



PROMOTION OF DECENT WORK IN SOUTHERN AFRICAN PORTS (PHASE II)

PORT WORK DEVELOPMENT PROJECT

INDEPENDENT MID-TERM EVALUATION

Final Report

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Acronyms and Abbreviations

ILO	International Labour Organization
APEC	Antwerp/Flanders Port Training Center
BDS	Business Development Services
CCT	Comissao Consultiva do Trabalho
CI	Continuous Improvement
CTA	Chief Technical Advisor
DCT	Durban Contain Terminal
DWA	Decent Work Agenda
DWCP	Decent Work Country Programmes
EPWP	Expanded Public Works Programme
EXCO	Executive Committee
FAA	Finance and Administrative Assistant
FICA	Flemish International Corporation Agency
GCE	Group Chief Executive
INEFP	Instituto Nacional do Emprego e Formação Profissional (National Institute for Professional Formation)
LBC	Local Business Committee
MPDC	Maputo Port Development Company
MSME	Micro-, Small and Medium Sized Enterprises
MTE	Mid-Term Evaluation
MDWT	Mission Directed Work Team
M&E	Monitoring and Evaluation
NDP	National Development Plan
NEDLAC	National Economic Development and Labour Administration Council
NGPF	National Growth Path Framework
NPC	National Project Coordinator
OTM	Organização dos Trabalhadores Moçambicanos (Organisation of Mozambican Workers)
PARP	Plano de Acção para Redução da Pobreza (Plan for Poverty Reduction)
PMAESA	Port Management Association of Eastern and Southern Africa
PMU	Project Management Unit
PPSE	Public Procurement and the Social Economic
PQG	Programa Quinquenal do Governo (Government Five-Year Programme)
PSC	Project Steering Committee
PWD	Port Work Development
SATAWU	South Africa Transport and Allied Workers' Union
SATUCC	Southern African Trade Union Coordination Council
SCORE	Sustainable Competitive and Responsible Enterprises
SEDF	Sustainable Enterprise Development Facility
SIMPEOC	Mozambiquean Portworker Union
SIMPOCAF	Sindicato Nacional dos Trabalhadores dos Portos e Caminhos de Ferro (Mozambican Railway Workers Union)
SME	Small and Medium Scale Enterprise
TAC	Technical Advisory Committee
TOR	Terms of Reference
TPT	Transnet Port Terminal
TWGs	Thematic Working Groups
USD	United States Dollars
UTATA SARHWU	United Transport and Allied Trade Union-South Africa Railway and Harbours Workers Union

Executive summary

Project background

Purpose, logic, and structure

In 2010, the International Labour Organization (ILO) launched a project on Promotion of Decent Work in South Africa's transport sector. Phase II of the project started in the middle of 2013 and included the DCT Pier 1 and Pier 2, the Port of Richards Bay (specifically Bulk and Multi-Purpose Terminals) and the Port of Maputo. It also included the Maritime School of Excellence in South Africa.

In South Africa, the project is embedded under the Decent Work Country Programme (DWCP) supervisory committee of the National Economic Development and Labour Administration Council (NEDLAC). In Mozambique, it is anchored under the Comissao Consultiva do Trabalho (CCT).

The objective of Phase II was the "promotion of decent work in Southern African Ports", with the immediate objectives formulated as follows:

- Objective 1: To promote social dialogue as a means of conflict resolution among stakeholders within Ports and among port operators in the sub-region;
- Objective 2: To further refine the human resource development strategies of these Ports in line with international best practice; and
- Objective 3: To strengthen the capacity of local port schools to contribute to the implementation of these strategies by providing skills training to port workers.

Day-to-day project activities are managed by the Chief Technical Advisor (CTA), whose office is located at Transnet Port Terminal (TPT) in Durban. The CTA is supported by two cost-shared Project Coordinators (i.e. one in Maputo and another one in Pretoria), and a Finance and Administrative Assistant (FAA). Implementation of Phase II is governed by a Project Steering Committee (PSC) in South Africa and by a Technical Advisory Committee (TAC) in Mozambique.

Present situation

Phase II was launched in June 2013 and was planned to be concluded in May 2015. A total of USD 1 190 086 was committed by the Flemish and Dutch Governments towards the project, and an additional USD 300 000 was pledged by Transnet through in-kind or cash contributions. Approval of the release of funds by the Governments of the Netherlands and Flanders took place on 11 October 2013 and 3 June 2013, respectively, as per contractual arrangements.

Inaugural PSC and TAC meetings to kick-off Phase II of the project took place on 1 October 2013 in South Africa and on 15 October 2013 in Mozambique, respectively, after which various activities were initiated.

Evaluation background

The independent mid-term evaluation was undertaken during August 2014. It was aimed at assessing the progress made across all outcomes and providing strategic and operational recommendations to improve performance and delivery of the project.

The assessment covered the project's progress since the start of Phase II focusing on activities implemented at the DCT Pier 1 and Pier 2, Bulk and Multi-Purpose Terminals at the Port of Richards Bay; Bulk and Break Bulk Terminals at the Port of Maputo operated by the MPDC, and the Maritime School of Excellence. It took into consideration numerous groups of beneficiaries including unions representing employees, employers of the participating port terminals, and the Maritime School of Excellence.

The evaluation results are shared with the Project Management Unit (PMU), technical support and backstopping staff, the respective ILO Country office Directors (i.e. Pretoria and Lusaka), the donors constituents, and in particular the respective PSC and TAC.

Evaluation methodology

The independent mid-term evaluation relied on primary and secondary data obtained from different sources and various groups of participants, thereby allowing for triangulation of data.

- Primary data sources: A total of 26 people were interviewed either face-to-face or over Skype with an additional nine people interviewed during a focus group discussion. Organised interviews followed a semi-structured approach that involved using a combination of a pre-determined set of questions and detailed discussion over specific responses.
- Secondary data sources: Secondary data comprised of PSC meeting minutes, Monitoring and Evaluation (M&E) Reports, Project Document, the mid-term and final independent evaluation reports for Phase I, and other relevant documentation.

Information gathered during primary data collection had some gaps as not all beneficiaries and stakeholders were available for interviews or group sessions, and the time allocated for data collection did not allow engaging with all representatives of stakeholders. This was considered a limitation in the current evaluation. However, any shortcomings associated with the inability to gather information from the selected individuals were addressed during the comment period, which followed the presentation of the draft report.

Evaluation key findings

Relevance and strategic fit

The project is in alignment with the national development priorities of South Africa and Mozambique, as well as the DWCP for these countries. The project is not directly linked with any other programme implemented by the ILO or other United Nations (UN) Agencies due to its specific focus on the port sector. Nonetheless, it is consistent with other work undertaken by ILO in both of the countries, and is in direct alignment with the United Nations' frameworks for cooperation in South Africa and Mozambique. The project also recognised the need for gender mainstreaming.

Validity of design

The project design was informed by various meetings that took place between the ILO and stakeholders. The scope of the project was validated at the first PSC and TAC meetings that took place in October 2013.

The feedback received from various interviewees suggested that the project addressed their needs. However, a strategic needs assessment of all stakeholders was not undertaken at the inception of Phase II, which means that alignment between outputs, objectives, and activities of the project and the stakeholders' actual needs was not always clear. Further to the above, some outputs and activities defined for the project were too broad; in some instances they were vague and open for interpretation particularly as far as the actual scope of the activity is concerned.

The project team made a notable attempt to include gender dimensions into the project design. Although the objectives, outputs, and associated activities defined for Phase II did not differentiate between female and male, gender issues were considered in the implementation of the project.

Project progress and effectiveness

The activities implemented in the first half of Phase II showed the value of social dialogue training and continuous social dialogue practice in improving company's reputation, productivity levels, and staff satisfaction.

- Firstly, the project assisted in retaining the achievements observed at the DCT during Phase I, particularly with respect to eliminating the financial and reputational losses attributed to the industrial actions that hampered operations at the DCT during 2010 and 2011.
- Secondly, the project since the inception of Phase II, also contributed to creation of a more open relationship between employers and employees at the bulk and multi-purpose terminals at the Port of Richards Bay. Through social dialogue activities, the parties were able to resolve issues related to casual labour and internal promotions.
- Contribution towards skills development is another positive aspect that can be highlighted. At the MPDC, the project has shown positive strides towards human resource development, which is a prominent need identified by MPDC.
- The project also made a notable attempt towards gender mainstreaming and achieved the above-average representation of female at the training workshops.

Whereas the project has experienced noteworthy achievements in the first half of Phase II, it has set ambitious goals to extend activities to two additional localities that put extreme pressure on the project team. Due to the ambitious goal and other hurdles faced, the project has fallen behind with respect to many of the activities planned to be achieved during the first half of Phase II:

- Objective 1: To promote social dialogue as a means of conflict resolution among stakeholders within port terminals and among port terminal operators in the sub-region:
 1. The project has made a significant progress with respect to reaching the first objective considering what was planned for the first half of Phase II. The biggest progress among the participating ports was seen at the Port of Richards Bay.
 2. The achievement of all activities planned for the first half of Phase II was not possible due to two major bottlenecks, i.e.:
 - a. the delay in acquiring a letter from Transnet Group Chief Executive (GCE) for the outbound study tour for the group from the Port of Richards Bay; and
 - b. miscommunication and misunderstanding between the ILO and MPDC during the initial stages of the project that lead to the withdrawal of MPDC from the project and jeopardised its implementation in Mozambique.
 3. Considering that a common understanding between tripartite stakeholders in Mozambique was reached in May 2014, successful implementation of activities related to social dialogue at MPDC (Output 1.1) is still possible.
 4. Achievement of desired outcomes with respect to social dialogue among ports (Output 1.2), though, is under significant risk and requires critical revision of what is practicable to be done in the time left on the project.
- Objective 2: To further refine the human resource development strategies of these Ports in line with international best practice:
 1. The project has largely been focusing on the DCT Pier 2 and has made some positive strides in that direction through engagement with the TPT Continuous Improvement (CI) Department; some movement on reaching the desired outcome was also observed in Mozambique.
 2. No activity on achieving this objective has been recorded at the Port of Richards Bay, as the project team is of the view that it first needs to find the optimal solution for the DCT Pier 1 and Pier 2 in close cooperation with Transnet Group CI and TPT CI Department.
 3. The overall progress with respect to the achievement of this objective at the time of mid-term evaluation is limited and it is unrealistic to expect that it will be reached by May 2015.
- Objective 3: To strengthen the capacity of local port schools to contribute to the implementation of these strategies by providing skills training to port workers:
 1. Much of the work to be completed to achieve this objective is scheduled to be delivered upon in the second half of Phase II.

2. With respect to those activities that were planned to be undertaken during the first half of Phase II, little progress can be recorded.
3. Some developments with respect to the introduction of PDP training in Mozambique is observed, but no notable progress is evident in South Africa post completion of Phase I.
4. The little progress recorded on this objective at the time of the independent evaluation raises a concern whether it will be successfully achieved by the end of the project. Firstly, the project should not be ambitious in achieving significant progress in Mozambique considering that the Port School in that country is non-operational. Secondly, the needs assessment, which will inform development of new training products, is yet to be completed.

Considering the above, it is envisaged that the project will not be able to deliver on all activities, outputs, and objectives by May 2015 and will most likely require a no-cost extension of at least six months.

Efficiency of resource use

A total of four people comprised the PMU responsible for the implementation of Phase II in both South Africa and Mozambique. The project management and organisational abilities of the CTA are highly commendable; the composition of the PMU, though, was not sufficient to take on the ambitious objectives of Phase II. An additional post should have been created in Durban to provide administrative assistance to the CTA on a daily basis, instead of having a cost-shared Project Coordinator located in Pretoria.

With respect to financial resources, during the first half of Phase II the project received USD 685 608 or 57% of the funds allocated by Flemish and Dutch Governments. Of this, only 67.4% was committed for spending as of the end of June 2014, which coincides with the fact that the project has not delivered on many of the activities planned for the first half of Phase II. Slightly more than half of the committed spend was allocated to South Africa and the rest to Mozambique.

The expenditure on the project in South Africa is in line with the delivered outputs; however, much of the spending of the project funds allocated for Mozambique was spent on unforeseen activities related to building of the relationship among the project stakeholders.

The project also involved an in-kind commitment from Transnet. However, considering the activities implemented on the project, current contribution of Transnet for this project is a fraction of the USD 300 000 in kind contribution pledged by Transnet.

Effectiveness of management arrangements

Overall, the management of the project was satisfactory; however, identifying and resolving certain shortcomings could have assisted in improvement of the project's performance. These include among others establishment of formal working group sub-committees and a more frequent update on the project's progress.

The project employed various monitoring and information sharing systems such as bi-monthly progress reports, PSC meetings, online project management information system Sciforma, and Dropbox. Although they were largely satisfactory, they were not adequately equipped to measure project's progress on a frequent basis and provide comprehensive feedback on the overall achievement of its objectives.

In addition to the above shortfalls, the support provided by some partners and stakeholders was not always satisfactory. While commitment by stakeholders at the terminal level was generally admirable, involvement and assistance provided by the top management at Transept Group, TPT, and MPDC with respect to certain activities could have been better. Insufficient commitment shown and low priority assigned to the project by top management of the above-mentioned organisations have delayed some of the project activities and contributed to creation of bottlenecks mentioned.

Sustainability assessment

The need to ensure sustainability has been acknowledged at the project's inception and the initially devised approach to ensuring sustainability of the project beyond its lifespan is considered to be sound and practical. However, the project's progress and other challenges faced raise a concern with respect to the future sustainability of initiatives and interventions introduced by the project beyond its lifespan. The project also lacks a clearly defined exit and continuity strategy to assure project's long-lasting legacy.

Conclusion

At the time of the mid-term evaluation, the project has reached a number of milestones, particularly those related to social dialogue at the Port of Richards Bay. While the above achievements are commendable, the project did not progress according to the plan and fell behind on many of its deliverables linked to the three objectives set for the project. Numerous hurdles both in South Africa and Mozambique had to be overcome that negatively impacted the project's ability to remain on schedule and achieve satisfactory delivery on its outputs. A no-cost extension will be required to allow the project to complete outstanding activities.

Lessons learned

- Retaining the same CTA in Phase I and Phase II was conducive for a smooth transition between Phase I and Phase II and reduced some operational risks;
- Activities aimed at promotion of social dialogue strengthen management-labour relationships; however, they can only be sustained by integrating these into internal structures of an organisation;
- The project should have set more practical and realistic goals;
- Planning of initiatives or interventions should have included an exit strategy and a continuity or sustainability plan; and
- A more practical and manageable early warning M&E framework should have been devised.

Emerging good practices

- Social dialogue activities in other ports of South Africa, as well as in other terminals of the existing ports and industries along its backward linkages should be rolled out, but only after sustainability plans are developed and tested; and
- The design of the launch of initiatives should be done in such a way as to have the most prominent and long-lasting positive effect on the participants making use of for example artistic impressions.

Recommendations

- Project design:
 1. Unpack the existing work plan for South Africa with clear indication of activities and milestones to be achieved, and discuss it with the relevant PSC.
 2. Conduct an ad-hoc meeting with the donors and other stakeholders in order to critically review the scope of work for Mozambique and compile a practical but realistic work plan.
 3. Critically assess the scope of Output 1.2 and the merit in pursuing all activities. It is advisable to scale down the respective activities to:
 - Information sharing and best practice discussions between the Port of Richards Bay and the port of Maputo (i.e. specifically MPDC); and
 - Information sharing and lessons learnt sessions between the DCT Pier 1, Pier 2 and the Port of Richards Bay.
 4. Assess whether there is a merit in starting any productivity initiatives at the Port of Richards Bay considering the current situation with respect to the MDWT. It is advisable to firstly do the needs analysis at the Port of Richards Bay and then respond to the most pertinent issues.

5. With respect to Output 3.2, where it relates to non-operational Maputo Port School, exclude activities aimed at training of trainers and coaching thereof and substitute these with the formulation of an action plan on how to revive the Port School in Maputo, which training and skills development to include, service providers to consider, etc.
6. Discuss with the donors the possibility of obtaining a no-cost extension¹ for the project.
- Management, monitoring and evaluation:
 7. Devise a vigorous monitoring framework to provide a more frequent update on the progress of the project on all activities.
- Exit strategy and ensuring sustainability:
 8. Continue lobbying the Group, Regional, and Terminal HR managers in TPT to escalate the project's awareness to a higher level by requesting for a slot at the closest EXCO meeting and call for the top management to take a greater ownership of the project.
 9. Conduct an ad-hoc PSC session in the near future with the purpose of initiating the discussion about the continuity plan.
 10. In consultation with the management and union leadership at the terminals, in the next two-three months devise a continuity plan with a focus on building ownership and integration of social dialogue into routine operations of the already participating terminals. Test the practicality of the continuity plan and amend it if necessary, before the project closes.
 11. Undertake closure meetings at the Port of Richards Bay and the DCT Pier 1 an Pier 2 for the following purposes:
 - To state where they have started and what have been achieved;
 - Recap on the social dialogue principles; and
 - Present the continuity plan.
 12. Focus on finding the optimal solution for continuity of MDWT by forming a working group team comprising of the ILO, Maritime School of Excellence, Change Management, and CI Department to come up with a practical and sustainable solution before the project's closure.
 13. Before the completion of the project, discuss with the top management of the beneficiary organisations and their counter-parties the possibility of rolling-out and up-scaling selected activities in other business units of these organisations post the project closure.

¹ A no-cost extension implies that the project is extended beyond its original project end date. This allows the CTA to complete the scope of work without additional funding. The balance of funds committed by the donors at the start of the project is used to support activities during the extended period.

1. Introduction

This chapter outlines the project background and presents the approach that was followed during the evaluation process.

1.1 Project background

Project context

In 2010, the International Labour Organization (ILO) launched a project on promotion of Decent Work in South Africa's transport sector, i.e. the Port Work Development Project (PWDP), with the overall objective of "*creation of decent employment for women and men*". The project was aimed to contribute to "*sustainable port operations that create decent and productive jobs, with particular emphasis on youth, women, and people living with disabilities*".

The PWDP stems from the ILO Decent Work Agenda (DWA), which goal is to "*promote opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity*" (ILO, 2010). The DWA provides the framework for formulation of country-specific policies but requires to be tailored to the needs and conditions of each country. In this context, the ILO introduced Decent Work Country Programmes (DWCPs), which are the main vehicles for delivery of ILO support to member states with respect to the implementation of the ILO DWA.

DWCPs for South Africa and Mozambique have been launched in 2010 and 2011, respectively. Strengthening fundamental principles and right at work, promotion of social dialogue, and creation of decent work were among the focus areas of these programmes, which paved the way for the formulation and subsequent implementation of the above-mentioned project.

The implementation of the project in the transport sector in particular was motivated through recognition of the sector's notable contribution towards the development of the counties' economies and the identified need of that industry to significantly improve their competitiveness.

Project composition, scope and objectives

Initially, the PWDP was envisaged to be undertaken over a five-year period and completed in three phases, in particular (Karuga, 2013):

- Phase I was to focus on piloting the systemic approach to the promotion of decent and productive employment in the Ports of Durban and Richards Bay;
- Phase II was to involve rolling out of the pilot in other Transnet port facilities in South Africa; and
- Phase III was to include piloting the project in the ports throughout the region.

During the inception of Phase I, its scope was revised to include only the Port of Durban and specifically the Durban Contain Terminal (DCT). This phase was implemented in partnership with Transnet Port Terminal (TPT) and was equally funded by the Dutch and Flemish governments. It was completed in May 2013 and upon the review of its achievements the donors agreed to extend the funding for the project to proceed with the implementation of Phase II and to some degree of Phase III.

The overall objective of Phase II was defined as the "*promotion of decent work in Southern African Ports*". Taking into account the changes to the scope of Phase I, the scope for Phase II was amended compared to the original design and refined. As agreed by the parties and outlined in Figure 1, the amended scope of Phase II covers the DCT Pier 1 and Pier 2, the Port of Richards Bay (specifically Bulk and Multi-Purpose Terminals), the Port of Maputo (specifically Bulk and Break Bulk Terminals), and the Maritime School of Excellence.

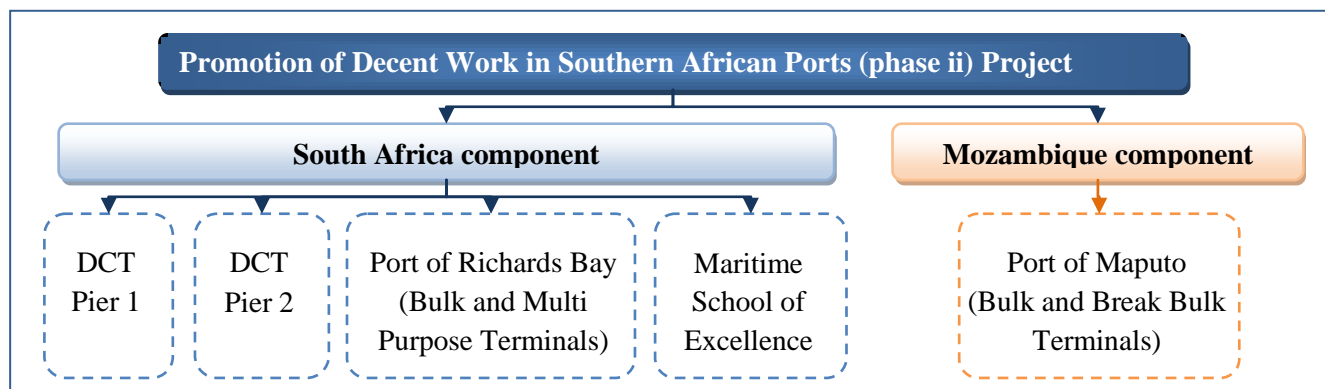


Figure 1: Project scope

The immediate objectives set for Phase II were formulated as follows:

- Objective 1: To promote social dialogue as a means of conflict resolution among stakeholders within Ports and among port operators in the sub-region;
- Objective 2: To further refine the human resource development strategies of these Ports in line with international best practice; and
- Objective 3: To strengthen the capacity of local port schools to contribute to the implementation of these strategies by providing skills training to port workers.

Phase II funding arrangements

The project total budget is USD 1.5 million that is derived from the following sources:

1. USD 1 190 086 is to be provided by Flemish and Dutch Governments, of which:
 - USD 591 634 is to be contributed by the Government of the Netherlands exclusively for execution of the project in South Africa
 - USD 598 452 is to be contributed by the Government of Flanders made available for funding of project activities both in South Africa and Mozambique
2. USD 300 000 is to be contributed by Transnet through in-kind or cash contributions that include training subsidies for port workers, provision of access to training venues, training materials and equipment, co-financing of study tours and fellowships, as well as sponsoring of social dialogue activities

Phase II project management arrangements

Day-to-day project activities are managed by the Chief Technical Advisor (CTA), whose office is located at TPT in Durban and who was also responsible for the implementation of the project during Phase I. The CTA is assisted by the following people:

- A Project Coordinator who is based at the ILO Decent Work Team in Pretoria provides assistance on a cost-shared basis, which involves quality control, monitoring and evaluation, as well as general project implementation duties. A different ILO employee took the position of a Project Coordinator for South Africa in Phase II than the one involved during Phase I.
- A Project Coordinator for Mozambique, based in the ILO Maputo Project Office, provides assistance to the CTA on a cost-shared basis with respect to implementation of Phase II activities designed for Mozambique.
- A Finance and Administrative Assistant (FAA), who is based in Pretoria, provides support to the CTA on a full-time basis.

In South Africa, the project is embedded under the Decent Work Country Programme (DWCP) supervisory committee of the National Economic Development and Labour Administration Council (NEDLAC). In Mozambique, it is anchored under the Comissao Consultiva do Trabalho (CCT).

Implementation of Phase II is governed by a Project Steering Committee (PSC) formed to oversee activities in South Africa and by another Technical Advisory Committee (TAC) formed to manage implementation of the project in Mozambique. Table 1 outlines the composition of these committees in each country as applicable to the project.

Table 1: PSC composition for South Africa and Mozambique

PSC for South Africa	TAC for Mozambique
<ul style="list-style-type: none"> • Director ILO SA Office • ILO Enterprise Resource Specialist • ILO Chief Technical Advisor (Project Manager) • ILO Project Coordinator for South Africa • Management representatives of TPT • Management representatives of the DCT Pier 1 and Pier 2 • Management representatives of the Port of Richards Bay • Representatives of SATAWU • Representatives of UTATU SARWHU • Representative of Maritime School of Excellence • Representative of Flanders (donor) • Representative of the Dutch Embassy (donor) 	<ul style="list-style-type: none"> • ILO Chief Technical Advisor (Project Manager) • ILO Project Coordinator for Mozambique • ILO Project Coordinator for South Africa • Representative of CCT • Representative of Trade Union Confederation • Representative of Employers' Confederation • Representative of Maputo Port Development Company • Government representatives • Representative of Flanders (donor)

Phase II stakeholders

Four sets of stakeholders can be distinguished, i.e. intermediate beneficiaries, ultimate beneficiaries, development partners, and donors. The following table outlines the list of companies and organisations that form part of each group of these beneficiaries.

Table 2: Stakeholders' list

<p>Immediate beneficiaries</p>	<ul style="list-style-type: none"> • Southern African Trade Union Coordination Council (SATUCC) • Consultative Labour Commission (CCT) in Mozambique • South African Transport and Allied Workers Union (SATAWU) at the DCT and the Port of Richards Bay • United Transport and Allied Trade Union South African Railways and Harbours Union (UTATU SARWHU) at the DCT and Port of Richards Bay • Sindicato dos Trabalhadores dos Portos e Caminhos de Ferro (SIMPOCAF) at the Port of Maputo • MPDC Union Committee • Port Management Association of Eastern and Southern Africa (PMAESA) • Transnet Port Terminal management • Durban Container Terminal Pier 1 management • Durban Container Terminal Pier 2 management • Port of Richards Bay Management • MPDC • Transnet Maritime School of Excellence
<p>Ultimate</p>	<ul style="list-style-type: none"> • Employees in participating ports

beneficiaries	<ul style="list-style-type: none"> • Management/employers in participating ports
Development Partners	<ul style="list-style-type: none"> • Antwerp/Flanders Port Training Centre (APEC) • Shipping Training College (STC) (Rotterdam and South Africa) • Flemish Socio Economic Council (SERV) • International Training Centre of the International Labour Organization (ITCILO) • Maritime School of Excellence
Donors and contributors	<ul style="list-style-type: none"> • Flemish Government (cash contribution) • Dutch Government (cash contribution) • Transnet (in-kind or cash contribution) • MPDC (in-kind contribution)

Project implementation timeline

The following major events and milestones characterise implementation of Phase II of the project during its first year of implementation:

- The discussions over Phase II were initiated in February and March 2013 when Phase I was nearing its completion. At that time, the Project Management Unit (PMU) met with the stakeholders in both South Africa and Mozambique.
- The signing of the funding agreement between the ILO and the donors took place on 25 July 2013.
- Implementation of Phase II commenced on 1 June 2013. It was followed by information sharing sessions in both South Africa and Mozambique during the month of July 2013.
- Approval of release of funds by the Governments of the Netherlands and Flanders took place on 11 October 2013, as per the contractual arrangement that stated that the first tranche of funds will be paid in November 2013 upon submission of the liquidity and payment request, and 3 June 2013, respectively.
- The PSC in both South Africa and TAC in Mozambique were established during the first few months of the project's duration with the inaugural PSC meetings taking place on 1 October 2013 in South Africa and on 15 October 2013 in Mozambique. During these meetings, the country level work plans were validated and agreed upon.
- Implementation of Phase II started in the context of the following organisational structural changes and circumstances:
 - The DCT was split into the DCT Pier 1 and the DCT Pier 2 at about the same time as the end of Phase I. The management of the DCT prior the split remained at Pier 2 and stayed largely unchanged, except for the new HR manager who joined in November 2013. The management team appointed to oversee operation at Pier 1, though, was largely new. Since some managers at the Pier 1 were not involved in Phase I they did not have sufficient background to the project at the start of Phase II.
 - When Phase II started, the DCT Pier 1 experienced staff shortages, which limited its ability to assign people to certain project-related tasks; furthermore, they experienced challenges with respect to appropriate facilities where they could run Mission Directed Work Teams (MDWT) meetings in small groups.
 - In September 2013, the management at the terminals at the Port of Richards Bay changed, which on its own improved the working environment and relationships between employers and employees.
 - Transnet National Port Authority School of Ports and Transnet Port Terminals School of Port Operations were merged to form the Maritime School of Excellence; it is yet to achieve full operational capacity.
 - The Maputo Port School was not operational.

1.2 Purpose, scope and clients of the evaluation

Phase II was launched in June 2013 with the intention that it will be completed over a period of 24 months, i.e. by May 2015. At the time of writing of this report, the implementation of Phase II has passed the mid-term milestone, which necessitated its evaluation with respect to the progress and provision of recommendations on the way forward and lessons learnt.

Purpose

The purpose of the independent mid-term evaluation is twofold:

1. Give an independent assessment of progress to date of the project across all the outcomes inclusive of the following:
 - a. assessing performance as per the foreseen targets and indicators of achievement at output level;
 - b. evaluating strategies and implementation modalities chosen;
 - c. appraising partnership arrangements, constraints and opportunities in both Mozambique and South Africa; and
2. Provide strategic and operational recommendations as well as highlight lessons to improve performance and delivery of project results.

Scope and evaluation criteria

The independent mid-term evaluation considers the project progress since the start of Phase II (i.e. June 2013) and covers the following localities, where the project activities have been implemented:

- Durban Container Terminal Pier 1 and Pier 2;
- The Port of Richards Bay and specifically Bulk and Multi-Purpose Terminals;
- The Port of Maputo and specifically Bulk and Break Bulk Terminals managed by the MPDC; and
- The Maritime School of Excellence.

The specific aspects that the evaluation was to focus on are outlined in Appendix 1: Terms of Reference. In summary, they include inter alia:

- Assessment of relevance and strategic fit of the project relative to the priorities and focus areas of the ILO and key project stakeholders;
- Assessment of the adequacy of the project's design and alignment thereof with the needs of the target groups;
- Evaluation of project progress and effectiveness in achieving the desired outcomes and objectives;
- Appraisal of the project efficiency from the resource use perspective and its sufficiency;
- Analysis of sustainability and the capacity of the partner organisations to continue to maintain the results of an intervention after its conclusion;
- Review of effectiveness of management arrangements; and
- Identification of lessons learned and the extent to which these are shared among different project localities.

Clients

The clients of the evaluation include the PMU, technical support and backstopping staff (Senior Enterprise Resource Specialist based at the ILO DWT in Pretoria, and Project Coordinators at the ILO DWT in Pretoria and at the ILO Office in Mozambique), ILO Country Office Directors (ILO DWT in Pretoria, and ILO Country Office for Mozambique in Lusaka, Zambia), the donors and constituents, in particular the respective PSC and TAC.

Duration

The independent mid-term evaluation commenced on 28 July 2014 and will continue until October 2014, when the final report is to be submitted to the Evaluation Manager. Data review and data gathering took place during the period between 28 July and 15 August 2014. The draft report was submitted on 15 September 2014. It was then presented for validation to PSCs in South Africa and Mozambique. The final report takes into account the feedback received from various stakeholders on the draft report.

1.3 Evaluation approach and methodology

The independent mid-term evaluation relied on both secondary and primary data obtained from different sources and various groups of participants, which allowed for triangulation of data.

Secondary data comprised of numerous documents supplied by the PMU, the review of which took place between 28 July and 1 August 2014. The list of the documents reviewed is provided in Annexure 2.

Primary data involved information gathered through one-on-one interviews, focus group sessions, and Skype sessions with various parties involved in the project who represented all groups of stakeholders. These activities took place between 4 August and 21 August 2014, although most of the interviews were completed during the period between 4 August and 13 August 2014.

- A total of 26 people were interviewed on one-on-one basis (23 interviews) or through Skype sessions (three interviews) (refer to Annexure 3). People to be interviewed were selected by the independent evaluator based on the list of 40 individuals representing various stakeholders provided by the PMU. The criteria used to select respondents included the time allocated for the interviews, the prioritisation of individuals who appeared to be more involved in the project and exposed to various activities, and ensuring a representative sample for each group of stakeholders. The organised interviews followed a semi-structured approach that involved a combination of the use of a pre-determined set of open questions (refer to Annexure 4) and an open discussion of selected aspects of the project.
- In order to supplement the information obtained through the one-on-one interviews, three focus group sessions were organised, i.e. one in Durban, one in Richards Bay, and one in Maputo. These were necessary to ensure that the evaluation solicits as much feedback from various parties as possible. However, only the focus group session in Richards Bay took place. Nine people attended this focus group session representing both employers and employees of the Bulk and Multi-Purpose Terminals. The list of people participating in this focus group session is provided in Annexure 5. The other two group sessions did not materialise due of the following reasons:
 - In Durban, the focus group session was organised on two occasions. In the first occasion (i.e. 5 August 2014), it had to be postponed due to last minute cancelations by the participants. The second focus group session was organised for 21 August 2014. On the day of the focus group session, though, none of the people previously confirming their attendance came. Due to the mid-term evaluation financial and time constraints, rescheduling of this focus group session was not pursued.
 - The focus group session for Maputo was organised for 13 August and was to be attended by two people. Due to unavailability of one of the invited representatives who sent an apology beforehand, the focus group session was then converted into a one-on-one interview.

As indicated above, the study was unable to solicit feedback from the participants invited to selected focus group meetings and all representatives of stakeholders. Any shortcomings associated with the inability to gather information from these individuals were then addressed during the comment period.

Once the data were gathered, the evaluator compiled a draft report, which was presented to the PSC in Durban and the LAC in Maputo. The purpose of the presentation of preliminary findings was to validate the information contained in the draft report. Following the presentation of the draft report, written comments from various key individuals and representatives of stakeholders were received; the draft report was then amended and submitted as a final report.

2. Main findings

This chapter presents the key findings of the independent mid-term evaluation. The chapter is structured in line with the key areas of investigation that were defined in the Terms of Reference (see Annexure 1) and summarised in Chapter 1.

2.1 Relevance and strategic fit

This section provides the assessment of the relevance and strategic fit of the project considering various national development priorities of South Africa and Mozambique, respective DWCPs, and the work undertaken by the ILO in these two countries. It also addresses the alignment of the project under review with the gender mainstreaming strategy pursued by the ILO.

Alignment with national development priorities and DWCPs

The scope of work and desired outcomes planned for Phase II are intrinsically aligned with the national development priorities outlined in the strategic development plans developed by both South Africa and Mozambique, as well as with the DWCP of both the countries.

In **South Africa**, the project is in alignment with the key developmental objectives outlined in the National Growth Path Framework (NGPF) and the National Development Plan (NDP). The NGPF calls for a “*strong social dialogue to focus all stakeholders on encouraging growth in employment-creating activities*”. The National Development Plan (NDP) further stresses the need to address issues such as “*improving access to lifelong learning and career advancement*”, as well as “*improving dispute resolution and shop-floor relations*”. It further emphasises the need to “*ensure better workplace relations, more protection of the rights of vulnerable workers, and promotion of an inclusive development path*”.

In addition to the above, the proposed project is in alignment with two of the 12 government delivery outcomes, which were adopted by Cabinet Lekgotla in 2010 and that can be viewed on the Presidency’s website (www.thepresidency.gov.za). These include:

- Outcome 4: Decent employment through inclusive growth; and
- Outcome 5: A skilled and capable workforce to support an inclusive growth path.

Furthermore, the project under review is aligned to the DWCP for South Africa, which is a culmination of a highly consultative process between the ILO and the Social Partners through the mechanism of NEDLAC. NEDLAC promotes social dialogue and has succeeded in establishing itself as an acceptable and invaluable part of the country’s policy making (NEDLAC Annual Report 2010).

The South African DWCP identifies four broad priority areas namely a) strengthening fundamental principles and rights at work, b) promotion of employment, c) strengthening and broadening social protection coverage; and d) strengthening tri-partism and social dialogue. The project under review is in alignment with these priority areas and is specifically embedded under outcome 4 of the South African DWCP that is, “*sustainable and competitive enterprises (including cooperatives) create productive and decent jobs especially among women, youth and persons with disabilities*”.

In **Mozambique**, developmental priorities are defined by strategic documents such as the Government Five-Year Programme (PQG) 2010-2014 and stemming from it the Action Plan for the Reduction of Poverty (PARP). PARP calls for promotion of decent employment as a way of facilitating and developing micro-, small and medium sized enterprises (MSMEs). It also calls for improving employability of people through among others enhancing quality and opportunities for public and private vocational training. Furthermore, the PQG also emphasises the need to address the lack of export competitiveness and weak business environment in the country as a means to enhance sustainable economic growth and reduce poverty.

In addition to the above, the Employment and Vocational Training Strategy 2006-2015 stresses the need to create decent employment as a means to combating poverty. Therefore, it is clear that the project has the potential to contribute to the high level of developmental objectives of Mozambique, particularly where employment, human resource development, and social security are concerned.

The DWCP for Mozambique was formulated through the process of social dialogue setting an objective of contributing to “*the national priorities of inclusive and sustainable growth and poverty reduction by providing opportunities for decent work for all*”. It has set three priority areas, inter alia:

- Poverty reduction through creation of decent work with special focus on women, young people, people with disabilities and people infected and affected by HIV/AIDS;
- Extension of Social Protection to all; and
- Strengthening fundamental principles and rights at work through social dialogue mechanisms at all levels, with emphasis on women, young people, people with disabilities and people infected and affected by HIV/AIDS.

The project under review is in alignment with these priority areas and is specifically embedded under outcome 1.2 of the Mozambique DWCP that is, “*improved conditions for enterprise creation and growth with a view to generating Decent Work, particularly in Micro, Small and Medium Enterprises*”.

Linkages and consistency with other ILO projects

The PWDP is consistent with other work undertaken by ILO in both of the countries, as it shares common goals and objectives with many projects that were recently completed or that are currently executed by ILO. Phase II of the project does not have direct linkages with other projects implemented. However, it compliments other projects by creating a greater range of interventions aimed at achievement of DWCP outputs and increasing concentration of these interventions in the province of KwaZulu Natal.

Linkages with other United Nations (UN) or non-UN organisations at country level

No linkages of the project under review with other UN or non-UN organisations at country level have been established during the evaluation. However, it should be noted that the project is in direct alignment with the United Nations’ frameworks for cooperation in South Africa and Mozambique. More specifically:

- Considering the Government of South Africa-United Nations Strategic Cooperation Framework for 2013-2017, the project falls within the “inclusive growth and decent work” focus area of cooperation of United Nations in South Africa. it specifically responds to the Key Result Area 1: Strengthened national capacity for the harmonization and implementation of policies aimed at promoting inclusive economic growth and decent work.
- Considering the United Nations Development Assistance Framework for Mozambique for 2012-2015, the project is embedded in Outcome 2: Vulnerable groups access new opportunities for improved income and livelihoods, with a special focus on decent employment.

Alignment with ILO’s mainstreamed strategy on gender equality

The Project Document prepared for Phase II of the PWDP stated that “*in line with the development mandate of the ILO, the project will promote gender equality in the world of work by explicitly targeting women workers in the participating Ports, where necessary by fast-tracking their inclusion into skills training offerings*”. This suggests that at the onset of the project, the need for gender mainstreaming was acknowledged, but it was not adequately reflected in the project design as suggested later.

2.2 Validity of design

The purpose of this section is to review the design of the project and analyse it from the perspective of its adequacy considering the needs of various groups of stakeholders, comprehensiveness of activities and outputs, adequacy of the indicators chosen, and the extent to which the project design integrated considerations of gender dimensions.

Adequacy of design

The design of the scope of work for Phase II was largely reliant on the consultations held by the PMU with different stakeholders prior the inception and at the inception stage of Phase II. This approach is deemed to be satisfactory.

Overall, the project design for Phase II retains the focus on creating decent work for men and women and is in line with the broader needs of stakeholders. However, a strategic needs assessment of all stakeholders was not undertaken at the inception of Phase II, which means that alignment among outputs, objectives, and activities of the project and the stakeholders' actual needs was not always clear.

The review of the work plan suggests that the project design appears to be best equipped to address the needs of the Port of Richards Bay and to a lesser degree that of the Port of Maputo. At the same time, the needs of TPT and the DCT Pier 1 and Pier 2 are the least acknowledged in the design of Phase II. At the end of Phase I, the project did not achieve sustainability with respect to social dialogue (i.e. how to integrate it into operational environment) and the MDWT programme, which means that it would be logical to assume that these activities would be prioritised in Phase II. However, Phase II focused largely on activities to be implemented at the Port of Richards Bay and the Port of Maputo, while the aspect of model optimisation and devising a practical exist strategy for the DCT Pier 1 and Pier 2 received a lower priority. Overall, the objective of optimising the model and finding solutions to institutionalise social dialogue and productivity measures based on the experience at the DCT are not clearly stipulated in the design of Phase II.

Aside from the above, the major gaps in the detailed project design that can be identified include, inter alia:

- The project does not involve evaluation of how the initiatives started in Phase I continued to be implemented in Phase II at DCT Pier 1 and Pier 2, which would allow identification of the challenges related to sustainability and inform future planning;
- The project does not include refresher courses on social dialogue; and
- The project lacks outputs and activities aimed at developing sustainability plans or action plans at each locality. Such plans are necessary to ensure continuity of the project activities and integration of the implemented changes beyond their designed timeframe. This is particularly applicable to the fact that the project is in Phase II and no further expansion of the project's scope is envisaged.

Relevance of outputs in relation to intended outcomes and objectives

The devised objectives, outputs and activities are in most instances adequately linked, although some of them can be argued to be vague and open to interpretation depending on the perspective taken. The following can be highlighted:

- Objective 1 calls for promotion of social dialogue as a means of conflict resolution among stakeholders within port terminals and among port terminal operators in the sub-region. The outputs linked to this objectives refer to a) refining social dialogue structure within participating ports based on experience in Phase I, and b) deepening existing social dialogue structure among ports and between ports. The definition of the first output implies that the situation among the ports as far as social dialogue structures and situations are similar. Furthermore, it also creates an impression that the project already has a replicable solution for integration of social dialogue within participating ports. Both of the above assumptions, though, are incorrect. Importantly, the actual activities included under Output 1.1 have

little reference to refining of social dialogue practices based on experience obtained during Phase I. “*Understanding the challenges and the needs of the ports with respect to social dialogue and strengthening their commitment and capacity to adhere to social dialogue principles*” is believed to be a better title for Output 1.1.

- Objective 2 calls for further refinement of human resource development strategies of the ports in line with international best practices. It sets two outputs, namely a) gathering empirical evidence about port worker skills gaps and other workforce centred competitiveness challenges faced by ports in two countries, and b) refining of HRD policies and regulations in participating ports in response to this evidence. Both of the outputs are relevant for the objective; however, the list of activities that are planned to be undertaken under the first output raises a concern. All activities relating to Output 2.1 refer to training and coaching, which cannot provide for sufficient empirical evidence to determine the actual gaps in skills and therefore inform the needs for further training and requirements for refinement of HRD policies and regulations.
- Objective 3 refers to strengthening the capacity of local ports and schools to contribute to the implementation of these strategies by providing skills training to port workers. This objective is aimed to be achieved through a) amendment or development of new port worker training products to narrow down the established skills gap, and b) building competency of the local school to delivery these products. Both of these outputs are believed to be adequately linked to the objective.

Gender mainstreaming and consideration of gender dimensions

Various parties interviewed during the evaluation that the ports’ emphasised that the port environment is male dominated (i.e. about 80% of port’s work force in South Africa’s and approximately 90% in Mozambique comprises of men). Such a gender profile creates challenges for gender mainstreaming and necessitates greater efforts to ensure that women are not discriminated and have a fair representation in all project activities undertaken.

As mentioned earlier, the Project Document prepared for Phase II of the PWDP stated that “*in line with the development mandate of the ILO, the project will promote gender equality in the world of work by explicitly targeting women workers in the participating Ports, where necessary by fast-tracking their inclusion into skills training offerings*”. However, the objectives, outputs, and associated activities defined for the phase have not differentiated between female and male.

Nonetheless, the review of the project performance revealed that gender issues were considered in implementation of the project, which can be seen through the participation of women in social dialogue and training workshops. Furthermore, following the recommendations made during the evaluation of Phase I, the monitoring framework was amended to provide for disaggregation of some of the measured data in terms of gender.

The Project Document also indicated that it “*will set minimum outreach targets for women workers*” and that “*the outreach thresholds will be determined based on the outcome of the baseline studies to be commissioned under output 2.1*”. The review of the information contained in the annual Technical Cooperation Progress Report for the project and the Indicator Bank spreadsheet containing status quo as of March 2013, though, revealed that no thresholds or targets for the above-mentioned indicators were set yet.

2.3 Project progress and effectiveness

The purpose of this section is to review the progress on the activities planned to be implemented in the first half of project’s Phase II and assess whether they were of good quality, completed timely, and benefited both women and men. Progress assessment was mainly done on the basis of information contained in M&E reports produced since the inception of the project. Other data sources such as information received from interviews and project’s annual report were also taken into consideration, where applicable.

Overall, it can be summarised that activities implemented in the first half of Phase II showed the value of social dialogue training and adherence to social dialogue principles towards strengthening a company's reputation, improving productivity levels, and increasing staff satisfaction. Firstly, the project assisted in retaining the achievements observed at the DCT during Phase I, particularly with respect to eliminating the financial and reputational losses attributed to the industrial actions that hampered operations at the DCT during 2010 and 2011. The project also contributed to notable improvement in employer and employee relationship as a result of social dialogue initiatives implemented at the Port of Richards Bay, which allowed resolving concerns over casual labour and internal promotions. Contribution towards skills development is another positive aspect that can be highlighted. At the MPDC, the project has shown positive strides towards human resource development, which currently hampers MPDC's productivity.

With respect to gender mainstreaming, the project has made a notable attempt to benefit both men and women. Considering the scope of activities, gender mainstreaming by the project could be achieved through the inclusion of women in training. In South Africa, 94 people were involved in social dialogue training and follow up workshops since the start of Phase II. Of these, 24 were women, suggesting that their representation amounted to a quarter of the group. Since women generally account for about 20% of the workforce in South Africa's ports, the achievement of the above representation of women is commendable.

Taking cognisance of the achievements made in the first half of the project, it should be highlighted that the project's plan was ambitious. It involved the need to continue with the work at the DCT Pier 1 and Pier 2 and included two additional ports and the Maritime School of Excellence. This also means that the recommendation made by the independent evaluator at the completion of Phase I to "*avoid being too ambitious*" and "*focus on deepening projection activities at DCT, and roll out only in Maputo*" was not given adequate attention.

Partially due to the ambitious nature of the project's scope and some of the challenges faced by the project team, the project progressed slower than was initially expected. The project has also shown varying degrees of progress in each locality considered. At this stage, it is believed that the project will unlikely be able to deliver on all activities, outputs, and objectives by May 2015 and will most likely require an extension of at least six months considering the delays experienced in implementation of project activities.

A more detailed assessment of the progress and challenges is presented in the following paragraphs. For better clarity, the evaluation is first presented for project components applicable to South Africa and then those applicable to Mozambique.

Project progress in South Africa

The following key achievements can be noted with respect to the project components implemented in South Africa:

- Through the range of social dialogue related activities (i.e. workshop on Strengthening Social Dialogue, mutual gains bargaining training, follow up workshops, and monitoring of LBCs) implemented at the Bulk and Multi-Purpose Terminals of the Port of Richards Bay, the project assisted in creating a more open relationship between the management and the labour and in resolving some of the issues, for example those related to employment of casual labour and internal promotions;
- Completed a stakeholder survey of the Local Business Committee (LBC) at the Port of Richards Bay;
- Initiated discussions on the way forward and conducted one social dialogue session with labour from the DCT Pier 2 to focus on communication between the two labour unions, two Strengthening Social Dialogue sessions separately for Pier 1 and Pier 2 with representatives from both management and labour, and one follow-up session at the LBC meeting at the DCT Pier 2;
- Hosted an inbound study tour of representatives from Netherlands, Belgium, and ILO Turin to the Port of Richards Bay, which included a working session with management and labour at the Port of Richards Bay;

- Engaged with the TPT Continuous Improvement (CI) Department, DCT Pier 2, and Transnet Group CI and visited Transnet Engineering in Durban to learn how the latter implemented Lean Six Sigma management concept and integrated it with other productivity improvement initiatives, and submitted the implementation proposal for DCT Pier 2.

The progress on the project in South Africa could have been better, if the project has not faced a number of challenges during implementation of various tasks. Most of these challenges stem from the fact that the top management has not taken ownership of the project and has given it a lower priority, completely disregarding financial implications for the project that are brought by the delays in their decision making.

For example, the CTA submitted the request for the approval from Transnet (GCE) for the personnel from the Port of Richards Bay to go on an outbound study tour scheduled for June 2014 in March 2014. However, passports of the participants and the approval letter from Transnet (GCE) were not received on time and the tour was rescheduled for September 2014 to avoid unnecessary expenses. As of mid-August 2014, the letter was yet to be received and the tour had to be postponed again. At the time of second postponement, some of the financial losses could not be avoided (e.g. accommodation cancelation fees).

It can be argued that limited knowledge about the project and lack of understanding of its objectives and potential benefits for TPT are among the main reasons behind limited commitment of top management at Transnet. Raising greater awareness about the project at EXCO level could have assisted in mitigating this challenge; however, the PMU does not have the mandate to speak to EXCO directly and can only reach it through the managers sitting on the PSC. Since the top management of TPT rarely attended PSC meetings, though, the potential for escalation of the project at a higher level was thus limited and could not be resolved by the PMU on its own.

The following paragraphs analyses the progress of the project in South Africa by objectives and output.

Objective 1: To promote social dialogue as a means of conflict resolution among stakeholders within port terminals and among port terminal operators in the sub-region

This objective comprises of two outputs, with the first output clearly dominating the focus of the project during the first half of Phase II. The following paragraphs describe the progress of the project with respect to the two planned outputs under this objective as far as South Africa-based activities are concerned.

Output 1.1: Existing social dialogue structures within participating ports have been refined, based on the learning experiences made in the Durban Container Terminal in Phase I of the project

Most of the activities under this output planned for the first half of Phase II have been completed in South Africa. Concerns are raised, though, over the ability of the project to assist with refinement of the existing mechanisms for internal social dialogue structures, which were supposed to be already completed. Although, the project team has definitely made progress, the most critical aspect, i.e. development of a practical way forward, is yet to be devised. Furthermore, the outbound tour, which has already been postponed once, is at risk of being postponed again. This is however out of control of the project team, as they need to receive the approval from Transnet weeks in advance before they can proceed with the arrangements, which would eliminate any potential financial risk to the project.

It is the opinion of the independent evaluator that all activities planned for this output will be possible to achieve by the end of Phase II, although it would mean that some of them would be achieved later than initially planned.

Table 3: Progress on Output 1.1 in South Africa

Locality	Planned completion date	Status and comments
A.1.1.1. Training on general principles and practices of social dialogue for Management and Labour representatives (for MPDC, in Portuguese by ILO IC Turin)		
Port of Richards Bay	Jan'14-Feb'14	• One session held in Jan'14 (14 man to 5 women)
A.1.1.2. A review of the existing mechanisms for internal social dialogue structures		Complete

Locality	Planned completion date	Status and comments	
DCT Pier 1 and Pier 2	Nov'13 - Jan'14	<ul style="list-style-type: none"> • One Labour only and one Labour-Management sessions for Pier 2 (28 men to 5 women) took place in Nov'13 • Labour-Management session for Pier 1 took place in Feb'14 (17 men to 8 women) 	Complete
A.1.1.3. Collective (mutual gains) bargaining training for Management and Labour representatives (for MPDC, in Portuguese by ILO IC Turin)			
Port of Richards Bay	Feb'14-Mar'14	<ul style="list-style-type: none"> • Session held in April'14(12 men to 5 women) 	Complete
A.1.1.4. Where applicable, advisory services to refine the existing mechanisms for internal social dialogue structures			
DCT Pier 1 and Pier 2	Jan'14-Jul'14	<ul style="list-style-type: none"> • Session at Pier 2 was held in Jan'14, but no practical way forward was agreed upon • Session at Pier 1 was still to be set up, no practical way forward is yet devised 	Partially complete
Port of Richards Bay	Jan'14-Jul'14	<ul style="list-style-type: none"> • Follow up session on way forward took place in Feb'14 and stakeholder survey of LBC completed in May'14 • The way forward is still to be devised 	Partially complete
A.1.1.5. International Capacity building Social Dialogue study inbound tour of Labour representatives from the participating Ports, Flemish and Dutch Ports and SERV			
Port of Richards Bay	Feb'14-March'14	<ul style="list-style-type: none"> • Inbound tour took place in March'14 	Complete
A.1.1.6. International Capacity building outbound Social Dialogue study tour for Stakeholders representatives from the participating Ports to Belgium and Netherlands			
Port of Richards Bay	May'14-June'14	<ul style="list-style-type: none"> • Postponed from June to September, but will be postponed again • Major issue: lack of approval from Transnet (GCE) 	Behind

Output 1.2. Existing social dialogue structures among ports and between ports and external stakeholders (focussing on customers) in Southern and Eastern African sub-region have been deepened in reflection of international best practice

Achievement of this output fell significantly behind in South Africa. It should be noted though that the actions defined for this output are too broad, making their implementation challenging. This output was brought forward from the previous phase and lacked clear strategy on how it should be implemented. It was later agreed that Transnet Group’s Africa Strategy Department would be approached to organise the Regional Ports Workshop. However, no progress on the part of Transnet Group’s Africa Strategy Department can be noted. The PMU is currently investigating other options, but the success thereof cannot be guaranteed due to dependence on other parties. In light of the above, it is important to critically assess whether any further efforts should be spent on pursuing this output.

Table 4: Progress on Output 1.2 in South Africa

Locality	Planned completion date	Status and comments	
A.1.2.1. Review of the existing external social dialogue structures among ports in the Southern African sub region (South Africa and Mozambique)			
South Africa	Feb'14-April'14	<ul style="list-style-type: none"> • Engaged with Transnet Group’s Africa Strategy Department to host Regional Ports Workshop • Explores opportunities to schedule meetings at the two upcoming conferences in Oct'14 and Nov'14 	Behind
A.1.2.2. Identification of the existing mechanisms of communication with external port stakeholders – customers (South Africa and Mozambique)			
South Africa	Feb'14-April'14	<ul style="list-style-type: none"> • No progress identified 	Behind
A.1.2.3. Where applicable, advisory services to refine the existing mechanisms for external social dialogue structures among ports in the Southern African sub region (South Africa and Mozambique)			
South Africa	April'14-Nov'14	<ul style="list-style-type: none"> • No progress identified 	Behind

Objective 2: To further refine the human resource development strategies of these Ports in line with international best practice

Based on the information reviewed, the progress with respect to the achievement of this objective is behind the schedule. It is, thus, unlikely that all deliverables planned for this objective will be realised by May 2015.

Output 2.1. Empirical evidence about the port worker skills gaps and other workforce centered competitiveness challenges faced by ports in Mozambique and South Africa

Much of the focus of this activity in South Africa is directed towards finding a solution for integration of productivity measures initiated in Phase I, i.e. MDWT. The independent evaluator acknowledges the fact that the project team has spent notable effort on this matter and at this stage it is no longer under complete control of the progress as it has to rely on the inputs and progress made in this regard by TPT CI Department. Since the issue of relevance, effectiveness, and benefit of the MDWT intervention was raised by some interviewees representing different stakeholders, it is integral to ensure that the solution found does not come from outside of Transnet but is devised in close cooperation with the CI Department. Some of the interviewees also raised a concern over the relevance of this solution for the Bulk and Multi-Purpose Terminals at the Port of Richards Bay, considering that its operational model differs significantly from that of the DCT. This raises a concern whether the approach adopted by the PMU to wait with productivity improvement interventions until the solution is found for the DCT Pier 1 and Pier 2 is most optimal in this instance and whether the PMU should rather start looking at alternative solutions for the Port of Richards Bay.

In addition to the above, no progress appears to have been achieved on other activities, such as coaching sessions and training leadership at the Port of Richards Bay.

Overall, it seems that finding a practical solution for integration of MDWT for the DCT Pier 1 and Pier 2 has been a bottleneck in the entire chain of activities associated with this output in South Africa. Although there is still time to deliver on this output, it is the opinion of the independent evaluator that the project might run out of time to successfully implement any activity at the Port of Richards Bay that would leave a lasting legacy. It is particularly the case considering that Transnet Group has embarked on deploying the Lean Six Sigma management concept that to some extent encompasses principles of MDWT. This means that the success of integration of MDWT both at the DCT Pier 1 and Pier 2 and roll out thereof in other areas will most likely be dependent on how it fits into the Lean Six Sigma modules.

Table 5: Progress on Output 2.1 in South Africa

Locality	Planned completion date	Status and comments	
A.2.1.1 Training leadership (management and labour representatives) in how to better balance financial and non-financial objectives in the long-term business strategy for Ports (for Maputo, finance for non-financial managers)			
DCT Pier 1 and Pier 2	Dec'14-March'14	<ul style="list-style-type: none"> Alignment workshop for Pier 2 undertaken 	Behind
Port of Richards Bay	Jan'14-June'14	<ul style="list-style-type: none"> No activities yet started – waiting on the outcome at the DCT 	Behind
A.2.1.2. Follow-up advisory services to refine the existing strategic plans of the Ports			
DCT Pier 1 and Pier 2	Feb'14-Oct'14	<ul style="list-style-type: none"> Working with TPT Continuous Improvement Department Visited Transnet Engineering for case study Implementation proposal submitted to Pier 2, but not yet finalised 	On track
Port of Richards Bay	Feb'14-Oct'14	<ul style="list-style-type: none"> No activities recorded 	At risk
A.2.1.3. Coaching session for leadership in productivity strategy			
DCT Pier 1 and Pier 2	March'14-June'14	<ul style="list-style-type: none"> No activities recorded 	Behind
Port of Richards Bay	March'14-June'14	<ul style="list-style-type: none"> No activities recorded 	Behind
A.2.1.4. Training for operational staff in Container/Bulk Terminal Management on international best practice			
DCT Pier 1 and Pier 2	June'14-Jan'15	<ul style="list-style-type: none"> No movement yet, but enough time left to implement 	On track

Locality	Planned completion date	Status and comments
Port of Richards Bay	June'14-Jan'15	• No movement yet, but enough time left to implement On track

Output 2.2. In reflection of this evidence, refined HRD policies and regulations in the participating ports

Limited progress has been observed with respect to delivery on Output 2.2. In South Africa, the implementation of the first set of activities related to training of HRD line managers and operational staff is behind, which puts the proceeding activities at risk of not being achieved on time. The Annual Report produced by the CTA stated that “the project is continuing with the respective terminals in terms of the implementation of the regulations introduced during Phase I of the project”. However, none of the activities imply that the focus will be on continuation of regulations. Furthermore, M&E reports produced did not mention any developments

Table 6: Progress on Output 2.2 in South Africa

Locality	Envisaged completion date	Status and comments
A.2.2.1. Training of HRD line managers and HRD Operational staff in participating Ports on the latest thinking on Port centered HRD policies and regulations		
DCT Pier 1 and Pier 2	June'14-Feb'14	• No activities recorded Behind
Port of Richards Bay	June'14-Feb'14	• No activities recorded Behind
A.2.2.2. Follow up (train the trainer) and advisory services (defining of goals) provided to HRD line managers and their operational staff to fine tune existing HRD policies and regulations		
DCT Pier 1 and Pier 2	Feb'14-Oct'14	• No activities recorded, but there is time to implement At risk
Port of Richards Bay	Feb'14-Oct'14	• No activities recorded, but there is time to implement At risk
A.2.2.3. Follow up support for HRD line managers and their operational staff (front line training) to communicate the refined HRD policies and regulations		
DCT Pier 1 and Pier 2	Oct'14-Dec'14	• Still to be undertaken NA
Port of Richards Bay	Oct'14-Dec'14	• Still to be undertaken NA
A.2.2.4. Competency profiles are developed for all job titles in the participating Ports (South Africa and Mozambique)		
DCT Pier 1 and Pier 2	Nov'14-Dec'14	• Still to be undertaken NA
Port of Richards Bay	Nov'14-Dec'14	• Still to be undertaken NA
A.2.2.5. A career matrix is developed for all employees		
DCT Pier 1 and Pier 2	Jan'15-March'15	• Still to be undertaken NA
Port of Richards Bay	Jan'15-March'15	• Still to be undertaken NA

Objective 3: To strengthen the capacity of local port schools to contribute to the implementation of these strategies by providing skills training to port workers

Much of the work to be completed to achieve this objective is scheduled to be delivered upon in the second half of Phase II. With respect to those activities that were planned to be undertaken during the first half of Phase I, little progress can be recorded. Importantly, many of the activities are not sufficiently defined to determine the exact deliverables planned, which makes the assessment generally challenging. Nonetheless, based on the information collected from secondary and primary data sources, it is unlikely that the project will be able to make a notable contribution towards these outputs by the scheduled closure in May 2015. This is based on the fact that needs assessment for South Africa's port are still being completed, which means that only then will the project be in a position to determine new products that should be introduced and amend the existing products.

Output 3.1. Existing port worker training products have been amended/new products developed to narrow down the established skills gap

It is unclear what specific activities were planned to be undertaken under this output in South Africa considering that some of the work has already been implemented during Phase I, particularly as far as the development and update of training products are concerned. Despite the above, much of the activities planned for this output fall either outside the current evaluation period or extend beyond the evaluation period, which means that evaluating the performance of the project with respect to achieving this output in South Africa is premature at this stage. It

is worth noting though that no progress has yet been recorded on the activities that should have already been started and would need to be completed by the end of this calendar year.

Importantly, considering that the project’s extension focuses on bulk terminals and not container terminals, application of some of the previous training products obtained for the DCT might not be relevant in this instance, and necessitates identification of new products. Although the project has engaged with the APEC, with respect to identification of the actual needs that would advise the products to be introduced, no progress has been recorded on this matter.

Table 7: Progress on Output 3.1 in South Africa

Locality	Envisaged completion date	Status and comments
A.3.1.1. Review of existing staff development training packages including the materials already used by the School of Maritime Excellence, South Africa		
South Africa	Nov’13-Jan’14	<ul style="list-style-type: none"> • APEC was requested to consult with the Maritime School of Excellence, as well as with relevant terminals to determine training needs • The project is aimed to proceed on need basis with either Container Terminal Management or Bulk Terminal Management course in South Africa
A.3.1.2. Amend existing training products and develop new products in line with the review		
South Africa	Feb’14-Oct’14	<ul style="list-style-type: none"> • No activities recorded
A.3.1.3. Adaptation of training products/services used by the School of Maritime Excellence/MPDC in line with international best practice		
South Africa	April’14-Oct’14	<ul style="list-style-type: none"> • No activities recorded
A.3.1.4. A training gap analysis is developed for all employees		
South Africa	Dec’14-March’15	<ul style="list-style-type: none"> • Still to be undertaken

Output 3.2. Local port schools certified competent to independently deliver these products

The completion of all activities planned for this output falls outside the current evaluation period. However, the success of this output is closely linked to the achievements made in delivery of Output 3.1. Considering that the progress on the previous output is yet to be noted, the achievement of this output in South Africa runs the risk of falling behind schedule.

Table 8: Progress on Output 3.2 in South Africa

Locality	Envisaged completion date	Status and comments
A.3.2.1. Training of trainers from the School of Maritime Excellence/MPDC in the use of amended training services/products (refer to output 3.1)		
South Africa	Nov’14-Dec’14	<ul style="list-style-type: none"> • No activities recorded
	May’14-Jan’15	<ul style="list-style-type: none"> • No activities recorded
A.3.2.2. Coaching and support for newly trained trainers to in turn train Port workers in the participating Ports		
South Africa	May’14-Jan’15	<ul style="list-style-type: none"> • No activities recorded

Project progress in Mozambique

The project reached the following milestones in Mozambique:

- Developed a Talent Management Handbook for the MPDC, with inputs from the MPDC staff;
- Conducting Competency Profiling workshop and discussed templates for competency profiles for all positions at the MPDC;
- Started the discussion regarding restructuring of the Port School in Maputo;
- Updating PWD programme to meet the Port’s skills requirements.

- Hosted an inbound study tour of representatives from Netherlands, Belgium, and ILO Turin to the Port of Maputo, which included a working session with labour and CCT, but excluded MPDC due to them withdrawing from the project shortly before the study tour.

The progress on the project in Mozambique was slower than expected due to a number of challenges experienced during the first half of Phase II. Most of these, as was the case for South Africa, were linked to the level of commitment shown by the top management of the beneficiary organisation. Although the MPDC gave its approval to proceed with the project as per the work plan at the TAC meeting in October 2013, it is the view of the independent evaluator that the MPDC did not buy into the project completely and had some reservations about the scope, particularly as far as social dialogue activities were concerned. In March 2014, the management of the MPDC indicated that it was no longer interested in the project and withdrew from participating in it. Based on the information collected from interviews with different parties, it can be concluded that the problem occurred due to the miscommunication and misunderstanding among the PMU, the representative of the MPDC at the TAC, and the top management of the MPDC:

- On one hand, it can be argued that the MPDC did not give the project sufficient attention, which may be linked to their limited interest in supporting activities planned for the project particularly those related to social dialogue and downplaying the perceived project's benefits. A separate meeting planned for November 2013 to discuss social dialogue activities between the ILO and the entire management of the MPDC (i.e. HR manager, Chief Operating Officer, and Executive Committee), where the parties could address their concerns and firm up on the approach, did not materialise. The opportunity to discuss the approach to social dialogue activities was only presented in February 2014, when the HR Manager agreed to meet with the ILO team, but which clearly did not resolve all issues.
- On the other hand, it can be argued that at the start of Phase II the ILO team was not aware of all sensitivities related to the relationship among the employers and various organisations representing the interests of labour at different levels, and had to deal with conflicting messages received from SIMPOCAF and MPDC Union Committee.

The above issues were resolved at the meeting held in May 2014 that resulted in a drafting of a new work plan for the project's component related to the Port of Maputo. However, a lot of time had been lost on the project due to the above. As a result, the project fell behind on delivering planned outputs on time. It is thus unlikely that the project will be able to complete all activities planned for Mozambique before its intended closure in May 2015.

It is difficult to judge whether all of the above-mentioned factors that jeopardised the project could be predicted and mitigated in time. However, it could be argued that if the meeting between the top management of the MPDC and the ILO happened at the end of 2013 and if the ILO were more aware of the complex relationship among the MPDC, CCT, and the unions the project would have most likely not stalled in Mozambique.

The following paragraphs analyse the progress of the project in Mozambique in greater detail focusing on achievements with respect to each objective and output.

Objective 1: To promote social dialogue as a means of conflict resolution among stakeholders within port terminals and among port terminal operators in the sub-region

The following paragraphs describe the progress of the project with respect to the outputs planned under this objective in Mozambique.

Output 1.1: Existing social dialogue structures within participating ports have been refined, based on the learning experiences made in the Durban Container Terminal in Phase I of the project

Despite the agreement that was reached between the parties in Mozambique to initiate and complete some of the social dialogue related activities during June 2014 - July 2014, these have yet to transpire (specifically A.1.1.1 and A1.1.3). This means that it puts at risk the achievement of activities that were planned to be implemented in

the second half of the project. Overall, it is expected that these activities will only be possible to complete in 2015 due to the following:

- Social dialogue related activities in Mozambique will need to be undertaken in Portuguese; thus the project would not be able to use the Social Dialogue specialists from the Pretoria offices, which was the case with the Port Terminals in South Africa; and
- The project can source the resource specialist from Turin; however, the resource specialist will only be available in 2015.

Having said the above, there is still sufficient time to complete activities planned for this output by the end of Phase II, although it would mean that some of them would be achieved later than initially planned.

Table 9: Progress on Output 1.1 in Mozambique

Locality	Planned completion date	Status and comments	
A.1.1.1. Training on general principles and practices of social dialogue for Management and Labour representatives (for MPDC, in Portuguese by ILO IC Turin)			
Port of Maputo	June'14-July'14	• Changed timeframes as per May'14 meeting, but no progress yet made	Behind
A.1.1.3. Collective (mutual gains) bargaining training for Management and Labour representatives (for MPDC, in Portuguese by ILO IC Turin)			
Port of Maputo	June'14-July'14	• Changed timeframes as per May'14 meeting, yet to agree on the dates	Behind
A.1.1.4. Where applicable, advisory services to refine the existing mechanisms for internal social dialogue structures			
Port of Maputo	June'14-Nov'14	• Although the activity is just started, due to the delays of preceding activities, this activity faces a risk of being extended beyond the defined timeframes	At risk to falling behind
A.1.1.5. International Capacity building Social Dialogue study inbound tour of Labour representatives from the participating Ports, Flemish and Dutch Ports and SERV			
Port of Maputo	June'14-July'14	• Inbound tour took place in March'14 (excluded meeting with MPDC)	Complete
A.1.1.6. International Capacity building outbound Social Dialogue study tour for Stakeholders representatives from the participating Ports to Belgium and Netherlands			
Port of Maputo	July'14-Nov'14	• Agreed to hold a tour to Richards Bay, but dates are yet to be defined	On track

Output 1.2. Existing social dialogue structures among ports and between ports and external stakeholders (focussing on customers) in Southern and Eastern African sub-region have been deepened in reflection of international best practice

Activities planned for this output in Mozambique are yet to be implemented and will need to be evaluated in the second half of the project.

Table 10: Progress on Output 1.2 in Mozambique

Locality	Planned completion date	Status and comments	
A.1.2.1. Review of the existing external social dialogue structures among ports in the Southern African sub region (South Africa and Mozambique)			
Mozambique	Sep'14-Nov'14	• Not yet started	NA
A.1.2.2. Identification of the existing mechanisms of communication with external port stakeholders – customers (South Africa and Mozambique)			
All localities	Sep'14-Nov'14	• Still to be undertaken	NA
A.1.2.3. Where applicable, advisory services to refine the existing mechanisms for external social dialogue structures among ports in the Southern African sub region (South Africa and Mozambique)			
All localities	Sep'14-Feb'15	• Still to be undertaken	NA

Objective 2: To further refine the human resource development strategies of these Ports in line with international best practice

Small developments were observed in Mozambique with respect to the progress on outputs planned for this objective. These are described in the following paragraphs.

Output 2.1. Empirical evidence about the port worker skills gaps and other workforce centered competitiveness challenges faced by ports in Mozambique and South Africa

The revised work plan devised for the project components to be implemented in Mozambique envisages that activities under this output will start in the second half of Phase II; therefore, assessment of the project's performance in this regard is not possible at this stage.

Table 11: Progress on Output 2.1 in Mozambique

Locality	Planned completion date	Status and comments
A.2.1.1 Training leadership (management and labour representatives) in how to better balance financial and non-financial objectives in the long-term business strategy for Ports (for Maputo, finance for non-financial managers)		
Port of Maputo	Jan'15-Feb'15	• Not yet started NA
A.2.1.2. Follow-up advisory services to refine the existing strategic plans of the Ports		
Port of Maputo	Jan'15-Feb'15	• Still to be undertaken NA
A.2.1.3. Coaching session for leadership in productivity strategy		
Port of Maputo	Unknown	• Unknown Unknown
A.2.1.4. Training for operational staff in Container/Bulk Terminal Management on international best practice		
Port of Maputo	June'14-Jan-15	• No movement yet, but enough time left to implement On track

Output 2.2. In reflection of this evidence, refined HRD policies and regulations in the participating ports

Most of the activities planned for Mozambique under this output are still to be implemented. Nonetheless, the project progressed well with respect to provision of advisory services by developing a Performance Management Handbook and completed formulation of competency profiles. Training of HRD managers is behind schedule.

Table 12: Progress on Output 2.2 in Mozambique

Locality	Envisaged completion date	Status and comments
A.2.2.1. Training of HRD line managers and HRD Operational staff in participating Ports on the latest thinking on Port centered HRD policies and regulations		
Port of Maputo	Dec'14-May'14	• No activities recorded Behind
A.2.2.2. Follow up (train the trainer) and advisory services (defining of goals) provided to HRD line managers and their operational staff to fine tune existing HRD policies and regulations		
Port of Maputo	Mar'14-Oct'14	• Developed a Performance Management Handbook in Q1, was to be presented On track
A.2.2.3. Follow up support for HRD line managers and their operational staff (front line training) to communicate the refined HRD policies and regulations		
Port of Maputo	Oct'14-Dec'14	• Still to be undertaken NA
A.2.2.4. Competency profiles are developed for all job titles in the participating Ports (South Africa and Mozambique)		
Port of Maputo	Unknown	• Competency profiles templates discussed in Q1 Completed
A.2.2.5. A career matrix is developed for all employees		
Port of Maputo	Unknown	• Still to be undertaken NA

Objective 3: To strengthen the capacity of local port schools to contribute to the implementation of these strategies by providing skills training to port workers

The progress with respect to achievement of this objective in Mozambique is outlined below.

Output 3.1. Existing port worker training products have been amended/new products developed to narrow down the established skills gap

The project had various degrees of success in Mozambique. While the PDP licence has been obtained, the institutional assessment of the training school is yet to be done, suggesting that the project is behind with respect to delivery on this task. Other activities are to start only in the second half of Phase II.

Table 13: Progress on Output 3.1 in Mozambique

Locality	Envisaged completion date	Status and comments
3.1.1. Institutional assessment of the training school at MPDC, Mozambique		
Mozambique	Jul'14-Aug'14	<ul style="list-style-type: none"> Some engagement has taken place, but no concrete results were recorded <p>At risk to fall behind</p>
A.3.1.3. Adaptation of training products/services used by the School of Maritime Excellence/MPDC in line with international best practice		
Mozambique	Aug'14-Sep'14	<ul style="list-style-type: none"> License for "PDP" programme obtained <p>On track</p>
A.3.1.4. A training gap analysis is developed for all employees		
Mozambique	Oct'14-Dec'14	<ul style="list-style-type: none"> Still to be undertaken <p>NA</p>

Output 3.2. Local port schools certified competent to independently deliver these products

Notable progress has been made with respect to initiation of training on PDP of supervisors and leadership in Mozambique that took place in August 2014. Achievement of his output in Mozambique is on track.

Table 14: Progress on Output 3.2 in Mozambique

Locality	Envisaged completion date	Status and comments
A.3.2.1. Training of trainers from the School of Maritime Excellence/MPDC in the use of amended training services/products (refer to output 3.1)		
Mozambique	Aug'14-Sep'14	<ul style="list-style-type: none"> Training is undertaken in Aug'14 <p>On track</p>
A.3.2.2. Coaching and support for newly trained trainers to in turn train Port workers in the participating Ports		
Mozambique	Aug'14-Sep'14	<ul style="list-style-type: none"> No activities recorded <p>NA</p>

2.4 Efficiency of resource use

The purpose of this section is to assess the extent to which the technical and financial resources were made available. The evaluation also covers the efficiency of utilisation of these resources during the first half of Phase II.

Access to and use of technical resources

A total of four people comprise the PMU responsible for implementation of activities during the first half of Phase II in both South Africa and Mozambique. It is the opinion of the independent evaluator that this team was not sufficient to take on somewhat ambitious objectives of the Phase II.

Phase I included one terminal, i.e. the DCT Pier 1 and Pier 2, and required 22 months to achieve notable progress on the project. Phase II extended into additional two terminals in South Africa and Mozambique, retained the focus on the DCT Pier 1 and Pier 2 that were managed by two different management groups, and included the Maritime School of Excellence. It is clear that the amount of work involved in delivering on the outcomes of Phase II would be greater than that in Phase I, despite the budgets and project duration being similar for both phases. The change in the composition of the PMU, though, was relatively small with only one additional cost-shared Project Coordinator being appointed for Mozambique. This also means that the recommendation made by the independent evaluator at the end of Phase I to have two Project Coordinators in Phase II was not given sufficient attention.

The project management and organisational abilities of the CTA are highly commendable in the context of the added responsibilities compared to Phase I, which has been emphasised by all parties interviewed. However, it has significantly stretched his abilities to adequately oversee project implementation in all localities. This is particularly relevant since most of the administrative, planning, and operational responsibilities of the project still remained with the CTA located in Durban. For example, during the few weeks of the mid-term evaluation period, the independent evaluator noted that the CTA had to perform the following activities:

- Scheduling and organisation of interviews, focus group sessions, and venues for interviews for the mid-term evaluation, which is highly time consuming; and
- Oversee printing and transporting of training material for PWD training in Maputo.

In light of the above, it is the opinion of the independent evaluator that the above tasks should have been performed by other team members leaving the CTA to deal with the more pertinent issues. Considering that the cost-shared Project Coordinator for South Africa is located in Pretoria and much of the work is concentrated in KwaZulu-Natal, ideally, an additional post should have been created in Durban to provide administrative assistance to the CTA on a daily basis. Noteworthy is the fact that this sentiment was also shared by some of the people interviewed, who were members of the PSC and by the independent evaluator of Phase I. This could have addressed some of the issues that were raised by some interviewees, including:

- The CTA was not always available on request due to being involved in other localities; and
- There was no activity on the project at the DCT Pier 1 and Pier 2 in the first half of 2014, which resulted in the momentum being lost and left the management and labour at these localities confused on the status of the project and the way forward.

Access to and use of financial resources

A total of USD 1.5 million was committed by the three partners to support the roll out of Phase II, of which USD 1.2 million was to be provided by Flemish and Dutch Governments and USD 300 000 was to be contributed by Transnet through in-kind and cash contributions.

The following can be highlighted with respect to the receipt of funds from donors only and their expenditure as of the end of June 2014:

- USD 641 841 was planned to be allocated in the first year of the project. As of June 2014, USD 685 608 (106%) was allocated, which means that the project to date received a slightly higher allocation of funds than planned. This suggests that the project had access to sufficient funds to implement its activities planned for the first half of phase II.
- Of the received funds, 67.4% was committed for spending as of the end of June 2014. Of the committed amount:
 - Almost three quarters, or 72%, was already spent. This expenditure was divided between South Africa and Mozambique with South Africa accounting for 58% and Mozambique accounting for 42%.
 - In **South Africa**, expenses on CTA advisory services, Project Coordinator, seminars and the inbound study tour accounted for the biggest cost items, which is explainable, considering that the primary work undertaken in South Africa focused on social dialogue activities at the Port of Richards Bay.
 - In **Mozambique**, expenses on advisory services of CTA, two Project Coordinators and the inbound study tour took up the most of the current expenses.
 - The rest of the committed amount that is yet to be spent is primarily allocated towards advisory services of CTA with expenses planned for mid-term evaluation and administrative support comprising of smaller but more notable cost items.

The project budget included in the Project Document allocated funds per activity and per output, but for the entire duration of the phase (i.e. not per year) and for both localities (i.e. not separately for South Africa and Mozambique). The ILO expenditure report does not include cost breakdown per activity; it contains summaries of expenditure on key items (i.e. CTA advisory services, training, evaluation costs, etc.) broken down over two years and for two countries. This means that assessment of whether the project spent the entire amount, underspent, or overspent on specific activity is not possible. Nonetheless, considering the current progress of the project outlined earlier in the report, the following can be highlighted:

- The current expenditure on activities in **Mozambique** is about three quarters of that in South Africa. Furthermore, the project has spent about 42% of the budget allocated for the first half of Phase II for Mozambique. The tangible results achieved in Mozambique by end of June 2014 was the inbound study tour, development of Performance Management Handbook, the assistance with respect to acquisition of a PDP license, and development of competency template. Most of the activities planned for the first half of Phase II in Mozambique were not implemented and are significantly behind schedule. Given the above and the knowledge of the challenges experienced during the first few quarters of the project, it can be argued that much of the expenditure was spent on building the relationship between the project stakeholders and resolving the challenges that stalled the project. These costs could be lower if the underlying factors that jeopardised the project in Mozambique and that were mentioned earlier were mitigated on time as suggested in section 2.3.
- With respect to **South Africa**, considering that the project spent about 52% of the budget allocated for the first year for South Africa, and that the project has implemented only part of the planned activities for that period, the current expenditure can be argued to be in line with the delivered outputs.

Overall, the project has about USD 748 126 left from the original budget committed to the project by the two donors, which accounts for 62% of their total commitment. This budget may be sufficient to adequately complete the project and ensure its sustainability. However, the scope of the project will need to be critically reviewed and activities that create further risk for the project that cannot be completed in time or with a great assurance of lasting legacy will need to be excluded. This could also allow the project team to focus its efforts on devising the sustainability plan and exit strategy.

With respect to the in-kind and cash contributions from Transnet, no details on the exact amount that has been spent by Transnet are available. However, it is known that since the start of Phase II they have provided venues at their headquarters for PSC meetings and other ad-hoc meetings. Transnet also covers the expenses of the training personnel from the Maritime School of Excellence and expenses of their employees when they embark on the outbound study tours; however, during the current evaluation period these expenses were not yet incurred, although it is known that labour-related expenses of the Maritime School of Excellence during the training sessions in Mozambique in August 2014 were covered by Transnet. Based on the above, though, it can be surmised that the current contribution of Transnet towards this project is a fraction of the USD 300 000 in-kind contribution pledged by Transnet at the start of Phase II.

No in-kind and cash contributions were agreed upon with the MPDC, which theoretically would need to follow a similar model applied with respect to Transnet. Nonetheless, it is noteworthy that the MPDC has paid a \$2 500 license for the PDP programme. It has also covered expenses for hiring the training venue and covering accommodation and flight expenses for two people from South Africa during the training session of Chief Instructors that took place in Maputo in August 2014. In addition, the MPDC management allowed the inbound study tour to come to the Port earlier in 2014, although they did not attend it.

2.5 Effectiveness of management arrangements

The purpose of this section is to provide the assessment of the effectiveness of management arrangements and capability of its governance structure to successfully deliver on the outputs and outcomes.

Adequacy of management and governance arrangements

The project management arrangement was described earlier in the report in Section 1.1 Project Background. Overall, the feedback received from interviewees suggested that the project management was satisfactory. The roles and responsibilities of PMU, PSC and TAC are well documented in the respective Terms of References. The PSC and TAC are well represented by relevant stakeholders. It was also observed that the relationships built by the CTA during Phase I with the stakeholders involved in that phase assisted in smooth transition between

the phases and facilitated forging new relationships with the Port of Richards Bay and the Port of Maputo stakeholders.

Having said the above, the following shortcomings can be highlighted based on the observations made by the independent evaluator during the review process:

- a) Misalignment of some of the responsibilities assigned to PSC and members of PSC: The Terms of Reference for PSC states that one of the PSC roles and responsibilities is to “assess project progress and report on project to senior management and higher authorities”. However, it is clear that the PSC was not adequately embracing this responsibility. The independent evaluator understands that reporting to top management of any organisation cannot be done by PSC itself, but needs to be assigned to certain members who represent respective organisations at the PSC level. The review of the roles and responsibilities of the members of the PSC, though, suggests that these responsibilities have not been clearly stipulated for members of the PSC. The above misalignment between the responsibilities of the PSC and PSC members may have created confusion among the members of the PSC as to their actual responsibilities and may have contributed to the poorer than expected performance of these members. Noteworthy, though, is that occasionally some members did volunteer to raise certain issues with senior management.
- b) Absence of established formal working group committees: The independent evaluator for Phase I has recommended establishing of thematic working groups (TWGs). This recommendation was not implemented and the discussion with some of the members of PSC highlighted that it was still relevant. A more hands-on working group committee could be considered to be established that would be closely linked to the operational aspects of the project. This working group committee could be a bridging gap between the PMU and PSC; it could be used as the means to provide a more regular updates to PSC on the progress of the project and obtain a faster response on operational challenges.
- c) Insufficient frequency of update on the project’s critical operational items and opportunity to resolve any challenges faced that delays responses on critical decision items: When challenges arise, the CTA approaches the respective individuals to resolve the issues. However, this means that the PSC would have been only made aware of any challenges later, i.e. during PSC meetings that take place on a quarterly basis when they have a chance to review the bi-monthly Monitoring and Evaluation (M&E) reports and discuss the progress. A more frequent update on the project’s progress would have been ideal, which could be linked to working group committee meetings.
- d) Insufficient follow up on resolutions of the previous PSC meeting: The minutes of the PSC meetings indicate the actions or decisions that were made that require further follow up. However, the state of implementation of resolutions made at the meeting in October 2013 was not discussed at the meeting held in February 2014. Furthermore, reporting at the PSC meetings on the decisions made at the previous meetings was not always comprehensive. This was argued to be due to absence of the members responsible for reporting on these issues. At the PSC meeting held in May 2014, the members agreed to keep track of resolutions and actions taken by entering them into an action log and that people responsible for following up on the issue would report back or send a representative to report on the progress.

Effectiveness of project monitoring, indicator framework and information sharing

At the inception of the project, a LogFrame was formulated and included in the Project Document. It outlined the objectives, outputs, and activities planned to be implemented as well as provided information on the indicators, means of verification, assumptions and possible risks. After the project’s commencement, the project team also devised a more detailed indicator framework, which included targets and disaggregation of indicators by gender where applicable; it was then populated with the baseline data obtained from the respective localities. The Project Document also suggests that monitoring of the project is done using an online project management information system, i.e. Sciforma. Furthermore, the project team compiled bi-monthly M&E reports, of which

four were submitted since the inception of the project. Lastly, three PSC meetings were held since the launch of Phase II with the fourth being postponed from July to September 2014. In addition, the project team has created a Dropbox account where information relevant to the project is shared with PSC members.

Although it is clear that the project had implemented various monitoring and information sharing systems, it is the opinion of the independent evaluator that the following shortcomings jeopardised their effectiveness:

- a) **Limited scope of M&E reports:** The M&E reports describe the progress that was made in the previous quarter only. They do not provide sufficient information on the actual progress of the project in terms of all objectives and outputs by indicating activities that are on schedule, behind schedule, or at risk of being delayed (i.e. similar to how information was presented in Tables 5-14 of this report). As such, the M&E reports do not provide information necessary for participants to enquire about the reasons behind some of the activities not being implemented on time or being delayed. This limits the ability of the PSC in making a worthwhile contribution towards successful implementation of the project.
- b) **Inefficient indicator framework to measure progress on a frequent basis:** Indicators developed to measure the project's performance do not allow for assessing of the project's progress on a quarterly basis, which would assist the PSC members at their meetings to understand how well the project is progressing and what aspects are falling behind schedule. It has been stipulated that assessment of the project progress is meant to be done during the mid-term and then final evaluation. However, reliance on the assessment of the progress one year after the commencement of the project when the project's timeframe is limited to two years is perilous, as it limits the project's flexibility. It increases its operational risks and risks of not reaching desired outcomes as it does not allow for the PSC to quickly respond to the possible need in scope change. In addition to the existing list of process, output, and outcome indicators, a list of milestones for each activity should have been developed. These would have assisted the project team in measuring the achievement of each activity on a regular basis and report on it to the PSC.
- c) **Absence of cause-effect indicators in LogFame:** The indicator catalogue is perceived to be insufficiently comprehensive as it does not provide for an adequate assessment of cause-effect relationships and a more thorough analysis of the project's performance. Moreover, some of these indicators measure outputs that might not necessarily be attributed to the activities undertaken by the project itself. This means that it will be extremely difficult to determine the extent to which the project activities contributed to changes in the outputs and outcomes measured by the indicator and whether other factors played a role in affecting the results. This, for example, applies to the following indicators:
 - Improvement in perceptions of port customers towards quality of services received in participating terminals;
 - Increase in productivity in participating terminals (Proxy Indicator: gross crane moves)
 - Percentage of port workers that perceive the human resource development system in participating ports to meet their needs (T.B.D. subject to baseline);
 - Reduction in established skills gap perceived by managers and employees; and
 - Level of satisfaction of employers with skills competencies of port school graduates (target: T.B.D subject to baseline).
- d) **Limited accessibility of databases containing information on the project:** Some of the information shared by ILO was either stored on Dropbox or available through Sciforma. It is understood that not all PSC members had access to Dropbox, which means that they did not always had access to all available information on the project. Those who do have access to Dropbox, for example, find it ineffective for the purpose of receiving updates with respect to the project's progress and as a means of communication and information sharing. Sciforma is at its pilot stage at the Pretoria office of the ILO, and provision of access to the system to donors and other stakeholders is not yet resolved. This means that even if the system is operational, it is not available to the stakeholders and it is not an effective means for project progress monitoring.

- e) Limited usefulness of the project management information system in the context of this project: The issues with Sciforma is that the information in the system is designed to measure the progress with respect to the achievement of outcomes and the impact of the project only in the second half of the phase. It is therefore not effective and useful in monitoring the performance of this particular project.

Project support provided by project partners and stakeholders

Project's implementing partners included a wide range of organisations that included TPT and the MPDC, respective labour unions in South Africa and Mozambique, and selected local and international BDS providers such as the Maritime School of Excellence operated by Transnet, STC in Rotterdam and South Africa, APEC, and SERV. Based on information obtained through interviews and review of secondary data it can be concluded that the project received good support from the labour unions and BDS providers. For example:

- International partners were involved in the inbound study tours to the Port of Richards Bay and the Port of Maputo and were providing necessary support in preparation of the outbound tour.
- The Maritime School of Excellence has recently been involved in providing PDP training for constituents in Mozambique.
- Labour unions in all three localities, i.e. the DCT Pier 1 and Pier 2 and the Port of Richards Bay have shown support of the project through attendance of the PSC, social dialogue workshops and follow up workshops; while labour unions in Mozambique also supported the project through availing themselves for meetings when requested.

In light of the above, the support given by the management of businesses and organisations where the project is being implemented though was less admirable:

- a) With respect to **South Africa**, support shown by the project at a terminal level is admirable. It is particularly applicable to the support shown by management at the two terminals at the Port of Richards Bay and the DCT Pier 2. However, the project receives limited support from the top management of TPT. Firstly, not all members of the PSC give the project necessary priority and regularly attend PSC meetings. Secondly, Transnet has not shown full ownership of the project, which contributed to the creation of numerous challenges for the PMU that resulted in unnecessary delays on delivery of certain activities and in financial implications for the project. This also poses a risk to the project as far as sustainability is concerned, as it is likely that any activity proposed to be integrated into daily operations of the ports that requires approval at the higher than terminal level would either not receive immediate approval or support at all.
- b) In **Mozambique**, the project has received support from the MPDC at the initial stage, but it is the opinion of the independent evaluator that they were not fully committed to it. Aside from the issues mentioned earlier, low priority given to the project can be discerned from the fact that it took three months for the ILO to get a letter from the MPDC requesting the PWD training material so they could proceed with the licensing process and then another three months to get the payment for the nominal fee.

2.6 Sustainability assessment

The project is currently in its second phase and will be closed in 2015. Since donors are not planning to continue supporting to the project beyond the current phase, sustainability of the activities introduced by the project is becoming an acute issue and more so than in the case of Phase I. Noteworthy is that the Project Document acknowledged that a customised sustainability and exist strategy will be required to be developed at each level. To that extent, the project aimed to achieve sustainability through the following:

- At meta-level, it was highlighted that the sustainability of social dialogue would be subject to the commitment and capacity of partners to mediate their respective interests through effective communication. To ensure commitment, the project aimed to expose partners to internal best practices

and illustrate the benefits through training on social dialogue and further support provided. With respect to the second, the project aimed to gradually strengthen institutional structures for social dialogue particularly on the sub-regional level.

- At macro-level, the project aimed to ensure sustainability by building the capacity of HR managers and by reforming existing HR policies and regulations.
- On micro-level, the project aimed to strengthen the capacity of the Maritime School of Excellence to boost the supply and demand for port worker training.

The above-mentioned overall approach to ensuring sustainability of the project beyond its lifespan is sound and practical. However, the project's progress and other challenges noted earlier in the report raise some concerns with respect to future sustainability of initiatives and interventions introduced by the project beyond its lifespan. Furthermore, the project lacks a clearly defined exit and sustainability strategy that would outline the concrete actions that need to be undertaken and tangible outputs that should be achieved by the end of the project to assure its long-lasting legacy.

Sustainability of social dialogue (meta-level)

Activities undertaken by the project during both Phase I and Phase II with respect to social dialogue have greatly assisted the respective Terminals to build a stronger and more open relationship between management and unions. As rightfully suggested in the Project Document, embedding commitment and strengthening the capacity will be among the key factors in ensuring sustainability of social dialogue practices. However, considering the feedback received from various people interviewed, currently planned activities will not be sufficient to sustain the progress made in this regard beyond the project's duration.

The parties in **South Africa** have already been exposed to the benefits and best practices of social dialogue and have clearly shown some sense of ownership in this respect. However, various interviewees have noted that the practices of following on principles of social dialogue tend to weaken as time passes and/or when discussions are not facilitated by an independent party, such as the ILO. This could be attributed to numerous reasons including the high employee turnover (with new entrants having no or limited knowledge of social dialogue principles) and the fact that it generally takes a long time to change one's behaviour permanently. This, however, suggests that the principles of social dialogue are not yet institutionalised and integrated into the operational environment of the respective Terminals. As a result, the current achievements do not yet assure sustainability and greater focus will need to be paid to strengthening institutional structures at the Port of Richards Bay and the DCT Pier 1 and Pier 2, as well as TPT in general in the time left on the project.

With respect to **Mozambique**, activities on social dialogue have not yet started. The MPDC also showed limited interest in pursuing these activities at the start of the project. Although the parties agreed to reinstate these activities at the meeting in May 2014, the commitment from the MPDC to adopt social dialogue practices is still to be tested. Therefore, the risk of not achieving sustainability of social dialogue practices in Mozambique beyond the project's lifespan is perceived by the independent evaluator to be high. Furthermore, judging by the time it takes to institutionalise social dialogue practices at the DCT Pier 1 and Pier 2 (i.e. three years since the start of the project at the DCT), the project will most likely run out of time to integrate social dialogue into the operational environment of the Port of Maputo by May 2015.

Sustainability of HR (macro-level)

The sustainability of HR-related activities was planned to be achieved by building the capacity of HR managers and by reforming existing HR policies and regulations. As was reported earlier, limited progress has been made in Phase II on productivity and HR development related activities. Furthermore, the regulatory reform introduced in Phase I (i.e. MDWT) is now under risk of being disbanded. The merits of this initiative though are recognised by many people at TPT and the DCT Pier 1 and Pier 2, although opinions do vary.

In 2013, TPT introduced Lean Six Sigma management concept that potentially can integrate MDWT. Considering that this initiative comes from Transnet Group itself and therefore has an established sense of ownership, it offers a golden opportunity to address the shortcomings of the MDWT intervention at the floor level and ensure sustainability of the progress made by the project. However, since Lean Six Sigma comprises of many modules, it will be important not to lose the focus on MDWT aspects. The project team and the CI Department at TPT are already working together on finding a solution with respect to integration of these systems; however, it is unclear whether the solution will be found and tested before the project's closure.

Sustainability of support provided to the Maritime School of Excellence (micro-level)

The Maritime School of Excellence was launched in April 2013. The school is yet to operate at full capacity. Nonetheless, the Maritime School of Excellence has embraced the support offered by the project and considering that it has recently completed one training session of Chief Instructors in Maputo (August 2014), it is clearly a positive sign in how the project has managed to capacitate the local institutions in this regard.

3. Conclusion

This chapter provides the concluding remarks with respect to the project under review. In addition it outlines the lessons learned and good practices noted during the evaluation. It also provides recommendations that should be considered for implementation in the second half of Phase II to improve the effectiveness and achieve sustainability of the interventions introduced by the project in South Africa and Mozambique.

3.1 Conclusion

Since the launch of Phase II in June 2013, the project has shown positive results with respect to social dialogue and human resource development. At the Port of Richards Bay, the project contributed to the enhancement of the relationship between the management and labour at the terminals and assisted in resolving some of the critical issues. At the DCT, the project assisted in maintaining the achievements made during Phase I with respect to industrial actions that significantly hampered productivity and reputation of the DCT prior the implementation of Phase I. At the Port of Maputo, the project's progress largely referred to human resource development related activities and has shown positive strides in this regard.

Notwithstanding the above achievements, at the time of the mid-term evaluation, the project has not progressed as well as was planned at the inception stage and fell behind on some of its deliverables. Numerous hurdles both in South Africa and Mozambique had to be overcome that negatively impacted its ability to remain on schedule and achieve satisfactory delivery on selected outputs. While some of these were not within the control of the project team; others could have been mitigated if the following was given greater attention at the design stage:

- A better understanding of the sensitivities and relationship dynamics at the new port terminals that were taken on during Phase II, specifically the Port of Maputo;
- Understanding of the actual needs of the localities and devising a locality-specific action plan with tangible deliverables;
- Clearly defining activities and milestones to be achieved leaving no room for ambiguity;
- Ensuring that the CTA has sufficient administrative support in Durban; and
- Devising a practical and rigorous monitoring framework that could be used as an early warning system.

More than half of the budget committed by donors for this project is still available; however, the scope of work outstanding on the project needs to be critically assessed and some of the activities that fell behind and that continue to be at high risk for implementation should be excluded from further pursuit. Focus of the project in the second half of Phase II should be directed towards activities with low risk levels and assuring sustainability of interventions that have already been introduced, which may require a no-cost extension.

3.2 Lessons learned and capitalisation

Lessons learned

The following paragraphs describe the lessons learned identified from the review of the project.

Lesson learned 1: Continuity of the CTA involved in different phases was conducive for a smooth transition between Phase I and Phase II and reduced some operational risks

It takes a lot of time to set up a relationship and build trust. It is now clear that among the contributing factors ensuring the progress of Phase II on selected activities was the fact that CTA responsible for the implementation of Phase II was the same person as the one involved in implementation of Phase I. It was among the factors that contributed to ensuring the smooth transition between Phase I and Phase II, which most likely avoided having additional delays.

Lesson learned 2: Activities aimed at promotion of social dialogue strengthen management-labour relationships; these can only be sustained, though, by integrating them into internal structures of an organisation

Training on social dialogue practices and facilitation of follow-up workshops by the ILO has clearly resulted in positive changes with respect to relationships between management and labour in the respective localities. This has been observed during Phase I at the DCT Pier 1 and Pier 2 and was affirmed during the implementation of similar activities at the Port of Richards Bay in Phase II. However, unless these activities become integrated into the operational environment of the business through a set of formalised procedures and policies, the continuity of this practice is jeopardised. This has been seen at the terminals in Durban and to a lesser degree in Richards Bay, where adherence to the social dialogue practices without continuous support from the ILO is diminishing.

Lesson learned 3: The project should have set more practical and realistic goals

It is important to be realistic with respect to the outputs and outcomes planned to be achieved. Large organisations are riddled with operational challenges and it is important to acknowledge that:

- One project with a limited budget and timeframe cannot solve the major issues; and
- A project created outside the company itself will have to face a greater challenge with respect to receiving a buy-in than a project initiated internally.

In light of the above, it is integral to ensure that the project identifies specific areas where it aims to make a contribution and avoids being unrealistic with expectations and be ambiguous in defining what is planned to be achieved. It also needs to take into consideration the top management commitment to support the project and internal capabilities and capacities of an organisation to not only support implementation of the initiative but also carry it out beyond the project's lifespan. For example, the implementation of MDWT at the DCT Pier 1 was riddled with numerous challenges. Some of these were directly related to the lack of full buy-in by top management and to internal operational limitations of the terminal.

Lesson learned 4: Planning of initiatives or interventions should have included an exit strategy and a continuity or sustainability plan

It is imperative to ensure that planning of any initiative that is aimed to be retained beyond the project's lifespan needs to include a strategy on how they will be maintained and how the results thereof will be utilised post the project. If such a strategy framework is not devised at the start of an initiative, it runs the risk of not only being a temporary solution, but creating unnecessary expectations and resulting in wastage of both human and financial resources.

Devising such a strategy needs to be done in close consultation with all parties and should be first and foremost agreed by the party that would need to implement it. Lack of interest by the party in participating in such a strategy formulation should be seen as a warning sign of the project potentially not succeeding in achieving its objectives. For example:

- During Phase I, the project embarked on train the trainer (i.e. planner training) initiative, which implies that Transnet would then make use of trained people. However, it was later revealed that the people were not utilised, despite the fact that the project team advised Transnet on how they should be utilised in the future.
- During Phase II, MDWT activities have continued at the DCT Pier 2 and to a smaller degree at the DCT Pier 1; however, as suggested by many of the interviewed people, the progress made and benefits derived in Phase I with respect to MDWT started to diminish in Phase II. Although about 100 mini-businesses are still "operational" and have regular short meetings, they cannot be called functional. The activities are not monitored and in many instances the discussions over productivity get derailed by other peripheral issues. Unsatisfactory skills levels of supervisors, insufficient support provided to the teams, lack of accountability, and adequate facilities are identified as some of the problems that

prevented the initiative from achieving its full potential. It is acknowledged that there were many other factors that affected the success of this project; however, it is the opinion of the independent evaluator that the implementation of MDWT started without clear understanding of the actual needs required to ensure its sustainability and the extent to which the terminal was prepared to embrace and integrate the initiative.

Lesson learned 5: A practical and manageable early warning M&E framework should have been devised for the project

During the discussions with the majority of PSC members, it was suggested numerous times that the project was progressing well particularly with respect to the activities planned for South Africa. Considering the actual evaluation of the progress and the feedback received, it can be argued that PSC members do not have a comprehensive understanding of the actual progress of the project and have limited knowledge of all of the detailed activities planned to be implemented by the midpoint of Phase II. The review of the M&E system revealed that it was not sufficiently comprehensive to supply that information to PSC; importantly, it lacked an early warning system that would encourage parties to act before the problem has exacerbated.

Emerging good practices

Considering the above lesson learned, the following emerging good practices can be highlighted.

Emerging Good Practice 1: Roll out social dialogue activities in other ports of South Africa, as well as in other terminals and business units of the existing ports and industries along its backward linkages

The interventions related to strengthening the relationship between management and labour through social dialogue has shown positive results in two cases, i.e. one at the DCT that significantly improved the productivity and another at the Port of Richards Bay that assisted in resolving the issue of casual labour. It has been iterated in many instances during the interviews with various parties that there is a great merit in rolling out these initiatives at other ports and in other business units at the existing ports, for example the National Port Authority. Furthermore, considering that the ports do not operate independently of other businesses and their performance to some degree is reliant on performance of upstream businesses, there is a merit in considering rolling out of these activities into the other transport-related industries, such freight rail.

Emerging Good Practice 2: Design the launch of initiatives to have the most prominent and long-lasting effect on the participants

This specifically refers to the introduction of training workshops on social dialogue. It has been noted by a few interviewees who were involved in the project since Phase I that the launch of social dialogue in Phase I, which made use of artistic impressions, was extremely effective in assisting the parties to understand each other's positions. At the same time, the interviewees indicated that the launch at the Port of Richards Bay was not as memorable as that experienced during the launch of the project at the DCT in Phase I. Considering the challenges experienced with respect to promotion of social dialogue activities in Mozambique, a similar approach as the one devised for the DCT should be considered for implementation at the Port of Maputo.

3.3 Recommendations

The following recommendations are suggested to be implemented in order to increase the effectiveness of the project during its outstanding lifespan and assure the continuity of implemented interventions.

On project design:

Considering the time left on the project and a critical assessment of what is practical to be achieved, the following is advisable:

1. Unpack the existing work plan for South Africa and clearly describe the activities and milestones to be achieved; discuss these with the PSC to make necessary amendments and receive their approvals.

2. Conduct an ad-hoc meeting with the donors and other stakeholders in order to critically review the scope of work for Mozambique. It is recommended that a practical and detailed work plan addressing all objectives should be devised and the activities agreed upon with respect to the social dialogue revisited to ensure that they include consideration of the following:
 - A plan on how to integrate these into the structures need to be devised and agreed upon by both the MPDC and unions before they are implemented, to reduce the financial risks and assure continuity of activities;
 - The launch on social dialogue should follow a similar model adopted for the DCT in Phase I and specifically make use of artistic impressions and other means to create a more memorable experience.
3. Critically assess the scope of Output 1.2 and the merit in pursuing the defined activities. Considering the challenges experienced and the limited interest in participating ports in supporting these activities, it would be advisable to scale down the respective activities to:
 - Information sharing and best practice discussions between the Port of Richards Bay and the port of Maputo (i.e. specifically the MPDC); and
 - Information sharing and lessons learnt sessions between the DCT Pier 1, Pier 2 and the Port of Richards Bay.

The above information sharing sessions should focus on among others activities that took place; outputs and impacts achieved; benefits acquired; challenges experienced; applicability of these to Maputo or Richards Bay; proposed and tested solutions to resolve the challenges; etc.

4. Review the merit of starting any productivity initiatives at the Port of Richards Bay considering the current situation with respect to the MDWT at the DCT Pier 1 and the DCT Pier 2. It would be advisable to do the needs analysis at the Port of Richards Bay and respond to the most pertinent issues. Based on the discussions with the parties at the Port of Richards Bay, the following needs have already been identified:
 - Supervisory courses
 - Client interaction training
 - Training of casual labour of importance of the business
5. With respect to Output 3.2, where it relates to the Maputo Port School, exclude activities aimed at training of trainers and coaching thereof and substitute these with the formulation of an action plan on how to revive the Port School in Maputo, what training and skills development to include, service providers to consider, etc.
6. Discuss with the donors the possibility of obtaining a no-cost extension² for the project. It is advisable though that this is undertaken after the changes to the project design are agreed upon and any activity that are identified to be at risk of not being implemented on time or facing other risks are excluded from consideration.

On management, monitoring and evaluation

7. Devise a vigorous monitoring framework to provide a more frequent update on the progress of the project on all activities, as well as indicate what activities are at risk of not only falling behind but not being implemented by the end of the project at all, considering the timeframes.

On exit strategy and ensuring sustainability

8. Continue lobbying the HR manager at TPT and other managers to escalate the project's awareness to a higher level by requesting for a slot at the closest EXCO meeting and request the top management to take a greater ownership of the project.

² A no-cost extension implies that the project's is extended beyond its original project end date. This allows the CTA to complete the scope of work without additional funding. The balance of funds committed by the donors at the start of the project is used to support activities during the extended period.

9. Conduct an ad-hoc PSC session in the near future with the purpose of initiating the discussion about the continuity plan with the specific focus on the following:
 - Determine the aspects of the project that the parties would like to see to continue beyond the ILO project; and
 - Brainstorm ideas on the means by which the continuity could and should be achieved, i.e. how it can be integrated into the daily operational environment of the respective ports at a minimal investment.
10. In consultation with the management and union leadership at the terminals, devise an exit strategy and a continuity plan with a focus on building ownership and integration of social dialogue into routine operations of the already participating terminals. For example, some ideas that could be discussed include inter alia:
 - Investigating how best to integrate social dialogue into HR policies of the organisation
 - Developing and adopting Standard Operational Procedures and associated Control Frameworks related to social dialogue;
 - Including training on social dialogue at a terminal (i.e. similar to health and safety training provided);
 - Establishing an evaluation system and assigning the responsibility for continuously monitoring implementation of social dialogue principles at the LBC level; and
 - Devise an awareness campaign on social dialogue for each terminal making use of local media and information sharing channels (i.e. newsletters, circulars, videos clips, etc.).

Such a strategy needs to be developed in the near future to allow for the team to test it while the project continues and amend it, if necessary, before the ILO exits the project.
11. Undertake closure meetings at the Port of Richards Bay and the DCT Pier 1 and Pier 2 for the following purposes:
 - To state where they have started and what have been achieved;
 - Recap on the social dialogue principles; and
 - Present the continuity plan.
12. Focus on finding the optimal solution for continuity of MDWT by forming a working group team comprising of the ILO, Maritime School of Excellence, Change Management, and the CI Department to come up with practical and sustainable solutions before the project's expiry.
13. Before the completion of the project, discuss with the top management of the beneficiary organisations and their counter-parties the possibility of rolling-out and up-scaling selected activities in other business units of these organisations post the project closure.

Appendix 1: Terms of Reference



International Labour Organization

DRAFT TERMS OF REFERENCE:

PROJECT MID-TERM INDEPENDENT EVALUATION

Project Code	SAF/13/01/MUL
Project Title	Promotion of Decent Work in Southern African Ports (phase ii)
Budget	1.5 million USD (<i>\$ 1.2 million donor funding and \$ 300,000 in-kind contribution from Transnet</i>)
Donor	Dutch and Flemish Governments
Time scale	June 2013 – May 2015
Geographical Coverage	South Africa (Durban and Richards Bay), and Mozambique (Maputo)
Evaluation Period	4 – 30 August 2014

1. Introduction and rationale for mid-term evaluation

Rationale for mid-term evaluation

This Terms of Reference (TOR) is designed to support a consultant to conduct amid-term independent evaluation (MTE) of the Promotion of Decent Work in Southern African Ports (phase ii) project. The evaluation will assess project performance in relation to stated objectives, outcomes and outputs. An assessment of the effectiveness of management arrangements and project design, as well the efficient use of resources, and impact. Opportunities for learning will also form part of the evaluation. The evaluation will provide an opportunity for mid-term course corrections to improve upon expected project deliverables and results.

The evaluation is an activity in the project cycle which attempts to determine, as systematically and objectively as possible, the relevance, efficiency, effectiveness, impact and sustainability of the project. The evaluation is expected to lead to recommendations and lessons learned for future use.

Brief project background

In 2010 the International Labour Organisation (ILO) launched a project on “*Promotion of Decent Work in the South African Transport Sector*”. The project was implemented in partnership with Transnet Port Terminal at the Durban Container Terminal of the Port of Durban (DCT), KwaZulu Natal, Province, South African during the period: The project was equally funded by the Dutch and Flemish Governments with a total budget of USD 1, 27 million and had duration of two years. For the first phase of the project, both a mid-term (July 2012) and a final independent evaluation (March 2013) were completed. Evaluation results will be provided to the consultant.

Upon completion of the first phase of the project, it was agreed by both the donors that funding for a second phase of a project would be made available. In June 2013 the second phase of the project was launched, with duration of two years ending in May 2015. In the second phase the project was extended in geographical scope to cover both South Africa and Mozambique. In South Africa the second phase of the project covers Transnet Port Terminals: Durban Container Terminal (Pier 1 and Pier 2), the Port of Richardsbay (Bulk and Multi-purpose terminal), the Maritime School of Excellence and in Mozambique, Maputo Port Development Company’s (Bulk and Break Bulk Terminals).

Project objectives

The overall objective of the project is to promote decent work in Southern African ports. The immediate project objectives are:

- To promote social dialogue as a means of conflict resolution among stakeholders within Ports and among port operators in the sub-region;
- To further refine the human resource development strategies of these Ports in line with international best practice, and
- To strengthen the capacity of local port schools to contribute to the implementation of these strategies by providing skills training to port workers.

Target groups

The intermediate beneficiaries of the project include the following:

- Organizations representing the interests of organized business in the participating ports: The ports of Durban and Richardsbay are operated by Transnet Port Terminals (TPT), which is a government entity.

In Maputo the project engages with the Maputo Port Development Company (MPDC) which is a public-private entity.

- Organizations representing the interests of organized labour in the participating ports: The relevant trade unions include the South African Transport and Allied Workers Union (SATAWU), the United Transport and Allied Trade Union-South Africa Railway and Harbours Workers Union (UTATU-SARHWU), the Mozambiquean Portworker Union (SIMPEOC) and the Mozambiquean Railway Workers Union (SIMPOCAF).
- Port Schools: The newly established Maritime School of Excellence operated by Transnet, as well as other schools in participating ports, in particular the Maputo Port School (operated by MPDC).

The ultimate project beneficiaries are port workers in the participating Ports.

Project strategy

The project applies the ILO’s systemic approach to enterprise development (see Table 1). This approach recognizes the need for mutually-reinforcing interventions at various system levels.

- At the meta-level, the project replicates the social dialogue activities undertaken in the Container Terminal in Durban during the first project phase in the other Ports (Richardsbay and Maputo), including capacity building support for social partners, seminars and workshops and exposure visits.
- At the macro-level, the project focuses on a replication of the assessment processes carried out during the first phase in the Durban Container Terminal, to identify performance gaps at port level and to establish a baseline for performance improvement measures. The project supports the HR department in participating Ports to establish people transformation task forces and to refine the existing HR systems in line with international best practice.
- At the micro-level, the project in collaboration with the Maritime School of Excellence and the port schools of Antwerp and Rotterdam strengthens the delivery capacity of port schools linked to participating Ports. Capacity building support entails new service product development, trainer development, brand support and facilitation of knowledge sharing networks among schools. The project also advises the participating schools on how to in turn train port workers in participating terminals.

Table 1: Project Strategy

Level of intervention	Objective
META level: The implicit norms, values and perceptions held by system stakeholders regards their own role and interests in the way business is done in the participating ports	To encourage a mind-set among internal and external stakeholders across system levels that emphasizes on the shared interest in the performance of the participating ports
MACRO level: The rules, regulations and formal institutional arrangement ruling interaction between staff in the participating ports	To facilitate a more enabling environment for interaction between people involved in the value creation process of the participating ports
MICRO level: Where the people involved in the value creation process of the participating ports interact with each other and with suppliers and buyers.	To improve the efficiency of these interactions, resulting in the growth and improved effectiveness of participating ports

Project management and coordination

The project is managed by the Chief Technical Advisor (CTA), whose office is located at Transnet Port Terminal in Durban. The project manager is assisted by a Project Coordinator who is based at the ILO Decent Work Team in Pretoria, as well as by a Project Coordinator for Mozambique who is based in the ILO Maputo Project Office. The project is backstopped by the Decent Work Support Team for Eastern and Southern Africa based in Pretoria. In South Africa, the project is anchored under the Decent Work Country Programme (DWCP)

supervisory committee of the National Economic Development and Labour Administration Council (NEDLAC). In Mozambique it is anchored under the Consultative Labour Commission (CCT).

2. Purpose and scope of the assignment

Purpose

The independent evaluation serves two main purposes:

- i. Give an independent assessment of progress to date of the project across all the outcomes; assessing performance as per the foreseen targets and indicators of achievement at output level; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities in both Mozambique and South Africa;
- ii. Provide strategic and operational recommendations as well as highlight lessons to improve performance and delivery of project results

The information obtained from the mid-term evaluation will enable project staff and other stakeholders to assess the progress made in the delivery of project outcomes, and based on this assessment to make adaptations where needed.

Scope

The evaluation will consider project implementation since the start of the project (second phase). It will also cover the Durban Container Terminal (Pier 1 and Pier 2), the Port of Richardsbay and the ports operations implemented by MPDC in Maputo.

Client

The clients of the evaluation include the project management, technical support and backstopping staff (Senior Technical Specialist based at the ILO DWT in Pretoria, and Project Coordinators at the ILO DWT in Pretoria and at the ILO Office in Mozambique), ILO Directors (ILO DWT in Pretoria, and ILO Country Office for Mozambique in Lusaka, Zambia), the donors and constituents, in particular the project steering committee.

The mid-term evaluation includes an assessment of the following evaluation criteria (see Table 2 for more information):

- a. Design - The extent to which the project design is logical and coherent
- b. Relevance and strategic fit– The extent to which an intervention remains valid to ILO policies as well as national needs and/or policies. It includes the extent to which the approach is strategic and the ILO uses its comparative advantage.
- c. Project progress and effectiveness – The extent to which specified objectives have been met or are likely to be met.
- d. Efficiency – The relationship between the inputs (human, material, financial) and the specified outputs in terms of resource use. This includes the extent to which management capacities and arrangements support the achievement of results.
- e. Sustainability – The capacity of the partner organisations to continue to maintain the results of an intervention after its conclusion, and the sustainability of the project, with regard to its financial, technical and organizational aspects,
- f. Lessons learned and capitalization – Identifying lessons generated by the project and looking at the extent to which learning is being shared within and across the Ports (e.g. between the DCT and Richardsbay, and between DCT/Richardsbay and MPDC) to improve project quality. This also relates to the extent to

which the project message on the role of social dialogue as a means of conflict resolution is being shared with various stakeholders and mandate givers i.e. the high level managers. In other words: how accessible are various project tools developed by the project?

Table 2: Evaluation criteria and relevant questions

Evaluation criteria	Related key evaluation questions
Relevance and strategic fit	<ul style="list-style-type: none"> ▪ Is the programme directly supporting the national development priorities and the Decent Work Country Programmes (DWCP) of both Mozambique and South Africa? ▪ How well does it complement other relevant ILO Projects in South Africa and Mozambique? ▪ Is the project consistent with other ILO projects in South Africa and Mozambique ▪ What links are (being) established with other similar activities of the UN or non-UN international development organizations at country level? ▪ Does the project align with ILO’s mainstreamed strategy on gender equality?
Design	<ul style="list-style-type: none"> ▪ Was the design process adequate? ▪ Do outputs causally linked to the intended outcomes/ objectives, and do they link vis-à-vis the actual needs of the target group? ▪ Did the project adequately consider the gender dimension of the planned intervention? ▪ Do the project objectives and outcomes adequately address gender concerns?
Project progress and effectiveness	<ul style="list-style-type: none"> ▪ What outputs have been produced and delivered so far, and has the quality of these outputs been satisfactory? Were outputs produced and delivered so far as per the work plan? ▪ Are women and men likely to benefit from project activities? ▪ What progress has been made towards achieving the programme objectives and outcomes? ▪ In which area (geographic, component, issue) does the project have the greatest achievements so far? Why and what have been the supporting factors? ▪ To what extent is the project on course to achieving project goals and priorities?
Efficiency	<ul style="list-style-type: none"> ▪ Are the available technical and financial resources adequate to fulfil the project plans? ▪ 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? ▪ Is the management structure 'fit for purpose' and have the project management structures ensured the smooth running of the project and provided the right support for project activities? ▪ Is information being shared and readily accessible to national partners?
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? ▪ 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)? ▪ Is the project receiving adequate administrative, technical and - if needed - political

Evaluation criteria	Related key evaluation questions
	<p>support from the ILO office and specialists in the field (Pretoria and Addis Ababa (ROAF)) and the responsible technical units in headquarters?</p> <ul style="list-style-type: none"> ▪ Is the project receiving adequate political, technical and administrative support from its national partners/implementing partners? ▪ Are all relevant stakeholders involved in an appropriate and sufficient manner?
Sustainability	<ul style="list-style-type: none"> ▪ Is there any progress in local partners' capacity to carry forward the project and is there a growing sense of ownership? ▪ Does the project succeed in integrating its approach into local institutions? ▪ Does the project succeed in developing a replicable approach that can be applied with modifications to other sectors? ▪ Project sustainability with regard to financial, technical and organizational aspects,
Lessons learned and capitalization	<ul style="list-style-type: none"> ▪ What good practices can be learned from the project that can be applied in possible future phases and to similar future projects? ▪ What works well? What does not work well? What would you do the same? What would you do differently?

3. Methodology

The mid-term evaluation will be conducted based on the following methodologies:

i. Document reviews

The evaluator shall familiarize him/herself with the project through a review of relevant documents. These documents include inter alia: project document, minutes of (steering committee) meetings, workshop reports, work plans, progress reports and Decent Work Country Programme for South Africa and for Mozambique, mid-term evaluation and final evaluation for the Ports Project (phase i). Selected documents will be made available to the evaluator by internet (Dropbox).

ii. Key informant interviews (this can be further discussed and refined during the kick-off meeting)

- a) The evaluator will travel to Durban Container Terminal (Pier 1 and Pier 2), Transnet Port Terminals Head Office and Regional Offices in Durban, the Port of Richardsbay and the Port of Maputo to carry out key informant interviews in each location. The number of key informant interviews in each location could be as follows

Number	Location	Number of Informant Interviews	Method of Interview
1	Durban Container Terminal Pier 1	4	On-site interview
2	Durban Container Terminal Pier 2	4	On-site interview
3	Transnet Port Terminal Head Office (Durban)	1	On-site interview
4	Transnet Port Terminal Regional Office (Durban)	2	On-site interview
5	Port of Richardsbay	4	On-site interview
6	Port of Maputo	4	On-site interview
7	Dutch Donor (Pretoria)	1	On-site interview or

Number	Location	Number of Informant Interviews	Method of Interview
			phone/skype session
8	Flemish Donor (Pretoria)	1	On-site interview or phone/skype session
9	ILO Durban	1	On-site interview
10	ILO Pretoria	2	On-site interview or phone/skype session
12	ILO Maputo	1	On-site interview or phone/ skype session
13	ILO Lusaka	1	On-site interview or phone/ skype session

- b) This will amount to a total of 25 could be more less the kick off meetings and issues coming from desk review will determine the nature and scope of the meetings of key informant interviews; Interviews will be conducted based on 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 evaluation manager. It will be tested with two interviewees before use;
- d) Interviews will be conducted face-to-face, by telephone or by skype conference. Project staff will arrange the interviews and where necessary provide a venue;
- e) Interview categories include project staff (CTA, NPCs, technical backstopper in Pretoria), other stakeholders (including donors), and project beneficiaries and selected other ILO staff. A list of interview categories will be provided to the evaluator for selection.

iii. Stakeholder focus group discussions

- a) Three stakeholder focus group discussion workshops will be held two in South Africa, (i.e. one at Durban Container Terminal, and one at the Port of Richardsbay and one in Mozambique (i.e. at Maputo Port Development Company). These focus group discussions will be organized as part of the interview process to enrich the discussion, and will be attended by key stakeholders who did not participate in the interview process;
- b) The evaluator will develop a programme in consultation with the evaluation manager and project staff. The discussions will be designed in such a way as to solicit feedback from attendees on the opportunities and constraints to the delivery of project outcomes;
- c) Project staff will support the evaluator in arranging the discussions and provide venue and workshop facilities as requested by the evaluator.

Port Work Development project staff in Durban, Pretoria and Maputo will be available to support the mid-term evaluation as required.

iv. Presentation and validation of the draft report

The draft report will be presented to the Project Steering Committees for South Africa and Mozambique for validation.

4. Outputs and timeframe

The evaluator will provide the following main outputs:

- A draft report on the mid-term evaluation, for comments
- Project steering committee meetings in South Africa and Mozambique for validation, (to be facilitated by the evaluator)
- Final report

The evaluator will produce a concise final report (as per the evaluation guidelines, and approx. 35 pages excluding the annexes) reflecting the key evaluation questions as outlined in Table 2. The evaluator is responsible for reflecting on any factual corrections brought to his/her attention prior to the submission of the final report to the ILO. The evaluator will revert with collective feedback from project staff and other stakeholders in order for the evaluator to finalize the report.

The quality of the report will be assessed against the ILO Checklist on Formatting Requirements of Evaluation Reports (Annex1) and the Checklist Rating for Quality of Evaluation Reports (Annex 2). Adherence to these checklists must be considered a contractual requirement when submitting evaluations to ensure full remuneration of the contract. The expected structure of the final report is outlined in Annex 3. Gender concerns will be based on the ILO Guidance Note on Integrating Gender Equality in Monitoring and Evaluation of Projects (http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165986.pdf). All evaluation report submissions must include a MS Word and a PDF version.

5. Management arrangements and work plan

Evaluation Manager

The evaluator will report to the evaluation manager (Mr Sipho Ndlovu.ndlovu@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 Ports Project, with the administrative support of the ILO Office in Pretoria.

The field visits to Durban (3 days), Richardsbay (2 days) and Maputo (2 days) will take place in the weeks of 4 – 15 August, as set out in the work plan (Table 3). Following the field evaluation, five working days are allocated for development of the draft report. The draft report will be submitted to the ILO for comments by latest 15 August 2014 through the Evaluation Manager, Mr Sipho Ndlovu.. 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 August 2004. The final report will be submitted to the Evaluation Manager (who will then submit it to all relevant ILO colleagues) by latest Friday 29August 2014.

The project coordinator based in Pretoria (Ms. Van Doorn) will be the focal point for all general, logistical and programme queries related to the midterm evaluation. She can be contacted at doorn@ilo.org; at office nr. (0)12-818.8008/+27-(0)613.145.293.

The evaluation will comply with UN Norms and Standards. UNEG ethical guidelines will be followed.

Table 3: Work Plan

Activities	28 July-8Aug	11-15 Aug	18-22 Aug	25-29 Aug	1-5 Sept	8-12 Sept
Document review						
Evaluation mission: Durban Container Terminal (Pier 1 and 2), Richardsbay						
Key informants interviews						
Review workshops with selected stakeholders						
Evaluation mission: Maputo						
Key informants interviews						

Activities	28 July-8Aug	11-15 Aug	18-22 Aug	25-29 Aug	1-5 Sept	8-12 Sept
Report writing						
Draft report						
Comments on draft report						
Submission of final report						

6. Profile of consultant

- Masters degree in business, development management, gender or related graduate qualifications
- A minimum of five (5) 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.

Appendix 2: List of documents reviewed

Decent Work Country Programme (DWCP) Mozambique 2011-2015 (2011)

Decent Work Country Programme (DWCP) South Africa 2010 -2014 (29 September 2010)

DWCP for South Africa minute sheet (11 October 2013)

DWCP for South Africa minute sheet (3 June 2013)

External Collaboration Contract (28 July – 30 September 2014)

Implementation work plan 12 November 2013

Indicators Bank PWDP ii – with status quo spreadsheet (March 2014)

Monitoring and Evaluation (M&E) Report: (1 May – 30 June 2014)

Monitoring and Evaluation (M&E) Report: Phase 1 (1 January – 28 February 2014)

Monitoring and evaluation (M&E) Report: Phase 2 (1 June – 31 December 2013)

Monitoring and Evaluation (M&E) Report: Phase 2 (1 March – 30 April 2014)

Notification Approval Southern Africa ports

Port Work Development (PWD) end term evaluation (25 February-28 March 2013)

Presentation to Project Steering Committee Durban (1 October 2013)

Presentation to Project Steering Committee Members Durban (20 March 2013)

Presentation to Project Steering Committee Richardsbay (29 January 2014)

Presentation to Transnet Port Terminal Management Durban (13 June 2013)

Project Budget Summary as of 30 June 2014

Project Budget t Covering Contribution from Flemish and Dutch (30 may 2013)

PWD Liquidity need and payment request (21 October 2013)

PWD Liquidity need and payment request, signed letter (21 October 2013)

PWD Mid-term evaluation (30 August 2012)

PWD Presentation to Durban Container Terminal – LBC Pier 1&2 (10 -11 September 2013)

PWD Presentation to Incoming Social Dialogue Mission to Richardsbay (17th – 18th March 2014)

PWD Presentation to Transnet Port Terminal Port of Richardsbay (3 September 2013)

Technical Corporation Progress Report (TCPR) (June 2013 - May 2014)

Appendix 3: List of interviews undertaken

Name	Position	Department/Unit	Type of interview	Location of interview	Date of interview
ILO Personnel					
Neeran Ramjuthan	Chief Technical Advisor (project manager)	Durban Office	Face-to-face	TPT, Durban King Shaka Int. Airport	4 August 2014 6 August 2014
Judith van Doorn	Project coordinator	Pretoria Office	Face-to-Face	Pretoria, ILO office	1 August 2014
Igor Felice	Project coordinator Mozambique	Maputo Office	Skype session	Skype	15 August 2014
TPT Personnel					
Moshe Motlohi	Executive Manager Strategy	TPT	Face-to-Face	TPT, Durban	4 August 2014
Sipho Vena	Executive Manager: ICI	TPT	Face-to-Face	TPT, Durban	4 August 2014
Willie Coetsee	Manager Strategic Projects	TPT	Face-to-Face	TPT, Durban	5 August 2014
Pumeza Tisani	Change Manager (HR Manager at Richards Bay during the beginning of Phase ii)	TPT	Face-to-Face	TPT, Durban	5 August 2014
Victor Mkhize	Senior Manager Monitoring and Planning	TPT KZN Regional Office	Face-to-Face	TPT, Durban	4 August 2014
Durban Container Port Pier 1 and Pier 2 Management and Labour Representatives					
Tshwaelo Matlhape	Chief Operations Manager	DCT Pier 1	Face-to-Face	DCT Pier 1, Durban	5 August 2014
Shadrak Lesoro	HR Manager: Pier 2	DCT Pier 2	Face-to-Face	DCT Pier 2, Durban	6 August 2014
Sandile Gasa	Shop steward	SATAWU (DCT Pier 2)	Face-to-Face	DCT Pier 2, Durban	6 August 2014
Sibusiso Gwala	Shop steward	SATAWU (DCT Pier 1)	Face-to-Face	DCT Pier 1, Durban	5 August 2014
Jane Rajaharam	Shop steward	UTATU SARWHU (DCT Pier 2)	Face-to-Face	DCT Pier 2, Durban	6 August 2014
Port of Richards Bay Management and Labour Representatives					
Mandla Mpungose	Terminal Executive Manager	Port of Richards Bay	Face-to-Face	Port of Richards Bay	7 August 2014



Name	Position	Department/Unit	Type of interview	Location of interview	Date of interview
Glanny Naidu	Procurement Manager	Port of Richards Bay	Face-to-Face	Port of Richards Bay	7 August 2014
Bhekuyise Ngwane	Full time Shop steward	SATAWU	Face-to-Face	Port of Richards Bay	7 August 2014
Sameer Essa	Shop steward	UTATU SARWHU	Face-to-Face	Port of Richards Bay	7 August 2014
Jabulani Mabasa	Shop steward	SATAWU	Face-to-Face	Port of Richards Bay	7 August 2014
Port of Maputo Management and Labour Representatives					
Joao Cuna	Human Resources Director	MPDC	Face-to-Face	Cardoso Hotel, Maputo	12 August 2014
Silvia Milice	Talent Manager	MPDC	Face-to-Face	Cardoso Hotel, Maputo	12 August 2014
Josefa Nahcumba	Shop Steward	MPDC Union Committee	Face-to-Face	Cardoso Hotel, Maputo	12 August 2014
Representatives of Donor Organisations					
Deidre Batchelor	Economic Policy Advisor	Embassy of the Kingdom of the Netherlands	Face-to-Face	Pretoria, ILO office	1 August 2014
David Maenaut	Counsellor	Representative of the Flemish Government in Southern Africa, Embassy of Belgium in Pretoria	Skype interview	Skype	14 August 2014
Other Stakeholders					
Herschel Maasdorp	Head Maritime School of Excellence	Maritime School of Excellence	Face-to-Face	Maritime School of Excellence, Durban	5 August 2014
Omar Jalilo	General Secretary CCT	CCT	Face-to-Face	CCT office, Maputo	13 August 2014
Ria van Peer	International Relations Officer	SERV	Skype interview	Skype	5 August 2014

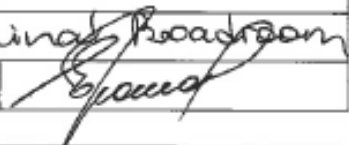
Appendix 4: List of questions used to guide face-to-face interviews

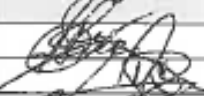

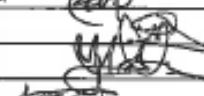
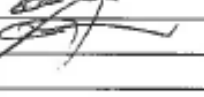

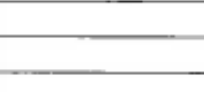
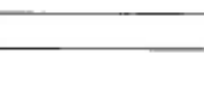
<p>Relevance</p>	<ul style="list-style-type: none"> • What is the project background and the rationale for extension into Phase II? • What is the intention and the scope of the project? What problems/ needs does it aim to address and how are these planned to be addressed? • What is the rational for your organisation’s involvement in the project? What challenges/issues/problems faced by you did you want the project to address? What benefits do you foresee to derive from the project? • How well does this project align with your organization and its vision? • How does the project support national development priorities and the DWCP? • Does the project compliment other ILO projects? Does the project have linkages with other projects? • Does ILO implement other similar projects? • Does the project have linkages with other projects implemented by UN and Non-UN agencies? • How do you make sure that the project is in line with ILO’s mainstreamed strategy on gender equality?
<p>Design</p>	<ul style="list-style-type: none"> • Were you consulted during the Phase 2 design stage? How often and to what extent? • Who and how the scope and objectives were determined? Did you make any contributions? Was there something that you proposed that was not taken into consideration? • How did the project integrate gender dimensions/gender mainstreaming into its interventions? • Are you aware of the immediate objectives and outputs set for the project? Are you satisfied that these address your needs? Do you think they could be amended to have a better focus on gender issues? What changes would you like to exclude/include? • Are you satisfied with how the project progress is assessed? • Were recommendations by the independent evaluators on Phase I considered during the design of Phase 2? To what extent? • Do you believe the allocated timeframes were sufficient to achieve the desired results? • Do you believe there is a better way to achieve your needs and address your requirements than the current project/activities?
<p>Progress and effectiveness</p>	<ul style="list-style-type: none"> • When was the PMU established? • During which period did consultations with stakeholders took place? • When was the indicator framework formulated and the inception report compiled? • What progress have you made on outputs for immediate objectives since the beginning of Phase 2? • Did both men and women benefit from the achieved outputs? • What challenges have you faced in implementation of the outputs? Were stakeholders cooperative? Do you think any of the problems/challenges could be avoided/prevented? How? • Are you satisfied with the current progress considering the challenges faced? Would you have liked to see a better progress/bigger improvement in certain areas? Which ones? • Do you believe the project will be able to achieve all outputs by the end of the second year, i.e. May 2015? What outputs will not be achieved

	<p>on time and why?</p>
Efficiency	<ul style="list-style-type: none"> • What human resources and expertise were required? Have you obtained these? Were they obtained on time? Were there any challenges/bottlenecks? • What financial resources were required? Have you obtained these? Were they received on time? Were there any challenges/bottlenecks? • Are activities planned to be implemented in the first half of Phase II on track? What were the success stories? What delays have you faced? Why? • How much was spent on the project to this date? Were there any irregularities? Did you experience bigger/smaller than expected expenditure? • Did you experience other challenges? How were these overcome?
Effectiveness of management arrangements	<ul style="list-style-type: none"> • How do you understand the management structure and governance of the project? What does it include? In your opinion, is the management structure adequate? Is it sufficient to ensure smooth running of the project and provide support to activities? What changes do you think would be need to improve on the Management structure and project management? Why? Are there any aspects that would need to be redesigned/amended? Why? Are there any aspects that are very efficient? • Do you have an M&E system? What does it entail? What data do you collect? How do you report on the data collected? What media do you use? How often do you compile these reports? Who are your reports aimed at? Who do you share these with? How do you use the information collected? • Do you receive M&E information? How often and by what means? Is this sufficient/adequate? What do you use with the data? Does it contain complete information necessary to inform your future decision? What is missing in the data reported? Do you require more data to make informed decision or more often to make it faster? Is the information helpful and which way? • In your opinion, does the project receive sufficient support (political, technical and administrative) from various parties? • Do you believe that all stakeholders bring their share to the project?
Sustainability	<ul style="list-style-type: none"> • Would you continue with the project after the funding expires? • Will you keep all aspects of the project or only certain parts? • Who do you expect to drive the project/activities once ILO exits it? • How do you plan to implement them? • Have you integrated any aspects into your “day-to-day” operations/policies/programmes that are not dependent on ILO/third party funding? Do you plan to do so? When? What are the prerequisites? • Do you think the project could be replicated in other departments of Transnet? • Do you think the project could be implemented in other industries? Will the project need to be modified?
Lessons learnt	<ul style="list-style-type: none"> • What success stories can you highlight? What worked very well? • What should be done to prevent certain problems? • What would you do the same? • What lessons would you recommend to learn from the project? What should be avoided in the future?

Appendix 5: Richards Bay Focus Group Registrar

Port Work Development Project Phase ii Mid Term Review Focus Group				
Date	8.08.2014	Venue	Port of Richards Bay; Terminal Boardroom	
Time	9.00	Facilitator	Elena Broughton	Signature 

No	Name	Surname	Representation	Email Address	Signature
1.	SOMIYI	MTOKWA	MANAGEMENT	SOMIYI.MTOKWA@TRANSNET.NET	
2.	JEFFREY	KRISHNAN	UTATU	JEFFREY.KRISHNAN@TRANSNET.NET	
3.	REGIE	MTSHALI	Management	regie.mtshali@transnet.net	
4.	NAMDI	DUBE	SATWU		
5.	BHEKUYISE	NGWANE	✓	Bhekuyise.Ngwane@transnet.net	
6.	MPUME	MTSHALI	management	MPUME.MTSHALI@TRANSNET.NET	
7.	JABULANI	MABASO	SATWU	Jabulani.Mabaso@transnet.net	
8.	A. NTHOZI	NTHOZI	UTATU SATWU		
9.	A.S. MDUNGE	MDUNGE	SATWU	as.mdunge@transnet.net	
10.					
11.					
12.					
13.					
14.					
15.					
16.					
17.					

Appendix 6: ILO Lessons Learned

ILO Lesson Learned

Project Title: Promotion of Decent Work in Southern African Ports (phase ii)

Project TC/SYMBOL: SAF/13/01/MUL

Name of Evaluator: Elena Broughton

Date: 4 August 2014 – 30 August 2014

The following lesson learned has been identified during the course of the evaluation.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Having the same individual in the position of a Chief Technical Advisor (CTA) during different phases of the same project is conducive for a smooth transition between these phases and reduces operational risks for the project.
Context and any related preconditions	<p>Phase II of the Promotion of Decent Work in Southern African Ports project was launched immediately after the completion of Phase I of the said project. The scope of the latter included the Port of Durban and specifically the Durban Contain Terminal (DCT). The scope of Phase II was expanded and in addition to the DCT Pier 1 and Pier 2 included the Port of Richards Bay (specifically Bulk and Multi-Purpose Terminals), the Port of Maputo (specifically Bulk and Break Bulk Terminals), and the Maritime School of Excellence.</p> <p>Despite the expanded scope, Phase II PSC composition and stakeholders' list had notable overlaps with that of Phase I. For example, the immediate beneficiaries and ultimate beneficiaries in Phase I associated with the DCT were also the beneficiaries in Phase II; donors and contributors involved in the project's Phase I were also involved in Phase II; lastly, some of the members of the Project Steering Committee (PSC) in Phase I were also the members of the PSC in Phase II.</p> <p>As a result, when Phase II was launched, some of the stakeholders involved in Phase I continued to be involved in Phase II. Since the CTA for both phases also remained the same, it contributed to the smoother transition between the phases and allowed the PMU to capitalise on the relationship established by the CTA with the selected stakeholders during the execution of Phase I.</p>
Targeted users / Beneficiaries	Stakeholders of the South African component of Phase II, and specifically, South African Transport and Allied Workers Union (SATAWU) at the DCT, United Transport and Allied Trade Union South African Railways and Harbours Union (UTATU SARWHU) at the DCT, Transnet Port Terminal management, DCT Pier 1 and Pier 2 management teams, employees at the DCT Pier 1 and Pier 2, and Dutch government.
Challenges /negative lessons - Causal factors	Staff turnover observed among various stakeholders during the periods of Phase I and Phase II severed the relationship established by the CTA during the earlier phase. Therefore, the same amount of effort was then required by the CTA to establish the relationship among the PMU and the parties who were already involved in Phase I, as was the case with new

	project stakeholders. This somewhat limited the total benefits that could have been achieved.
Success / Positive Issues - Causal factors	It takes a lot of time to set up a relationship and build trust. It is now clear that among the contributing factors ensuring the progress of Phase II on selected activities was the fact that the CTA responsible for the implementation of Phase II was the same person as the one involved in implementation of Phase I. It was also among the factors that contributed towards the smooth transition between Phase I and Phase II, which assisted in avoiding certain delays in the project’s execution.
ILO Administrative Issues (staff, resources, design, implementation)	Ensure that the CTA and possibly the entire PMU team remains the same when project transitions from one phase to another.

ILO Lesson Learned

Project Title: Promotion of Decent Work in Southern African Ports (phase ii)

Project TC/SYMBOL: SAF/13/01/MUL

Name of Evaluator: Elena Broughton

Date: 4 August 2014 – 30 August 2014

The following lesson learned has been identified during the course of the evaluation.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Activities aimed at promotion of social dialogue strengthen management-labour relationships. However, considering the feedback received from various people interviewed, currently planned activities will not be sufficient to sustain the progress made in this regard beyond the project's duration. Therefore, integrating social dialogue practices into the operational environment and strengthening the capacity and institutional structures at the terminals will be among the key factors in ensuring sustainability of social dialogue practices.
Context and any related preconditions	<p>One of the core objectives of the project's Phase II was to "promote social dialogue as a means of conflict resolution among stakeholders within port terminals and among port terminal operators in the sub-region". In order to achieve this objective, the PMU embarked on training on general principles and practices of social dialogue for management and labour representatives, provided collective (mutual gains) bargaining training for management and labour representatives, as well as reviewed and advised on existing mechanisms for internal social dialogue structures.</p> <p>Notable positive results were observed during the PMU's continuous involvement with respect to social dialogue practices. However, the lack of a sustainability plan or an exit strategy that would ensure the parties continue to adhere to these practices post PMU's involvement has shown to be a significant drawback in the project plan.</p>
Targeted users / Beneficiaries	Immediate and ultimate beneficiaries at the Port of Richards Bay and the DCT Pier 1 and Pier 2.
Challenges /negative lessons - Causal factors	It was gathered that the practices of following on principles of social dialogue tend to weaken as time passes and/or when discussions are not facilitated by an independent party, such as the ILO. This could be attributed to numerous reasons including the high employee turnover (with new entrants having no or limited knowledge of social dialogue principles) and the fact that it generally takes a long time to change one's behaviour permanently. Therefore, benefits derived from implemented social dialogue activities are not sustainable and are of temporary nature if they are not integrated into the operational environment of the business through a set of formalised procedures and policies. This has been seen at the terminals in Durban and to a lesser degree in Richards Bay, where adherence to the social dialogue practices without continuous support from the ILO has seen to diminish as the project progressed.
Success / Positive Issues - Causal factors	Activities undertaken by the project during both Phase I and Phase II with respect to social dialogue have greatly assisted the respective Terminals to build a stronger and more open relationship between management and unions. Activities implemented in the first half of Phase II showed the

	<p>value of social dialogue training and adherence to social dialogue principles towards strengthening a company’s reputation, improving productivity levels, and increasing staff satisfaction. More specifically, during Phase II, social dialogue activities implemented at the Bulk and Multi-Purpose Terminals of the Port of Richards Bay, for example, assisted in creating a more open relationship between management and labour and in resolving some of the issues related to employment of casual labour and internal promotions.</p> <p>The PMU also acknowledged the need for continuous support of social dialogue activities at the DCT Pier 1 and Pier 2 beyond those that were implemented in Phase I; they therefore included some training and workshops in these terminals during Phase II.</p>
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>The PMU needs to involve the labour representatives and management/employers representatives with decision-making mandate in the design of the sustainability or exist strategy to ensure its buy-in by the beneficiaries.</p>

ILO Lesson Learned

Project Title: Promotion of Decent Work in Southern African Ports (phase ii)

Project TC/SYMBOL: SAF/13/01/MUL

Name of Evaluator: Elena Broughton

Date: 4 August 2014 – 30 August 2014

The following lesson learned has been identified during the course of the evaluation.

LL Element	Text
<p>Brief description of lesson learned (link to specific action or task)</p>	<p>It is important to be realistic with respect to the outputs and outcomes planned to be achieved. Due to the complexities of large organisations, it is integral to ensure that the project implemented by a third party (i) identifies specific areas where it aims to make a contribution and (ii) avoids being unrealistic with expectations and ambiguous in defining what is planned to be achieved. A comprehensive understanding of the organisation’s needs and challenges is required at the start of the project. Knowledge of the needs and challenges would provide information on the aspects that might require to be addressed before the initiative is implemented to facilitate the buy-in of the project among various parties. It would also advise on the potential risks and practicality of the proposed initiative. All of the above could assist in refining the scope and defining specific outputs, which could further assist in preventing certain financial and operational risks. Last but not least is the need to take into consideration the top management commitment to support the project and internal capabilities and capacities of an organisation to support its implementation and carry out with selected initiatives beyond the project’s lifespan.</p>
<p>Context and any related preconditions</p>	<p>Phase II of the project was planned to be implemented over a two-year period, similar to that of Phase I. However, aside from continuing with the work at the DCT Pier 1 and Pier 2, it included two additional ports and the Maritime School of Excellence. Due to the differences between the countries and among ports, each locality and each port required a more targeted approach. Outputs and activities defined for the localities also needed to be more specific, as many were found to be too broad creating challenges during implementation; areas of intervention, outputs, and activities needed to be more clearly defined for each port.</p> <p>Furthermore, the composition of the PMU has changed only slightly compared to that observed in Phase I. Since direct replication of the approach proven to be successful in Phase I was not possible, it put significant strain on the human resources assigned for the project’s Phase II.</p> <p>In addition to the above, the project faced many challenges with respect to receiving full buy-in from top management of the beneficiary organisations. For example, the implementation of MDWT at the DCT Pier 1 was riddled with numerous challenges. Some of these were directly related to the lack of full buy-in by top management and to internal operational limitations of the terminal. A full buy-in of the project from all parties involved is integral to the success of the project. Without stakeholders’ understanding and commitment, the project is likely to render disappointing results.</p> <p>Due to the ambitious goal and other hurdles faced, the project has fallen</p>

	<p>behind with respect to many of the activities planned to be achieved during the first half of Phase II.</p>
<p>Targeted users / Beneficiaries</p>	<ul style="list-style-type: none"> • In South Africa: South African Transport and Allied Workers Union (SATAWU) at the DCT and the Port of Richards Bay, United Transport and Allied Trade Union South African Railways and Harbours Union (UTATU SARWHU) at the DCT and Port of Richards Bay, Transnet Port Terminal, management of DCT Pier 1 and Pier 2, the Port of Richards Bay management, and Transnet Maritime School of Excellence • In Mozambique: Sindicato dos Trabalhadores dos Portos e Caminhos de Ferro (SIMPOCAF) at the Port of Maputo, MPDC, Consultative Labour Commission (CCT) in Mozambique, and MPDC Union Committee
<p>Challenges /negative lessons - Causal factors</p>	<p>Large organisations, similar to Transnet and MPDC, are riddled with operational challenges. It is important to acknowledge that:</p> <ul style="list-style-type: none"> • One project with a limited budget and timeframe cannot solve the major issues; and • A project created outside the company itself will have to face a greater challenge with respect to receiving a buy-in than a project initiated internally. <p>Therefore, having a clearly defined work plan with concrete outputs and activities that illustrate how these are to address certain needs or challenges of an organisation is integral. The project plan devised for Phase II, however, included outputs and activities that were too broad. Furthermore, a strategic needs assessment of all stakeholders was not undertaken at the inception of Phase II, which means that alignment among outputs, objectives, and activities of the project and the stakeholders' actual needs was not always clear .</p>
<p>Success / Positive Issues - Causal factors</p>	<p>The PMU has acknowledged the need to differentiate activities between the two localities and have devised work plans separately for ports in South Africa and in Mozambique.</p>
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>In order to optimally manage available resources and achieve tangible outputs, the project should avoid having broad outputs that are open for misinterpretation and that are challenging to translate into specific activities or tasks. In addition, to ensure buy-in from beneficiaries, the project should aim at creating a complete understanding of the challenges and the realised and unrealised needs at the organisation; devising practical and realistic solution to respond to these needs; and illustrating the tangible benefits that would be acquired by beneficiaries.</p>

ILO Lesson Learned

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The following lesson learned has been identified during the course of the evaluation.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p>The project should have an exit strategy and a continuity or sustainability plan for the planned initiatives introduced during its implementation. Planning of any initiative that is aimed to be retained beyond the project’s lifespan needs to include a strategy on how they will be maintained and how the results thereof will be utilised post the project. If such a strategy framework is not devised at the start of an initiative, it runs the risk of not only being a temporary solution, but creating unnecessary expectations and resulting in wastage of both human and financial resources.</p>
Context and any related preconditions	<p>The project is currently in its second phase and will be closed in 2015. Since donors are not planning to continue supporting to the project beyond the current phase, sustainability of the activities introduced by the project is becoming an acute issue. This is more so since the project’s progress and other challenges noted earlier in the report raise some concerns with respect to future sustainability of initiatives and interventions introduced by the project beyond its lifespan.</p> <p>The Project Document acknowledged that a customised sustainability and exist strategy will be required to be developed at each level. However, a clearly defined exit and sustainability strategy that would outline the concrete actions that need to be undertaken and tangible outputs that should be achieved by the end of the project to assure its long-lasting legacy is yet to be devised.</p>
Targeted users / Beneficiaries	<ul style="list-style-type: none"> • In South Africa: Transnet Port Terminal, management of DCT Pier 1 and Pier 2, the Port of Richards Bay management, Transnet Maritime School of Excellence, South African Transport and Allied Workers Union (SATAWU) at the DCT and the Port of Richards Bay, and United Transport and Allied Trade Union South African Railways and Harbours Union (UTATU SARWHU) at the DCT and Port of Richards Bay • In Mozambique: MPDC, Sindicato dos Trabalhadores dos Portos e Caminhos de Ferro (SIMPOCAF) at the Port of Maputo, Consultative Labour Commission (CCT) in Mozambique, and MPDC Union Committee
Challenges /negative lessons - Causal factors	<ul style="list-style-type: none"> • During Phase I, the project embarked on train the trainer (i.e. planner training) initiative, which implies that Transnet would then make use of trained people. However, it was later revealed that the people were not utilised, despite the fact that the project team advised Transnet on how they should be utilised in the future. • During Phase II, MDWT activities have continued at the DCT Pier 2 and to a smaller degree at the DCT Pier 1; however, the progress made and benefits derived in Phase I with respect to MDWT started to diminish in Phase II. Although about 100 mini-

	<p>businesses are still “operational” and have regular short meetings, they are not functional. The activities are not monitored and in many instances the discussions over productivity get derailed by other peripheral issues. Unsatisfactory skills levels of supervisors, insufficient support provided to the teams, lack of accountability, and adequate facilities are identified as some of the problems that prevented the initiative from achieving its full potential. It is acknowledged that there were many other factors that affected the success of this project; however, the implementation of MDWT started without clear understanding of the actual needs required to ensure its sustainability and the extent to which the terminal was prepared to embrace and integrate the initiative.</p> <ul style="list-style-type: none"> • Further to the above, it has been noted that the practices of following on principles of social dialogue tend to weaken as time passes and/or when discussions are not facilitated by an independent party, such as the ILO. It is therefore clear, that principles of social dialogue are not yet institutionalised and integrated into the operational environment of the respective terminals.
<p>Success / Positive Issues - Causal factors</p>	<p>The management at the terminals have acknowledged the need for sustainability plans and indicated their willingness to participate in their formulation.</p>
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>Devising an exit strategy needs to be done in close consultation with all beneficiaries and should be first and foremost agreed by the party that would need to implement it.</p>

ILO Lesson Learned

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Project TC/SYMBOL: SAF/13/01/MUL

Name of Evaluator: Elena Broughton

Date: 4 August 2014 – 30 August 2014

The following lesson learned has been identified during the course of the evaluation.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	A practical and manageable early warning Monitoring and Evaluation (M&E) framework should have been devised for the project. The review of the M&E system devised for the project revealed that it was not sufficiently comprehensive to illustrate a bigger picture and inform the Project Steering Committee (PSC) on the actual progress of the project; importantly, it lacked an early warning system that would encourage parties to act before the problem has exacerbated.
Context and any related preconditions	The M&E reports produced by the PMU and shared with the PSC only included progress on the project for one given quarter. They did not provide sufficient information on the actual progress of the project in terms of all objectives and outputs by indicating activities that are on schedule, behind schedule, or at risk of being delayed. As such, the M&E reports did not provide information necessary for participants to enquire about the reasons behind some of the activities not being implemented on time or being delayed. This limited the ability of the PSC in making a worthwhile contribution towards successful implementation of the project.
Targeted users / Beneficiaries	PSC members
Challenges /negative lessons - Causal factors	<p>During the discussions with the majority of PSC members, it was suggested numerous times that the project was progressing well particularly with respect to the activities planned for South Africa. Considering the actual evaluation of the progress and the feedback received, it can be argued that PSC members did not have a comprehensive understanding of the actual progress of the project and had limited knowledge of all of the detailed activities planned to be implemented by the midpoint of Phase II.</p> <p>Linked to the above issue is the fact that the indicator framework designed to measure progress on a frequent basis was inefficient. Indicators developed to measure the project's performance did not allow for assessment of the entire project's progress on a quarterly basis, which would assist the PSC members at their meetings to understand how well the project is progressing and what aspects are falling behind schedule. In addition to the existing list of process, output, and outcome indicators, a list of milestones for each activity should have been developed. These would have assisted the project team in measuring the achievement of each activity on a regular basis and report on it to the PSC.</p>
Success / Positive Issues - Causal factors	Certain limitations of the M&E system developed for the project have been acknowledged by the PMU and in response to the PSC members' requests, some changes were made to the content of quarterly progress reports.

ILO Administrative Issues (staff, resources, design, implementation)	Develop a practical and comprehensive early warning M&E system at the start of the project and obtain comments from PSC during the inception stage.
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Appendix 7: ILO Emerging Good Practices

ILO Emerging Good Practice

Project Title: Promotion of Decent Work in Southern African Ports (phase ii)

Project TC/SYMBOL: SAF/13/01/MUL

Name of Evaluator: Elena Broughton

Date: 4 August 2014 – 30 August 2014

The following emerging good practice has been identified during the course of the evaluation.

GP Element	Text
<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>The interventions related to strengthening the relationship between management and labour through social dialogue has shown positive results in two cases, i.e. one at the DCT that significantly improved the productivity and another at the Port of Richards Bay that assisted in resolving the issue of casual labour. Considering the nature of the labour-management relationships in South Africa and the effects thereof on the country's productivity, there is a great merit in rolling out these initiatives at other ports and in other business units at the existing ports, for example the National Port Authority. Furthermore, considering that the ports do not operate independently of other businesses and their performance to some degree is reliant on performance of upstream businesses, there is a merit in considering rolling out of these activities into the other transport-related industries, such freight rail.</p>
<p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p>	<p>Social dialogue training and integration of social dialogue practices in operational environment of an organisation could benefit any business regardless of the established relationships between the labour and management/employers of that organisation. However, the most notable positive changes can be expected in those instances where the existing relationship is broken and negatively impacts the productivity and competitiveness of the business.</p> <p>Achievement of the optimal results that social dialogue practices could bring is only possible when both management and labour are fully committed to adherence to these practices and when such practices become a norm. The latter implies that they need to be integrated into an operational environment.</p> <p>Social dialogue training should ideally be provided by a third party to retain objectivity and avoid being seeing biased by any of the beneficiaries, i.e. management or labour.</p> <p>Social dialogue practices are easily replicated; however, a tailored approach to integration of these practices in operational environment of an organisation will be required.</p>
<p>Establish a clear cause-effect relationship</p>	<p>Training in social dialogue practices and adherence to its principles leads to strengthening and creation of more open management-labour relationship, improvement in a company's reputation, improvement in productivity levels, and increase in staff satisfaction. It allows resolving the issues between labour and management in a more constructive way and in shorter</p>

	<p>periods. Importantly, it can assist in preventing the conflicts between labour and management that can be extremely damaging to the reputation, productivity, competitiveness, and sustainability of an organisation.</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<p>The targeted beneficiaries include both labour and management of an organisation.</p> <p>The measurable impacts include the reduction in operational downtime related to industrial actions, improvement in labour productivity, increased employee satisfaction, and increased satisfaction among customers from the service provided.</p>
<p>Potential for replication and by whom</p>	<p>Can be replicated in any organisation or unit within the transport sector in South Africa and along its backwards linkages. Can also be replicated in other industries in the country, for example mining where industrial actions are common. Considering the direct benefits to the businesses or organisations themselves, they should ideally be funded by the corporates themselves.</p>
<p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</p>	<p>Social dialogue activities are in direct alignment with the DWCPs for South Africa and Mozambique:</p> <ul style="list-style-type: none"> • In South Africa, social dialogue is embedded in Outcome 4 <i>“sustainable and competitive enterprises (including cooperatives) create productive and decent jobs especially among women, youth and persons with disabilities”</i> • In Mozambique, social dialogue is embedded under outcome 1.2 <i>“improved conditions for enterprise creation and growth with a view to generating Decent Work, particularly in Micro, Small and Medium Enterprises”</i>
<p>Other documents or relevant comments</p>	<ul style="list-style-type: none"> • NEDLAC, representative and consensus-seeking body acting to reach agreement through negotiation and discussion involving organised labour, government, organised business and the community (new.nedlac.org.za) • ILO social dialogue suit of documents: http://ilo.org/global/about-the-ilo/decent-work-agenda/social-dialogue/lang--en/index.htm

ILO Emerging Good Practice

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Name of Evaluator: Elena Broughton

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The following emerging good practice has been identified during the course of the evaluation.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<p>Design the launch of initiatives to have the most prominent and long-lasting effect on the participants. This specifically refers to the way training workshops on social dialogue are introduced to the beneficiaries.</p> <p>The interviewees indicated that the launch of social dialogue at the Port of Richards Bay was not as memorable as that experienced during the launch of the project at the DCT in Phase I. The use of artistic impressions and other techniques and means to build excitement over the proposed initiative among various beneficiaries, to facilitate open discussions, and allow various parties to voice their concerns and opinions appear to be highly effective in situations where labour and management relations are under strain.</p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>It has been noted by a few interviewees who were involved in the project since Phase I that the launch of social dialogue in Phase I, which made use of artistic impressions, was extremely effective in assisting the parties to understand each other's positions. Considering the challenges experienced with respect to promotion of social dialogue activities in Mozambique, a similar approach as the one devised for the DCT should be considered for implementation at the Port of Maputo.</p>
Establish a clear cause-effect relationship	<p>The use of various techniques that stimulate the creation of open dialogues among various groups of beneficiaries improves the effectiveness of the social dialogue practices and results in achievement of positive optimal results in shorter period of time.</p>
Indicate measurable impact and targeted beneficiaries	<p>The targeted beneficiaries include both labour and management of an organisation.</p> <p>The measurable impacts include high approval and satisfaction rating among the participants.</p>
Potential for replication and by whom	<p>Can be replicated in any organisation or unit within the transport sector and other industries in South Africa that would embark on social dialogue training and integration of social dialogue practices into operational environment.</p>
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	<p>Social dialogue activities are in direct alignment with the DWCPs for South Africa and Mozambique:</p> <ul style="list-style-type: none"> • In South Africa, social dialogue is embedded in Outcome 4 <i>“sustainable and competitive enterprises (including cooperatives) create productive and decent jobs especially among women, youth and persons with disabilities”</i>

	<ul style="list-style-type: none">• In Mozambique, social dialogue is embedded under outcome 1.2 “<i>improved conditions for enterprise creation and growth with a view to generating Decent Work, particularly in Micro, Small and Medium Enterprises</i>”
Other documents or relevant comments	<ul style="list-style-type: none">• ILO social dialogue suit of documents: http://ilo.org/global/about-the-ilo/decent-work-agenda/social-dialogue/lang--en/index.htm