build the capacity of ultimate target beneficiaries* enhances project performance and effectiveness through multiplier effects;
- That *maintaining an “open-door” policy as was done by the PMU plays a useful role in enhancing stakeholder trust, ownership and support*;

5.2 What should have been different?

- The *inception phase should have given enough time to cater project operationalization* (including setting up project infrastructure and recruitment of project staff);
- *Adequate data and information should have been gathered during project design* to facilitate sufficient understanding of social dynamics at DCT, determine pertinent issues and therefore project focus and sequencing of interventions²⁸;
- *Broad-based and joint consultations approach should have been adopted during throughout the project cycle (i.e. during design and implementation phases)*²⁹-to facilitate common understanding, avoid misconceptions, enhance broad-based “buy-in”, ownership and support;
- While it has shown that *social dialogue-oriented interventions require patience, such patience requires not only to be strategic but should also be complemented with some degree of assertiveness on the part of implementation team-* to avoid undue delays in bringing about the required change;
- *An appropriate communication strategy should have been developed and operationalized* right at the beginning of the implementation phase to guide and facilitate effective information sharing with various stakeholders;

5.3 What should be avoided in the next phase?

- For effective delivery, *too much ambition should be avoided* especially in terms of geographical scope, stakeholder coverage, the number of indicators of achievement and targets.
- *Allocating less than 24 months for the implementation phase (for phase II) should be avoided*-to avoid the kind of rush witnessed during phase I.
- For effective and timely support of the CTA, *situating the NPO in Pretoria (outside the project area) should be avoided*.
- *Omission of gender-specific targets should be avoided*;
- *Omission of an exit strategy in the second phase should be avoided in the second phase*;

²⁷ Refer to the strategic changes that were introduced by the PSC during project implementation;

²⁸ In the case of PWD, it appears the level and intricacies of inter-party mistrust and suspicion at DCT were not fully understood at the project design stage;

²⁹ Which is what actually that necessitated holding of two main events during the implementation phase, namely; the stakeholder project information sharing session held at the ILO Pretoria office on 6th September 2011 and also the Consolidated Stakeholders Workshop-“Planning Together a Project That Services Our Needs” held during 22nd -23rd September 2011.

6.0 MAIN RECOMMENDATIONS

The following is a summary of the Mission's key recommendations for phase II:

- (i) The timeline for Phase II should be at least 24 months (excluding time required for staff recruitment and setting of project infrastructure;
- (ii) For greater effectiveness, phase II should **avoid being too ambitious** in terms of planned outputs, geographical and stakeholder coverage; and in this regard should only focus on deepening project activities at DCT, and roll out only in Maputo port-not more as was being floated by some respondents;
- (iii) Appropriate **project communication and exit strategies for phase II should be developed in consultation** with stakeholders and operationalized so as to support and enhance information sharing among various stakeholders;
- (iv) Phase II should emphasize **joint consultative meetings and training** to facilitate effective and open inter-party (employers and workers) interactions towards sustainable social dialogue during phase II;
- (v) Ensure that the log frame for phase II has specific, measurable, realistic and time bound indicators of achievement including **clear and measurable indicators of achievement and targets for gender mainstreaming and equality**;
- (vi) **Provide for staff positions for two (2) NPOs** in the proposal for phase II (one each for DCT and Maputo) and ensure that the each is situated at the project site-not Pretoria so as to ensure adequate interaction with stakeholders and effective support to the CTA;
- (vii) Establish sub-committees or **thematic working groups (TWGs)** with each focusing on relevant project intervention areas (e.g. social dialogue, skills development, HRD policy & reforms, publicity and information) and support the PSC through provision of evidence-based inputs to the work of the PSC towards the agenda of the project-particularly promotion of social dialogue;
- (viii) **Boost capacity building and training component of the project** through updating of the Port Development Program (PDP) master training module to make it relevant to present day situation (also local capacity expertise); broadening delivery of key training interventions beyond the supervisory level to include senior management staff (short sessions of 1-2 days for senior managers)and workers; stepping up capacity building of SOPO and expanding social dialogue to its PDP training programme; increasing experiential learning through study tours-which have proven to be quite effective; inclusion of technical skills, mentors and Adult Basic Education Training (ABET)courses in the project training packages; and increasing the period for Basic/Advanced Planner Training & Social Dialogue from 2 to 3 weeks-as most respondents felt that the allocated time was too short;
- (ix) Explore, through a consultative process, the possibility establishing a **"basket fund"** to provide a mechanism for project support by willing stakeholders including Transnet and other local and external organizations;
- (x) Seek **greater commitment from Transnet Senior Management** (regarding HRD policy reforms and financial support);
- (xi) While **embracing patience with stakeholders** during project implementation, the PMU should ensure that such it is not only guided but also strategic-to avoid unnecessary drag of project activities as witnessed with some stakeholders during phase I of the project;

7.0 APPENDICES

Appendix 1: List of People Interviewed

	Name	Organisation	Title	Type of Interview	Date
1.	Limphe Mandoro (Mr.)	ILO	Social Dialogue and Labour Administration Specialist	Telephonic	27-02-2013
2.	David Maenaut (Mr.)	Flemish Rep (SA)	Donor Representative	Telephonic	28-02-2013
3.	Chantel Belrose (Ms.)	ILO	Monitoring and Evaluations	Telephonic	28-02-2013
4.	Andreas Klemmer (Mr.)	ILO	Senior Enterprise Development Specialist (Portfolio Manager)	Telephonic	28-02-2013
5.	Luzelle Yon Lestrade (Mrs.)	ILO	National Programme Officer	Telephonic	28-02-2013
6.	Neeran Ramjuthan (Mr.)	ILO	CTA-(Project Manager)	Individual-Face to Face	03-03-2013
7.	Michelle Phillips (Ms)	Transnet	Executive Manager: Innovation and Continuous Improvement	Individual-Face to Face	04-03-2013
8.	Willie Coetsee	Transnet	Transnet Strategy Section	Individual-Face to Face	04-03-2013
9.	Moshe Motlohi (Mr.)	Transnet	Executive Manager: Strategy	Individual-Face to Face	04-03-2013
10.	Sandia Pellegrom	Dutch Embassy	Donor Representative	Telephonic	04-03-2013
11.	Linda Chonco (Ms.)	Transnet	SOPPO-Manager	FGD-Face to Face	05-03-2013
12.	Jan Wepener (Mr.)	Transnet	SOPPO-Training Manager	FGD-Face to Face	05-03-2013
13.	Thamsanqa Makhathini (Mr.)	Transnet	SOPPO-Training Facilitator	FGD-Face to Face	05-03-2013
14.	Lorraine Wentzel (Mrs.)	SATAWU	Full-time shop steward	Telephonic	05-03-2013
15.	Nathaniel James (Mr)	SATAWU	Shop steward	FGD-Face to Face	06-03-2013
16.	Fazil Khan	SATAWU	Shop steward	FGD-Face to Face	06-03-2013
17.	Prince Zungu	SATAWU	Shop steward	FGD-Face to Face	06-03-2013
	Leon Fourie (Mr.)	UTATU SARWHU	Shop steward	FGD-Face to Face	06-03-2013
18.	Norman Krauspe (Mr.)	UTATU SARWHU	Shop steward	FGD-Face to Face	06-03-2013
19.	Jane Rajaharam (Mrs.)	UTATU SARWHU	Shop steward	FGD-Face to Face	06-03-2013
20.	Mpumi Ngobese (Mrs.)	UTATU SARWHU	Shop steward	FGD -Face to Face	06-03-2013
21.	Cyprian Cele (Mr.)	DCT	Human Resources Manager	FGD-Face to Face	06-03-2013
22.	Lulamile Mtetweni (Mr.)	DCT	Senior Operations Manager	FGD-Face to Face	06-03-2013
23.	Boysie Mthembu (Mr.)	DCT	Assistant Terminal Manager	FGD-Face to Face	06-03-2013
24.	Alan Udaichand(Mr.)	Transnet	Principal Consultant	FGD-Face to Face	06-03-2013
25.	Thulani Dlamini (Mr.)	DCT	MDWT-Manager	FGD-Face to Face	06-03-2013
26.	Vis Loganathan (Mr)	DCT	Planning Manager	FGD-Face to Face	06-03-2013
27.	Chris Reddy (Mr.)	DCT	Planning Officer	FGD-Face to Face	06-03-2013
28.	Bryan Stanley (Mr.)	DCT	Planning Officer	FGD-Face to Face	06-03-2013

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29.	Hector Danisa (Mr.)	DCT	Terminal Executive	Individual-Face to Face	06-03-2013
30.	Raymond Nazar (Mr.)	Belgian Consulate,	Consul	Individual-Face to Face	07-03-2013
31.	Inviolata Chinyangarara	ILO	Workers Activities Senior Specialist	Telephonic	07-03-2013
32.	Steven Marais (Mr.)	UTATU SARWHU	Full-time shop steward	Telephonic	07-03-2013

Appendix 2: Stakeholder Validation Workshop Notes

Notes taken by: Carmen Möllmann

General Workshop Information:					
Date of Workshop:	08 March 2013				
Time of Workshop:	10h00:12h00				
Number of Participants (excluding the ILO)	Total: 11 (plus 2 ILO)				
	Men:	9	Women:	2	PLWD:
Sample for analysis	Validation Workshop				

1. Introduction and background to meeting

As part of the project final evaluation, a validation workshop was held with core stakeholders to gain further insights into the findings. The participants represent Transnet management, SATAWU, UTATU-SARWHU, The ILO project CTA and the independent evaluator. These notes represent the input from the participants to assist the evaluator. The meeting started at 10h07, with Neeran giving an introduction and handing over to Stanley who gave a presentation to the project and findings (see PowerPoint slides) followed by participants inputs captured below.

2. Inputs from Participants

The participants' input to the evaluators' presentation and findings were:

- Request to change "UTATU" to "UTATU SARWHU"
- The interaction with the EThekwinini Maritime should have increased dialogue and interaction with the project.
- The mistrust between management and labour was a core issue at the design stage and more consultation should have been done in design. The ILO was frustrated initially with the project due to the mistrust issues.
- Increased knowledge was based on the evaluation questionnaire was based on 6 components; a target of 95% was too ambitious as no base line was available.
- Output 3.1 should be changed from 3 to 4 new training products and subsequent change to achievement.
- Outcome 2 indicators do not exist and is controlled by Transnet Group and is not under the control of the project therefore it is not measured but will be reviewed in phase 2.
- Staff appreciation rate was calculated on 120 randomly selected employees and all data is available for verification.
- The percentage calculation was questioned to check if the calculations were correct, and the evaluator explained the calculation.
- Level of job quality: the baseline data was collected in Nov 2011 using the data from the Transnet culture survey, no further data is available as the Nov 2011 results was the last time the culture survey was undertaken.
- Error made on PWD leveraged: Should be \$230 000 not \$23 000.
- Basket fund: Transnet should do a motivation to the shipping lines to develop a basket fund.
- The tariff structure to handle the constrainers includes the money included in infrastructure and therefore cannot claim the road damage.
- Be careful about going to industry for more money but be open to discuss options to get to a win-win situation...The basket fund should benefit all (workers, Transnet and customers).
- The technical skills is critically important... the school of ports does not provide for technical. This is something to consider in phase 2. The training must be rooted in at the school which is a challenge for the project; Evidence is missing to prove the case.
- The ILO measures a project to when it is entered into the system not when it actually starts being implemented. It took 10 months to get a fully functional office...
- CTA agreed with findings on communication, broaden and deepen consultation.
- The development and changing outputs cannot be changed after the fact.
- Consultations with high level done for Phase 2 but consultations have not filtered down.
- Third party inputs
- UTATU SARAWU thanks the ILO and (to some degree Transnet) for the project
- Social dialogue sessions very helpful and if things can run this way over the next few months there will have positive results for the terminal.
- The recommendations on sub committees and communication is critical in phase 2
- Incorporate someone from the port communications side
- Very comprehensive summary of the project – thank you!
- The social dialogue made a huge difference!!
- The presentation and the detailed report will be circulated to stakeholders
- It is a good project but there is still misunderstanding, specifically around mission directed work.
- The project will distribute the report to labour through Lorraine, Steven and shop stewards will have a chance to comment through them.
- The ILO training that was implemented managed to achieve what managers could not do in years.
- The workers liked the project because they saw the results and benefits,
- The training also holds management accountable,
- SATAWU says Thank you to the ILO, the social dialogue has done a world of good at the terminal and hopes to engage more.
- The developmental agenda must be pushed forward in phase 2.

The meeting ended at: 12h 05

Appendix 3: List of Participants of the Stakeholder Validation Workshop



Final Evaluation of the Port Work Development Project Validation Workshop					
Date	8 th March 2013	Venue	199/203 North Ridge Road (Peter Mokaba Road) Name of Boardroom: Umkhumbi 2 nd Floor		
Time	10h00 to 13h00	Facilitator	Stanley Karuga	Signature	

No	Name	Surname	Representation	email Address	Signature
1.	Alan	Udaichand	Management	Alan.Udaichand@transnet.net	
2.	Boysie	Mthembu	Management	Boysie.Mthembu@transnet.net	
3.	Carmen	Armstrong	ILO	carmen.armstrong@yahoo.co.uk	
4.	Cyprian	Cele	Management	Cyprian.Cele@transnet.net	
5.	Faizal	Khan	SATAWU Shop Steward	Faizal.Khan@transnet.net	
6.	Leon	Fourie	UTATU SARWU Shop Steward	Leon.fourie@transnet.net	
7.	Irin	Smith	SATAWU Shop Steward	Irin.smith@transnet.net	
8.	Linda	Chonco	Management	Linda.chonco@transnet.net	
9.	Lorraine	Wentzel	SATAWU Full time Shop Steward	Wentzel.lorraine@transnet.net	
10.	Mduduzi	Nkosi	SATAWU Shop Steward	Mduduzi.Nkosi2@transnet.net	
11.	Michelle	Phillips	Management	michelle.phillips@transnet.net	
12.	Mpumi	Ngobese	UTATU SARWU Shop Steward	Mpumi.ncube@transnet.net	
13.	Neeran	Ramjuthan	ILO	ramjuthan@ilo.org	
14.	Steven	Marais	UTATU Full time Shop Steward	Steven.marais@transnet.net	
15.	Willie	Coetsee	Management	Willie.Coetsee@transnet.net	
16.	NORMAN	KEMPE	UTATU SARWU	Kempe.Norman@transnet.net	
17.	TSKISO	MONEUOR	SATAWU	TSKISO.MONEUOR@transnet.net	
18.					

Appendix 4: Original Log Frame of the Project

OUTPUTS	Tentative output indicators	Sources of information	Implementation assumptions
<p>1.1. A firmly institutionalized social dialogue mechanism linking internal port stakeholders that is reflective of international best practice</p> <p>1.2. A forum for social dialogue between internal and external port stakeholders (building on the existing Container Terminal Operator Forum and the Maritime Clusters)</p> <p>2.1. Increased knowledge among port stakeholders about international best practice in HRD strategies and policies</p> <p>2.2. Refined HRD policies and regulations in the Port of Durban and the Port of Richards Bay</p> <p>2.3. The HRD policy objectives are firmly anchored in higher level business strategy</p> <p>3.1. HRD related training and advisory service products tailored to the needs of the ports</p> <p>3.2. Local BDS providers competent in the delivery of these services</p> <p>4.1. Port stakeholders have understanding about the risks and benefits associated with the HRD effort and make informed career and livelihood choices</p> <p>4.2. Port stakeholders see these career and livelihood choices successfully through</p>	<ul style="list-style-type: none"> Evidence of formalized and fully operational social dialogue mechanisms linking internal stakeholders Internal stakeholder satisfaction rate with these social dialogue mechanisms Evidence of formalized and fully operational social dialogue mechanisms with external stakeholders External stakeholder satisfaction rate with these social dialogue mechanisms Increase in knowledge as a direct result of study tours, training and advisory services Evidence of regulatory reform of HRD policies and systems Evidence of amendments to the corporate strategy of Portnet facilities in Durban and Richards Bay No of new training products to market No of trainer consultants certified competent in the delivery of these products Level of comprehension of port workers of the opportunities and risks associated with the amended HRD policies and the new career development offerings No of port workers registering for career counselling and successive staff development activities 	<ul style="list-style-type: none"> Information from the project M&E system (linked to the Ports quality control system) End of project evaluation Physical evidence Opinion surveys Focus group discussions 	<p>Social partners in both ports pro-actively support a dialogue-driven competitiveness improvement initiative.</p> <p>ILO has the capacity to facilitate access to knowledge on international best practice in the delivery of workforce centered productivity improvement programmes (through in-house resource persons or by drawing on third party experts in APEC and other bodies).</p> <p>The School of Port Operations and where applicable other local BDS providers have the capacity to absorb the new knowledge on international best practice in the delivery of workforce centered productivity improvement programmes.</p>
ACTIVITY CLUSTERS	Tentative activity indicators	Sources of information	Implementation assumptions
<ul style="list-style-type: none"> A review of the existing mechanisms for social dialogue in the Ports of Durban and Richards Bay Study tours for stakeholder representatives to assess international best practice of social dialogue in ports and other transport facilities Advisory services to re-engineer existing social dialogue mechanisms Capacity building support for each stakeholder group to mediate their interests through the refined system Training of senior management representatives in how to better balance financial and non-financial objectives in the long-term business strategy of both ports Training of line managers and operational level staff in selected business functions in workforce centered productivity improvement programmes Advisory services and on-site coaching support for operational level staff to implement the newly acquired knowledge on the shop floor Review of existing HRD training packages in the local market Adaptation of existing/development of new HRD training products Training and coaching of trainer consultants Awareness campaigns tailored to each stakeholder group Counselling support to make informed career and livelihood choices Facilitation of access to skills training and financial resources 	<ul style="list-style-type: none"> Research/review reports Study tour reports Seminar/Workshop reports Trainer activity reports Awareness raising/information materials 	<ul style="list-style-type: none"> Information from the project M&E system (linked to the Ports quality control system) End of project evaluation Physical evidence 	<p>National and international resource persons deliver as per service contracts</p>

Target Group(s): Social partners in the Port of Durban			
Project title: Promotion of Decent Work in the South African Transport Sector		Project duration: 18 months (phase I)	
Project structure	Indicators	Means of verification	Assumptions
<p>DEVELOPMENT OBJECTIVE/ EXPECTED IMPACT</p> <p>Creation of decent employment for women and men</p> <p>The corresponding overall project outcome are more sustainable port businesses that create decent and productive jobs, including for Youth, women, and people living with disabilities, Bay</p>	<p>Draft long-term impact indicators</p> <ul style="list-style-type: none"> No of employment opportunities retained/newly created in the Ports (disaggregated by age, gender and disability status) Job quality index (constructed from selected basic conditions of employment indicators, employment equity indicators and stability of employment relationship indicators) Unionization rate Social protection index (constructed from three indicators, namely access to basic social insurance, occupational injury rate and HIV and AIDS awareness rate among workers) 	<p>Sources of information</p> <p>Baseline surveys</p> <p>End of project evaluation</p>	<p>Sustainability assumptions</p> <p>It is assumed that GoSA and its social partners continue to assign highest level political priority to the promotion of decent work in South Africa in general, and in the transport sector in particular</p>
<p>IMMEDIATE OBJECTIVES/PROJECT OUTCOMES</p> <ol style="list-style-type: none"> To promote a more dialogue-driven mediation of stakeholder interests in the Port of Durban and the Port of Richards Bay To create a more conducive policy and regulatory framework for 'doing business' in the Ports, with emphasis on human resources development (HRD) and management and in line with the transformation agenda of GoSA To strengthen the capacity of local Business Development Services (BDS) providers, among them prominently the School of Port Operations to in turn provide port stakeholder groups with a range of workforce centered training and advisory services To enable port workers to fully unlock the benefits of the staff development effort <p>The corresponding immediate project outcomes are as follows: The stakeholder groups making up the social system of the Port of Durban and the Port of Richards Bay emphasize on social dialogue rather than industrial action or other forms of disruptive protests (in the case of external stakeholders) to mediate their vested interests. The human resource development policies of both Ports emphasize a rights-based approach that seeks to empower rather than merely manage staff. In line with international best practice in the transport sector, Local BDS organizations - among them prominently the Port of Durban Training Academy - have sustainable in-house capacity to develop the human resources of the Ports through a range of training and advisory services. Finally, port workers have long-term and intimate employment relationships with Portnet.</p>	<p>Draft end of project outcome indicators</p> <ul style="list-style-type: none"> Transnet Port Terminals in Durban and Richards Bay are benchmarked as internationally leading employer in their HRD policies and strategies Staff appreciation level of revised HRD system No of days in production lost due to industrial action Corporate image associated by external stakeholders with Portnet Staff appreciation level of revised HRD system No of BDS products that continue to be available in the market after the end of the programme phase Staff satisfaction rate with these products Staff retention rate 	<p>Sources of information</p> <p>Baseline surveys</p> <p>End of project evaluation</p> <p>Information from the project M&E system (linked to the Port quality control system)</p> <p>Business climate surveys</p>	<p>Development hypothesis</p> <p>It is assumed that the key to increased Port competitiveness is a workforce centered productivity improvement programme that treats staff not as a factor input but as central to sustainable business</p> <p>It is furthermore assumed that Port stakeholders principally subscribe to, and collaborate in the spirit of, the development hypothesis above</p>

Appendix 5: Terms of Reference



International Labour Organization

PROJECT INDEPENDENT FINAL EVALUATION

of

Promotion of Decent Work in the South African Transport Sector (Phase 1)

Port Work Development Project

Project Code	SAF/10/03/MUL
Budget	1,27 million US\$
Donor	Dutch and Flemish Governments
Time scale	December 2010 – March 2013
Geographical Coverage	Durban, Kwazulu Natal Province
Evaluation Period	25 February – 27 March 2013

1. Introduction and Background on the Project

This term of reference (TOR) is designed to support a consultant to conduct an independent final evaluation of the Port Work Development Project. The purpose of the evaluation is to validate actual achievements of immediate project outcomes/objectives as per the project logical framework (Log Frame).

The evaluation will assess the project design, project performance, project management arrangements, monitoring and evaluation arrangements, and project sustainability. The evaluation will conclude on findings, recommendations and lessons learned that could feed into the design of a possible follow-up phase of the project.

2. Brief Background on the Project and Context

The Port Work Development Programme (PWDP or the Project) is aimed at boosting the competitiveness in the transport sector of a key industry player, namely Transnet, by focusing on Transnet Port Terminals and more specifically at Durban Container Terminal. The project is equally funded by the Flemish and Dutch Governments with a total amount of \$1,27 million. The design of the Port Work Development Project as a pilot project is to demonstrate the emerging systematic approach to the promotion of Decent Work. It is anticipated that over the duration of the project and through a combination of interventions, determined by way of social dialogue and ranging from workplace improvement measures to functional and technical/vocational skills training, the aims of the project shall be achieved.

The overall project outcome is sustainable Port businesses that create decent and productive jobs, including for youth, women and people living with disabilities. The immediate objectives of the project are:

- (1) To promote a more dialogue-driven mediation of stakeholder interests in the Port of Durban – Durban Container Terminal (DCT),

- (2) To create a more conducive policy and regulatory framework for 'doing business' in the Port (DCT) with emphasis on Human Resource Development (HRD),
- (3) To strengthen the capacity of local Business Development Services (BDS) providers, among them predominantly the School of Port Operations in Durban to in turn provide Port stakeholder groups with a range of workforce-centred training and advisory services, and
- (4) To boost the capacity of all Port stakeholders to fully unlock the benefits of the HRD effort.

Two sets of target group beneficiaries for the project have been identified namely; immediate and ultimate beneficiaries. The immediate beneficiaries are the institutions capacitated by the project to in turn capacitate the ultimate beneficiaries. The main immediate beneficiary groups to be reached through the project are the unions representing port employees, the port management authorities and selected BDS providers providing any of the above stakeholders with workforce-centred training and advisory services, among them predominantly the School of Port Operations. The ultimate beneficiaries are the intended beneficiaries of the initiative, among them prominently employees and employers in the Port of Durban, but also external stakeholders with a vested interest in the Port, like members of the local community

Identified in the project are two developmental partners the project aims at forging strategic partnerships with (i) Antwerp/Flanders Port Training Centre (APEC) and (ii) STC. Both APEC and STC are recognised international centres of excellence in the provision of port specific training and advisory services. In the past both these training centres have collaborated with the School of Port Operations in the provision of training courses.

The project intervention strategy is inspired by the system enterprise development approach of the ILO. Four system levels of interaction of stakeholders are distinguished:

- i. Meta-level: Norms, values and perceptions held by stakeholders across system levels towards port work development
- ii. Macro Level: The regulatory framework defining the 'rules of doing business' at Durban Container Terminal
- iii. Meso-level: interventions that aim at boosting the capacity of local BDS organisations to in turn boost the delivery capacity of business stakeholder groups
- iv. Micro-level: The 'market place' where interventions that aim at stimulating demand among these business stakeholders groups for capacity building support from the meso level providers, and to maximise the benefits derived from these services.

The Port Work Development Project had duration of 27 months and a budget of USD 1.27 million. Effective implementation started six months late in the project cycle due to unavoidable delays. The initial project-end date was November 2012, but given the start-date delay a four month extension was granted and the new project end-date is thus March 2013.

A number of changes, not reflected in the project document, have been made to date, and these should be taken into account during the evaluation:

- The project document makes reference to the "first phase is on piloting the new approach in the Ports of Durban and Richards Bay" however the project was piloted at the Port of Durban only and specifically at Durban Container Terminal.
- In the project document output 1.2 makes reference to a forum for social dialogue between internal and external port stakeholders building on the existing Container Terminal Forum and the Maritime Cluster, in this regard the Project has had limited interaction with only the EThekweni Maritime Cluster (EMC). In view of additional and more relevant social dialogue activities under output 1.1, the Steering Committee made a decision to defer output 1.2 to a possible phase 2 of the project.
- In the project document reference is made to immediate beneficiaries, referring to unions representing port employees, the port management authorities and selected BDS providers, in this regard through focusing on Durban Container Terminal the project has not engaged with Port Management Authorities further the project has not focused on BDS providers but limited to the School of Port Operations.
- In the project document reference is made to the ultimate beneficiaries are the intended beneficiaries of the initiative, among them prominently workers and employers in the Port of Durban, but also external stakeholders with a vested interest in the Port, like members of the local community. In this regard through focusing on Durban Container Terminal the project has only extended benefits to employees and employers at Durban Container Terminal. Further, the project has not dealt with external stakeholders, for example such as the local community.

3. Project management arrangements

The project management unit (PMU) comprises three individuals and is run on a full-time basis by an ILO Chief Technical Advisor (CTA). The CTA is supported on a 50% basis by a National Programme Officer, who assists with quality control, monitoring and evaluation, and implementation of activities. The CTA is further supported by a full-time Finance and Administration Assistant. The PMU is under the overall supervision of the Office Director. The CTA is technically backstopped directly by the Senior Enterprise Specialist in Pretoria, Andreas Klemmer. The CTA is based at the Transnet offices in Durban, and the rest of the unit is based at the ILO offices in Pretoria.

The CTA is guided by a project steering committee comprising the ILO Area Office Director for South Africa, the Senior Enterprise Specialist, the Flemish and Dutch donors, and Transnet Management and Labour representatives. The Steering Committee meets at least every quarter.

4. Purpose, Scope and Clients of the Final Evaluation

a. Purpose

The independent evaluation serves two main purposes:

- i. Give an independent assessment of achievements of the project across the four immediate objectives; assessing performance as per the targets and indicators of achievement at output and outcome levels; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities;
- ii. Provide recommendations for the second phase of the project and similar projects in terms of strategies, institutional arrangements, partnership arrangements and any other area within which the evaluation team wish to make recommendation.

b. Scope

The scope of the evaluation covers the entire project period, i.e. from December 2011 to 31 March 2013. The operational areas covered are Transnet Port Terminals, including the Durban Container Terminal, School of Port Operations, Pier 1 and Pier 2. The evaluation will cover all immediate objectives of the project, with particular attention to synergies across objectives. The evaluation will assess all key outputs that have been produced since the start of the project. The evaluation will also assess the implementation of the recommendations made by the midterm evaluation carried out in August 2012. In particular, the evaluation will make recommendations regarding:

- Progress made towards achieving the project outcomes/objectives
- Internal and external factors that influence achievements or lack of achievements
- Management of the operation of the project
- The extent of government buy-in, support and participation in the initiative
- Strategic fit of the initiative within the context of the DWCP
- Relevance of the initiative within national development priorities/frameworks
- Knowledge management and sharing
- Results based measurement and impact assessment systems
- Systems for Risk analysis and assessment

c. Clients

The primary clients of the evaluation include the constituents of the ILO (represented by the Project Steering Committee), project partners and stakeholders, the project management office, the ILO office director (South Africa), technical back-stoppers at ILO headquarters and field specialists, the evaluation focal points, and the donors. The results of this evaluation will feed into the design and strategy of a possible phase 2 of the Port Work Development Project

5. Evaluation Criteria

The evaluation will address ILO evaluation concerns such as i) relevance and strategic fit, ii) validity of design, iii) project progress and effectiveness, iv) efficiency of resource use, v) effectiveness of management arrangements and iv) impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation³⁰. Gender concerns will be based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007). The

³⁰ ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 2012

evaluation will be conducted following UN evaluation standards and norms³¹ and the Glossary of key terms in evaluation and results-based management developed by the OECD's Development Assistance Committee (DAC). In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the outcomes/immediate objectives of the project using the logical framework indicators.

The evaluation will be carried out from 25 February to 27 March 2013 and the stakeholder consultations and interviews will take place in Durban in the week of 4 – 8 March 2013.

6. Key Evaluation Questions

As mentioned in the previous section and in line with ILO evaluation guidelines, the project should be assessed against six evaluation criteria. A number of questions have been developed for each set of criteria, as set out in the table below. The following key evaluation questions (second column; these are not extensive) are expected to be answered through the final evaluation:

Table 1: Key evaluation questions

Evaluation criteria	Related key evaluation questions
a. Validity of design	<ul style="list-style-type: none"> Was the design process adequate? Do outputs causally link to the intended immediate outcomes/objectives? How do the immediate objectives link to the broader development objective? Did the project adequately consider the gender dimension of the planned interventions? Do the project objectives and outcomes adequately address gender concerns? Has the project carried out a proper consultation and involvement of tripartite constituents during planning, implementation and monitoring?
b. Relevance and strategic fit	<ul style="list-style-type: none"> Is the programme directly supporting the national development priorities and the Decent Work Country Programme? How appropriate is the intervention strategy and did it prove effective in meeting the project's objectives? How well does it complement other relevant ILO projects in South Africa? Does the project align with ILO's mainstreamed strategy on gender equality?
c. Project progress and effectiveness	<ul style="list-style-type: none"> Were the project outputs achieved and is the quality satisfactory? Were outputs produced and delivered so far as per the work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women? To what extent were the immediate objectives/outcomes achieved? How efficient was the project in delivering on its outputs and objectives? Are there any unintended results of the project?
d. Adequacy and efficiency of resource use,	<ul style="list-style-type: none"> Are resources (human resources, time, expertise, funds etc.) allocated and used strategically to provide the necessary support and to achieve the broader project objectives? Are the project's activities/operations in line with the schedule of activities as defined by the project team and work plans? Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently? How efficient was the project in utilizing project resources to deliver the planned results?
e. Effectiveness of management arrangements	<ul style="list-style-type: none"> Is the management and governance arrangement of the project adequate? Is there a clear understanding of roles and responsibilities by all parties involved? Was the project receiving adequate administrative, technical and - if needed - political support from the ILO office and specialists in the field (Pretoria and Addis Ababa (ROAF)) and the responsible technical units in headquarters? Is the project receiving adequate political, technical and administrative support from its national partners/implementing partners? Is the project collaborating with other ILO programmes and with other donors in the country/region to increase its effectiveness and impact? Were the available technical and financial resources adequate to fulfil the project plans? How effective were the technical backstopping support provided so far by ILO (regional office, DWT Pretoria and Geneva) to the programme?

³¹ ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation

	<ul style="list-style-type: none"> ▪ Have targets and indicators been sufficiently defined for the project? ▪ How effectively the project management monitored project performance and results? Is a monitoring & evaluation system in place and how effective is it? Is relevant information systematically collected and collated? Is the data disaggregated by sex (and by other relevant characteristics if relevant)? ▪ How effectively did the project management office monitor project performance and results? ▪ Was information shared and readily accessible to national partners?
f. Sustainability and Impact orientation	<ul style="list-style-type: none"> ▪ To what level are project interventions owned and sustained by national partners? ▪ Did the project succeed in integrating its approach into the local institutions? ▪ Did the project succeed in developing a replicable approach that can be applied with modifications to other sectors? ▪ Were the programme strategy and programme management steering towards impact and sustainability?

7. Methodology to be followed

The evaluation will employ three methodologies: document reviews, key informant interviews and a validation workshop.

i) Document review

The evaluator shall familiarize him/herself with the project through a review of relevant documents. These documents include inter alia: Project Document, minutes of meetings (steering committee meetings and others), workshop reports, work plans, strategy maps and other monitoring and evaluation tools, progress reports and monitoring reports. Selected documents will also be made available to the evaluator via e-mail.

ii) Key Informant Interviews

- a. The evaluator will be available at Transnet Port Terminals / Durban Container Terminal to carry out key informant interviews.
- b. Interviews/consultations will use a simple questionnaire designed to solicit feedback on opportunities and constraints to the delivery of project outcomes.
- c. The questionnaire will be developed by the evaluator in consultation with the evaluation manager
- d. Interviews/consultations will be conducted face-to-face or by telephone. The evaluation manager with the support of the project staff will arrange the interviews and where necessary provide a venue and communication facilities.
- e. Interview categories include project staff (CTA, Programme Officer, Finance and Administration Assistant, technical back stopper in Pretoria), stakeholders (constituents, donors), and selected other ILO staff or project partners. A list of interview categories will be provided to the evaluator for selection.

iii) Validation workshop

- a. One validation workshop will be held at Durban Container Terminal / TPT. The workshop will be attended by key stakeholders. Including those with whom consultations / interviews were held prior to the workshop.
- b. The evaluator will develop a workshop programme in consultation with the evaluation manager. The workshop will be designed in such as way as to solicit feedback from attendees on the opportunities and constraints to the delivery of project outcomes, and to validate initial findings and conclusions
- c. The evaluator will consult with the evaluation manager on the group to attend the workshop. Project staff will support the workshop and provide venue and workshop facilities as requested by the evaluation manager.

8. Main Outputs

The evaluator will provide the following main outputs:

- A draft report for comment
- Workshop presentation
- A final report

The evaluator will produce a concise final report according to the ILO evaluation guidelines and reflecting the key evaluation questions. The quality of the report will be determined by conformance with Checklist 4 'Formatting Requirements for Evaluation Reports', and Checklist 5 'Rating for Quality of Evaluation Reports'. The maximum length of the final report should be about 30 pages long. The expected structure of the final report as per the proposed structure in the ILO evaluation guideline is outlined below:

- Cover page with key project and evaluation data
- Executive Summary
- Acronyms
- Description of the project
- Purpose, scope and clients of the evaluation
- Methodology
- Clearly identified findings for each evaluation criterion
- Conclusions
- Recommendations
- Lessons learned and good practices
- Annexes

The evaluator is required to append the following items:

- Terms of Reference
- Data collection instruments
- List of meetings / consultations attended
- List of persons or organizations interviewed
- Attendance register of validation workshops
- List of documents / publications reviewed and cited
- Any further information the evaluator deems appropriate can also be added.

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with Word for Windows.

The evaluator shall submit a draft report to the Evaluation Manager no later than one week following completion of the evaluation mission. The Evaluation Manager will solicit and revert promptly with collective feedback from project staff and partners in order for the evaluator to finalize the report. The quality of the report will be assessed against the ILO evaluation checklists 4 and 5. Adherence to these checklists should be considered a contractual requirement when submitting evaluations to ensure full remuneration of the contract. All evaluation report submissions must include a MS Word and a PDF version.

9. Management Arrangement and Work Plan

a. Composition evaluation team

The evaluator will be a highly qualified senior evaluation specialist with extensive experience in evaluations and ideally also the subject matter in question

b. Evaluation Manager

The evaluation team will report to the evaluation manager (Ms. Chantel Bellerose at bellerose@ilo.org) and should discuss any technical and methodological matters with the evaluation manager should issues arise. The evaluation will be carried out with full logistical support and services of the project, with the administrative support of the ILO Office in Pretoria.

c. Work plan & Time Frame

The evaluation process is expected to be concluded within four weeks (effectively translating into 19 work days as per the work plan below). The field evaluation will take place in Durban during the week of 4 – 8 March 2013 as set out in the work plan below. The CTA and Evaluation Manager will be the direct focal points for support during this time. Following the field evaluation, five (5) working days are allocated for development of the draft report, i.e. 11 – 15 March 2013. The draft report should be submitted for comment latest by 18 March 2013 to the Evaluation Manager, Ms. Chantel Bellerose at bellerose@ilo.org. A presentation of the draft report will be made to the project steering committee in Durban on the 20th March 2013 by the consultant. One week will be allocated to concerned parties to provide inputs, where after the Evaluation Manager will return the draft report to the evaluator by latest 22 March 2013. The final report will be submitted to the Evaluation Manager by latest 27 March 2013.

The table below gives an indication of the planned activities in the final evaluation process with the corresponding timelines.

Activities	1	2	3	4
Weeks & Month (2012)				
EVALUATION MISSION: Durban Container Terminal / Transnet Port Terminals – Durban South Africa				
Consultant Preparation (discussions with Evaluation Manager and Project Manager) & Document Review (4 days) : 25 – 28 February 2013				
Key informant interviews and Validation Workshop (3 days in Durban) : 4 – 7 March 2013				
Validation workshop with selected stakeholders (2 days) : 1 day preparation and 1 day workshop: 8 March 2013---10.00 AM-1.00 PM.				
Return to Kenya 9 March 2013				
REPORTING				
Draft Report (8 days) : 11 – 18 March 2013				
Submission of Draft Report: 19 March 2013				
Draft report presentation, audio conference Q and A (1 day) : 20 March 2013				
Comments on Draft Report: 20 – 23 March 2013				
Submission of consolidated comments to Consultant: 24 March 2013				
Preparation and submission of Final Report (4 days) : 28 March 2013				

For this independent evaluation, the final report and submission procedure will be followed:

- The consultant will submit a draft evaluation report to the evaluation manager.
- The evaluation manager will forward a copy to key stakeholders for comment and factual correction.
- The evaluation manager will consolidate the comments and send these to the evaluator.
- The evaluator will finalize the report incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated. He/she will submit the final report to the evaluation manager
- The Evaluation manager will forward the draft final report to the Regional Evaluation Focal person for review who will then forward it to EVAL for approval.
- The evaluation manager officially forwards the evaluation report to stakeholders and PARDEV.
- PARDEV will submit the report officially to the donor.

The evaluation will comply with UN Norms and Standards and UNEG ethical guidelines will be followed. This TOR is accompanied by the code of conduct for carrying out the evaluation.

10. Profile of consultant

- Masters degree in business, development management related graduate qualifications
- A minimum of ten (10) years professional experience in midterm, final or post-project evaluations and/or impact assessment of externally funded projects.
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Excellent communication and interview skills.
- Excellent report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.

11. Documents to be provided to consultant

- Port Work Development Project Document
- ILO evaluation guidelines
- ILO PROGEVAL guidelines: checklist 4
- ILO PROGEVAL guidelines: checklist 5
- Code of Conduct
- Decent Work Country Programme for South Africa 2010 to 2014
- Steering committee minutes
- Midterm review report
- Progress, training, meeting and mission reports

- Logframe and applicable M&E documentation

Appendix 6: Bibliography

- Bulk Career Path and Competency Proposed Plan (Power Point Presentation)
1. Competency Based Training in the Ports Sector in South Africa (Power Point Presentation- 25 Jan. 2010)
 2. Consolidated Stakeholders Workshop Report (September 2011)
 3. Decent Work Agenda for Africa- 2007–2015 (April 2007)
 4. DWCP for South Africa; 2010-2014 (September 2010)
 5. EThekweni-Portside Magazine (January 2013)
 6. Flemish Government-Foreign Policy Paper (2009-2014)
 7. ILO-Gender Mainstreaming Strategy (2010-2015)
 8. ILO-Handover Notes from Lestrade (February 2013)
 9. MDWT Project Implementation Plan - DCT 25 June 2012
 10. Midterm Final Report (30th August 2012)
 11. Minutes of PSC Meeting (08-02-2012)
 12. Minutes of PSC Meeting (08-08-2012)
 13. Minutes of PSC Meeting (13-04-2012)
 14. Minutes of PSC Meeting (20-11-2012)
 15. Minutes of PSC Meeting (25-08-2011)
 16. Minutes of PSC Meeting (30-01-2013)
 17. New Growth Path Framework for South Africa (November 2010)
 18. Ports project progress report January - January 2012
 19. Ports project progress report January - June 2012
 20. Ports project progress report January - September 2011
 21. Ports project progress report January- December 2012
 22. Ports project progress report July 2012
 23. Ports project progress report January 2012
 24. Progress report January-September 2011
 25. Progress Report January-September 2011 7 October 2011
 26. PWD Ambassador Dinner Presentation - 4 June 2012
 27. PWD Consolidated Event Presentation 23 Sep 2011
 28. PWD Draft Work Plan (January-March 2013)
 29. PWD Final Budget Summary (20th March-2013)
 30. PWD Final Results Indicator (March 2013)
 31. PWD Intermodal Conference Power Point Presentation 6 September (2012) ICC Durban
 32. PWD Power Point Presentation (Geneva Nov 2011)
 33. PWD Power Point Presentation (Sharks board) 20 August 2012
 34. PWD Power Point Presentation to Labour 7 July 2011-TPT
 35. PWD Project Appraisal Document- SAF-10-02 MUL. South African Ports Project Document
 36. PWD Project Financial Report Summary for year 2013
 37. PWD Strategy map January - February 2013
 38. PWD Work Plan (December 2012)
 39. PWD Work Plan (July 2012)
 40. PWD Work Plan (May 2012)
 41. PWD Work Plan (November 2011)
 42. South Africa-National Development Plan for Vision 2030 (November 2011)
 43. South Africa's National Policy Framework for Women's Empowerment and Gender Equality
 44. South Africa-UNDAF (2007-2010)
 45. Transnet Market Development Strategy (MDS)