



ILO EVALUATION

Evaluation Title:	Promotion of Decent Work in Southern African Ports - Port Work Development (PWD) Phase II Project
ILO TC/SYMBOLS:	SAF/13/01/M/FLA SAF/14/02/M/NET
Type of Evaluation:	End-Term Independent External Evaluation
Countries:	South Africa (Durban & Richards Bay) & Mozambique (Maputo)
Date of the Evaluation:	16th November 2015 - 31st January 2016
Name of Consultant:	Stanley M. Karuga
ILO Administrative Office:	ILO/DWT (Pretoria Office)
Technical Field	Sustainable Enterprises Created Decent & Productive Jobs
ILO Technical Backstopping Office:	DWST for Eastern & Southern Africa (Pretoria)
Date Project Ends:	30th November 2015
Donor & Budget:	Dutch & Flemish Governments (US\$ 1.5 Million) - with US\$ 1,190,086 being contribution from the Donors and US\$ 300,000 being in-Kind Contribution from Transnet Port Terminus
Evaluation Manager:	Darryl Crossman
Evaluation Budget:	US\$ 22,888.20
Key Words:	Promotion of decent work, South African Ports, Transnet, Durban Container Terminal, Maputo Port Development Company, Port of Richards Bay, Port of Maputo, social dialogue, Maritime School of Excellence, Port Work Development.

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been Professionally edited, but has undergone quality control by the ILO Evaluation Office.

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ACKNOWLEDGEMENT AND DISCLAIMER

This Independent External End-Term Evaluation report of the **“Promotion of Decent Work in Southern African Ports (Phase II) Project**, which is hereafter simply referred to as the *Port Work Development Phase 2 (PWD Phase 2)* was prepared by *Mr. Stanley M. Karuga*.

The author would like to extend profound and sincere gratitude to all those who contributed to the evaluation exercise in one way or the other. In particular, the author conveys special thanks to the entire Project Management Unit (PMU) staff including *Mr. Neeran Ramjuthan* – the Chief Technical Advisor (CTA); *Ms. Judith Van Doorn* and *Mr. Igor Felice* – the project coordinators for South Africa and Mozambique respectively, and *Mr. Poppy Hlongwane* – the project Finance and Administration Assistant (FAA). Special thanks also to *Mr. Darryl Crossman* - the project Evaluation Manager and also other ILO staff who were interviewed physically or through skype/telephone including *Mr. Vic Van Vuuren* – the ILO Director (Pretoria Office); *Mr. Limpho Mundoro* and *Ms. Mr. Fernando Fonseca* - Social Dialogue Specialist (ITC/ILO Turin); and *Mr. Jens Dyring* - Enterprise Development Specialist (DWST Pretoria). The author also conveys special gratitude to donor representatives who were interviewed through skype including *Ms. Geraldine Reymenants* (Flemish Government) and *Ms. Deidre Batchelor* (Dutch Government).

Last but not least, and while it is not possible to mention everyone else by name, the author would also like to convey gratitude to many other country-level respondents. In the case of **South Africa** these include *Mr. Llewellyn Henriques* –Short Term PWD phase 2 Consultant; *Mr. Ngcebo Zondi* – Shop Steward, Richards Bay (SATAWU); *Mr. Jeffrey Krishnan* – Shop Steward, Richards Bay (UNTU); *Mr. Siphso Vena* – DCT Continuous Improvement Department; *Mr. Fundile Rubuluza* – Senior Executive Human Resources (HR) Manager; *Mr. Siya Mdladla* – Senior HR Manager (Transnet Port Terminals-TPT); *Mr. Herschel Maasdorp* – Executive Head, Maritime School of Excellence (MSoE); *Mr. Jan Wepener* - Trainer (MSoE); *Mr. Seelan Govendor* –Operator, Lift Equipment (OLE) DCT Pier 1; *Mr. Tsekiso Monevoa* – OLE-DCT Pier 2; *Mr. Vusi Cele* – Shop Steward (SATAWU) ; and *Mr. Shaun Baxter* – Union representative (UNTU). In the case of **Mozambique**, the author would like to thank *Ms. Silvia Milice* –Talent Development Department (TDD) Manager/Chief Instructor (MPDC); *Ms. Benilde Siteo* – Talent and Development Officer (TDD/MPDC); *Mr. Alberto Rivas* – Business Management Manager (MPDC); *Mr. Amaral Nthantumbo* – Union Representative (MPDC); *Mr. Angelo Chambule* – Senior Talent Officer (TDD/MPDC); *Mr. Ernesto Tope* – Supervisor (MPDC); *Mr. Alexandre Honuana* –Chief Operations Manager (MPDC); and *Ms. Cidalia Rita Pene* – HR Manager, Comissao Consultiva do Trabalho (Ministry of Labour).

While the author made every effort to interpret and reflect as accurately as possible the information and data provided by the various respondents, views expressed in this report should be attributed to the author and not any of the respondents. In this regard, any misrepresentation that may be found in the report is entirely the responsibility of the author.

Stanley M. Karuga

Revised Draft Edition: 21st March 2016

LIST OF ACRONYMS AND ABBREVIATIONS

APEC	Antwerp/Flanders Port Training Center
BDS	Business Development Services
CCT	Comissao Consultiva do Trabalho
CEO	Chief Executive Officer
CI	Continuous Improvement
CID	Continuous Improvement Department
CO	Country Office
CTA	Chief Technical Advisor
DAC	Development Assistance Committee
DCT	Durban Contain Terminal
DWA	Decent Agenda for Africa
DWCP	Decent Work Country Programmes
DWST	Decent Work Support Team
ETE	End-Term Evaluation
FAA	Finance and Administrative Assistant
HR	Human Resources
HRD	Human Resources Development
ILO	International Labour Organization
ITC	International Training Centre
LBC	Local Business Committee
LTBA	Likely to be Achieved
LTBD	Likely to be Delayed
M&E	Monitoring and Evaluation
MDWT	Mission Directed Work Team
MPDC	Maputo Port Development Company
MPS	Maputo Port School
MSoE	Maritime School of Excellence
NBC	National Business Council
NDP	National Development Plan
NEDLAC	National Economic Development and Labour Administration Council
NPC	National Project Coordinator
NPGF	National Growth Path Framework
OECD	Organization for Economic Cooperation and Development
OSH	Occupational Safety and Health
PARP	Plan for Reduction of Absolute Poverty
PDP	Port Development Programme
PLWD	People Living With Disabilities
PMF	Project Management Framework
PMU	Project Management Unit
PRODoc	Project Document
PSC	Project Steering Committee
PWD	Port Work Development
RBM	Result-Based Management
ROAF	Regional Office for Africa
SASSOA	the South African Association of Ship Operators and Agents
SATAWU	South Africa Transport and Allied Workers' Union
SDP	Supervisory Development Programme
SERV	Flemish Socio Economic Council
SETA	Sector Education and Training Authorities
SIMPEOC	Mozambiquean Port Workers Union
SIMPOCAF	Sindicato Nacional dos Trabalhadores dos Portos e Caminhos de Ferro ¹
SME	Small and Medium Scale Enterprise
STC	Shipping Training College
TAC	Technical Advisory Committee
TCPR	Technical Cooperation Progress Report
TDD	Talent Development Department

¹ Mozambican Railway Workers Union

TEU	Twenty-footer container (equivalent unit)
TFR	Transnet Freight Rail
TORs	Terms of Reference
TPT	Transnet Port Terminal
TWGs	Thematic Working Groups
UN	United Nations
UNDAF	Nations Development Assistance Framework
UNDAP	Nations Development Assistance Programme
UNTU	United National Transport Union
US\$	United States Dollar
UTATA SARHWU	United Transport & Allied Trade Union-South Africa Railway & Harbours Workers Union

1.0: BACKGROUND & CONTEXT

1.1 Summary of Project Purpose, Logic and Structure

Creation of decent work and sustainable employment for women and men remains a core agenda of the ILO and its constituents globally. The transport sector, and in particular ports which are key connectors to global markets, is critically important to the socio-economic development and employment creation within local economies in the Southern African region. Around the period 2009-2012, both the governments of South Africa and Mozambique identified ports as being extremely important towards growth and competitive of their respective economies as well as employment generation. It was against this backdrop that the ILO launched PWD phase 1 in 2010 covering the port of Durban in South Africa, and after its completion in March 2013, an expanded PWD phase 2 in June 2013 which covered the ports of Durban (pier 1 & 2) and Richards Bay in South Africa; and the port of Maputo. Both phases of the project were in response to social dialogue related challenges and confrontational workplace relations between workers and management which were hindering productivity and competitiveness of the ports as well as creation of sustainable decent work. The main purpose of PWD phase 2 – which is the focus of this evaluation, was to promote decent work in target ports with the overall aim of improving industrial relations between workers and management, creating more and better jobs, and enhancing productivity and competitiveness. More specifically, the immediate objectives of PWD phase 2 were to: (i) “promote social dialogue as a means of conflict resolution among stakeholders within ports and among port operators in the sub-region”; (ii) “further refine the human resource development strategies of these ports in line with international best practice”; and (iii) “strengthen the capacity of local port schools to contribute to the implementation of these strategies by providing skills training to port workers”. The intervention logic of PWD phase 2 was based on ILO’s systemic approach to enterprise development which recognizes the need for mutually-reinforcing interventions at various system levels. That is, at the meta-level - focusing on implicit norms, values and perceptions held by system stakeholders regarding their own role and interests in the way business is done in the participating ports; macro-level - focusing on rules, regulations and formal institutional arrangement ruling interaction between staff in the participating ports; and micro-level - focusing on the “market place” where people involved in the value creation process of the participating ports interact with each other and with suppliers and buyers.

1.2 Present Situation of the Project

PWD phase 2 was launched by the ILO as a two (2) year initiative that was initially scheduled to operate during the period June 2013 - May 2015 with a budget of approximately US\$ 1.5 million comprising more or less equal funding by the Flemish and Dutch governments (US\$ 1,190,086) and an additional US\$ 300,000 being in-kind contribution from TNT (South Africa). However, following recommendations of a six-month “no-cost” extension by the Mid-Term Evaluation (August 2014) and the subsequent approval by donors, the project became a two-and-a half (2½) years initiative with the operational period translating to the period June 2013 – November 2015. In the case of South Africa, the project covered Transnet Port Terminals – specifically the Durban Container Terminals (Piers 1 & 2), the Port of Richards Bay - specifically the bulk and multi-purpose terminals, and the Maritime School of Excellence. In the case of Mozambique, the project covered the Maputo Ports Development Corporation – specifically the port of Maputo bulk and break bulk terminal, and the Maputo Port School – which is yet not operational.

1.3 Purpose, Scope and Clients of the Evaluation

This evaluation was undertaken in accordance with two main provisions, namely the ILO Evaluation Policy adopted by the Governing Body in November 2005, and the “grant agreement” as reflected in the PWD phase 2 Project Document. In accordance with TORs, the purpose of the evaluation is to provide an independent assessment of project implementation and achievements based on project objectives and strategies; assess project management strategies which guided implementation; and to provide recommendations to stakeholders on a possible follow-up PWD phase 3 of the project. In particular, the evaluation assesses the

project in terms of relevance and strategic fit with the socio-economic development aspirations of key stakeholders; validity of design; performance in relation to set achievements targets; effectiveness of management arrangements; efficiency of resource use; impact orientation and impact; and also lessons learned. The evaluation also provides relevant recommendations for a possible third phase of the project. Primary clients of the evaluation include the PMU; the ILO technical support and backstopping staff; ILO Directors - ILO DWST (Pretoria); ILO CO for Mozambique in Lusaka, Zambia; donors and constituents - particularly members of the PSC in South Africa and TAC in Mozambique.

2.0 METHODOLOGY OF EVALUATION

The evaluation was undertaken in accordance ILO policies and principles including participatory approaches, gender equality and application of the UN Based Management framework. Evaluation methodologies included desk review of key documents; field-level interviews with 38 key informants selected followed a purposive sampling approach (one-on-one, skype and telephonic) with women representing about 21%; independent observations by the Mission during field visits; responses and comments by participants during the “end-of-mission debriefing session”.

3.0 MAIN FINDINGS

3.1 Relevance and Strategic Fit

Overall, the Mission found project objectives, planned activities, anticipated outcomes and impact to have been highly relevant and strategically in line with the socio-economic development aspirations of all parties involved including organized labour and management at the participating ports, the governments of South Africa and Mozambique, the ILO and other stakeholders at large.

3.2 Validity of Project Design

The Mission found project design to have been largely coherent and logical in terms of relevance and adequacy of foundational information base upon which the project was conceptualized and designed; efficacy of the development model applied; intervention mix and plausibility of causal linkages of activities, outputs, outcome and objective; definitional clarity of indicators of achievement; risk assessment and timeline. While its design was relatively less coherent and logical in terms depth and breadth of stakeholder consultations; specific plans towards gender mainstreaming; sustainability and exit plans, the biggest problem was the failure for the design of phase 2 to capitalize on lessons learned and experiences gained during phase 1, and also the failure to incorporate recommendations made in the End-term Review Report (March 2013). The Mission firmly concludes that these short coming contributed significantly to the “lower than expected” performance of the project.

3.3 Project Progress and Effectiveness of Performance

Although project delivery fell short of what was originally anticipated due to a number of challenges discussed in more detail in this report as well as the above design related short-comings, it has shown positive results that are gearing towards positive impact. Key among these include: (i) *Capacity building in social dialogue* for a total of 255 people including chief instructors – with women accounting for a proportionately higher representation of approximately 24.3%; (ii) Increased employment (full-time and casual) by about 0.6% across the three participating ports with overall full-time employment going up by 3.8% and casual employment declining by 16%; (iii) Increased employment of women - accounting for approximately 254.5% of the newly created jobs with the percentage of those in full-time employment going up by 18% and declining by 30% in the case of casual employment; (iv) Reduction in the number of the days lost to industrial actions from 13.5 days and 8.5 days per year in DCT and Richards Bay respectively to 0.5 days and 0.35 days per year at the DCT and Richards Bay also respectively – with the monetary value of the avoided business loss being estimated at US\$ 4.2 million per year or the equivalent of more than US\$ 8.5 million over the project period; (v) Change in the terms of employment for a total 1,195 workers from DCT and Richards Bay from casual to fixed-term contract and/or permanent employment; (vi) Signing of the Recognition Agreement between

workers and Transnet (DCT & Richards Bay) in South Africa, and the Collective Bargaining Agreement between workers and MPDC in Mozambique; (vii) Increase in salaries for union workers in the port of Maputo by 8% and improvements of their medical cover - including their immediate family members from 10,000 to 350,000 Meticaís or from approximately US\$ 200 to US\$ 7,000 per year; (viii) increase in customer satisfaction; and (ix) Increase in productivity in terms cargo handling at the port of Maputo by about 31%.

3.4 Effectiveness of Management Arrangements

While project management arrangement served it well, its effectiveness was dampened by a number of factors – particularly: (i) lack of sufficient practical commitment on the part of top management staff (TPT and MPDC); (ii) Absence of TWGs to support the TAC and PSC on technical matters; (iii) inadequate project staffing and/or expertise in areas outside social dialogue; (iv) lack of an effective and efficient M&E system, knowledge and information management systems.

3.5 Adequacy and Efficiency of Resource Use

The project had a total budget of approximately US\$ 1.5 million - comprising donor funding amounting to US\$ 1,190,086 and US\$ 300,000 in the form of in-kind contribution from TNT (South Africa). By the time of the Mission, the project had utilized US\$ 1,082, 978 or about 91.0% of total project donor budget. Project funding was perceived by the PMU to have been inadequate considering a number of factors such as the wide geographical scope and the need to repeat certain activities due external factors such as high turnover of senior staff. While the project utilized the available resources quite prudently and effectively, it expended approximately 63.0% of total budget towards development work (direct support to beneficiaries). It also leveraged a significant amount of external resources amounting to US\$ 653,835 with contributions being coming from TPT (US\$ 365,113)-South Africa, MPDC-Mozambique (US\$ 208,286); MSoE –South Africa (US\$ 55,436); and ILO (US\$ 25,000) -ITC-Turin .

3.6 Impact Orientation and Sustainability

While the Mission found project activities as having the real potential for sustainability and impact beyond the life of the project, this is being undermined by a number of key factors: (i) Lack of commitment to project activities on the part of top management staff in both TPT and MPDC; (ii) High turnover of management staff – especially in the case of TPT in South Africa; (iii) Lack of clear frameworks, mechanisms and consultatively agreed plans of action with respect to the immediate objective related to refinement of HR strategies, as well as institutionalizing of social dialogue into the operational environment of the ports; (iv) Lack clear communication and exit strategies; (v) Weak capacity of workers’ union and lack of institutionalization and structured training arrangements– especially in the case of Mozambique; and (vi) weak OSH strategies - in case of the port of Maputo.

4.0 KEY LESSONS LEARNED

Based on primary and secondary sources of information as well as observations by the Mission, the following lessons learned were identified:

1. Social dialogue promotion towards decent work is a sensitive matter and should be introduced, communicated and managed extremely carefully in order to avoid possible negative backlash – as witnessed in the case of MPDC in Mozambique at the early stages of the project and during the in-bound tour for the delegation from Antwerp and Rotterdam ports;
2. While promotion of social dialogue has high potential for strengthening relationships between labour and management in any organization to the mutual benefits of both parties, this can only be sustainable by institutionalizing or integrating the intervention into the internal structures and operations of the ports;
3. While patience is required in promoting and institutionalizing social dialogue owing to its inherent sensitivity some degree of well-considered exertiveness on the part of the implementers is essential to avoid unnecessary drag on project implementation plans;
4. Retaining the same CTA under phase 1 during phase of phase was valuable to the project from the point of

- view of giving it a head start and reducing operational risks;
5. The need to avoid ambition and to set more practical and realistic scope and targets of a project especially in light of resources available;
 6. The need to have in place effective and efficient M&E systems;
 7. A clear and strategically defined communication strategy is critical for sensitive interventions such as promotion of social dialogue as a means of minimizing operational risks and negative backlash;
 8. The need to have well-articulated and clearly defined sustainability and exit strategies;
 9. While experiential learning by way of out-bound tours to the ports of Antwerp and Rotterdam were quite useful towards acquisition of knowledge and change of mindset on the part of the participants, their selection in future should be more strategic with regard to the role they play at the ports;
 10. From the point of view of cost-effectiveness and maximization beneficiary outreach, more in-bound tours by delegations from the collaborating ports of Antwerp and Rotterdam should be built into project design in future.

5.0 KEY RECOMMENDATIONS

The following is a summary of key recommendations for the proposed third phase of the project, their prioritization ranking in terms of low, medium and high; lead responsible agency; indicative timing and resource requirements – which is estimated at around US\$ 275,000 excluding salary of the additional NPC.

	Recommendation	Priority Ranking	Responsible Agency	Timeframe	Approximated Budget Implications
1	<p><i>Conduct short and focused consultative studies in the following areas with a view to developing clear frameworks, strategies and plans of action with regard to:</i></p> <p>a) <i>Institutionalization of social dialogue principles and practices into internal structures and day to day operations of TPT and MPDC and cascading the same to the terminal levels of participating ports (DCT and the ports of Richards Bay and Maputo); and</i></p> <p>b) <i>Refinement of HR development initiatives towards international best practice for the target port organizations (TPT and MPDC) and terminals (DCT, ports of Richards Bay and Maputo) - carefully adapting the strategies to local situations; and</i></p> <p>c) <i>Consult with the Pretoria Decent Work Team's gender specialist to strengthen the gender mainstreaming response.</i></p>	High	ILO/PMU	Immediately	<p>a) South Africa US\$ 50,000 Mozambique US\$ 20,000</p> <p>b) South Africa US\$ 30,000 Mozambique USD 20,000</p> <p>c) South Africa and Mozambique US\$ 15,000</p>
2	<p><i>Maintain current geographical scope of the project (DCT Piers & 2, Port of Richards Bay and the Port of Maputo) in the third phase to avoid too much ambition – especially in light of available resources;</i></p>	High	ILO	Immediately	-
3	<p><i>Solicit and secure full commitment and “buy-in” to project objectives and activities on the part of top management staff in both TPT and MPDC; as well as the reporting of project activities and achievements as a permanent agenda of LBC and NBC meetings;</i></p>	Medium	ILO/PMU	Immediately	-
4	<p><i>Step up capacity building in social dialogue and HR development towards international best practice in all participating ports and at all</i></p>	Medium	ILO/PMU	Medium Term	Part of 1 above

	levels by inculcating the culture of social dialogue as a means of resolving conflicts and improving working relationships between employers and workers for sustainable improvements of productivity and competitiveness – giving special emphasis on MPDC;				
5	<i>Support MPDC in the development of Occupational Safety and Health (OSH), legislation and compliance</i> through integration of best practices into its operations to reduce work injuries and loss of man-hours as a means towards improved productivity and competitiveness of the port; and also set up a OSH tripartite committee to steer the agenda forward;	Medium	ILO/PMU	Medium Term	US\$ 30,000
6	<i>Support institutionalization of training in</i> a) <i>PDP and</i> b) <i>social dialogue in MPDC</i> – which is currently being undertaken on a rather adhoc basis and in an unstructured manner;	Medium	ILO/PMU	Medium Term	a) US\$ 25,000 b) US\$ 20,000
7	<i>Provide for full time and on-site NPCs to assist the CTA in project implementation</i> (1 in South Africa –located DCT and 1 in Mozambique-located at MPDC);	Medium	ILO	Immediately	US\$ 5,500 per Work Month
8	<i>Establish TWGs</i> to provide technical support to each advisory committee (PSC & TAC);	Medium	ILO/PMU	Immediately	Negligible
9	<i>Develop and operationalize, communication, sustainability and exit strategies</i> for the project;	Medium	ILO/PMU	Immediately	US\$ 5,000
10	<i>Develop and operationalize a web-based M&E system</i> to be hosted in the web-sites of TPT and MPDC respectively, with the ILO Office (Pretoria) web-site only providing the web-portal/link to the respective websites;	High	ILO/PMU	Immediately	US\$ 30,000
11	<i>Establish and include baseline data and time-bound target indicators of achievements</i> in the PMF;	Medium	ILO/PMU	Medium Term	US\$ 10,000
12	<i>Incorporate gender and youth - specific interventions and indicators of achievement</i> to hold the project accountable to relevant deliverables;	High	ILO/PMU	Medium Term	Negligible
13	<i>Step up in-bound capacity building missions from the ports of Antwerp and Rotterdam</i> with a view to minimizing costs, maximizing outreach and strengthening partnership and collaboration;	Medium	ILO/PMU	Medium Term	US\$ 20,000
14	<i>PMU to be more exertive on planned implementation plans and timely action</i> on the top management in both TPT and MPDC as well as at the terminal levels;	Medium	ILO/PMU	Medium Term	-

1.0: INTRODUCTION

1.1 Brief Project Background, Context and Rationale

Creation of decent work and sustainable employment for women and men remains a core agenda of the ILO and its constituents globally. The transport sector is critically important to socio-economic development and employment creation within local economies in the Southern African region. In this regard, ports play a particularly important role in the transport sector as connectors to the global market. Thus, competitive and productive ports are important for progressive growth of national economies and for creation of decent work and employment. For example, the South Africa's National Development Plan (2011) identified effective, reliable, economical and smooth-flow of goods and services along the transport corridors as being key to achieving sustainable and inclusive growth. In this regard, the Plan identified ports as extremely important connectors not just between national transport corridors, but also with the world market². In Mozambique, the Five-Year Government Program (2010-2014), the National Poverty Reduction Action Plan (2011-2014) and also the Strategy for Integrated Development of the Transportation System (2009) also singled out the transport sector, and the ports in particular, as being important building blocks for a competitive and vibrant economy.

These pronouncements occurred within the context of two other circumstances in both South Africa and Mozambique. *Firstly*, projected increases in port traffic volumes. For example, the Transnet Market Demand Strategy (MDS) estimated that the volume of container traffic in South African ports was expected to increase by more than 70% from 4.3 million TEU (twenty-foot container size equivalent unit) to 7.6 million TEU, by 2017; while the 20 year masterplan that had been released by the Maputo Port Development Company (MPDC)³ envisaged growth in container volumes by 400,000 TEU per annum for the port of Maputo by 2030. *Secondly*, it was reported that ports in the two countries were at the same time faced with issues of lack of regional and global competitiveness arising from several angles including workforce-related productivity bottlenecks and lack of effective social dialogue structures, among others⁴.

It was against this backdrop that the ILO launched phase 1 of the project known as "*Promotion of Decent Work in the South African Transport Sector*" or simply referred the Port Works Development Phase 1 (PWD Phase 1) in 2010 – with equal funding by the Dutch and Flemish Governments at a total cost of US\$ 1.27 million. Phase 1 was implemented in partnership with Transnet Port Terminal (TPT) at the Durban Container Terminal (DCT) of the Port of Durban. The project was a response to social dialogue related challenges and confrontational workplace relations between workers and Management. Following completion of Phase 1 in March 2013, both donors for phase 1 agreed to finance a follow-up but expanded second phase (PWD phase 2) which was launched by the ILO in June 2013 covering the Ports of Durban and Richards Bay in South Africa and Maputo Port in Mozambique. The project is anchored under the Decent Work Country Programme (DWCP) supervisory committee of the National Economic Development and Labour Administration Council (NEDLAC) in the case of South Africa, and the Comissao Consultiva do Trabalho (CCT) in the case of Mozambique. The project focuses on the implementation of productivity improvement measures, mechanisms for promotion of social dialogue and HR skills development towards international best practices as a way of enhancing decent work in the three ports (DCT, Richards Bay and Maputo).

1.2 Project Objectives and Anticipated Outcome

As indicated in the project logframe matrix (PRODoc page 18), the overall development objective of PWD (Phase 2) was "*to Promote Decent Work in Southern African Ports*" with the overall outcome being "*more and better jobs in participating Ports*". Towards this end, its immediate objectives were:

- (i) **Immediate Objective 1:** "*To promote social dialogue as a means of conflict resolution among stakeholders within ports and among port operators in the sub-region*";

²National Development Plan 2030 - Our future -make it work

³ MPDC is a public private partnership between the Mozambican Railway Company (Caminhos de Ferro de Moçambique holding 49% of shares), Grindrod (24.7%), DP World (24.7%) and local partners (1.6%).

⁴ PWD Project Document (page 3)

- (ii) **Immediate Objective 2:** *“To further refine the human resource development strategies of these Ports in line with international best practice”;*
- (iii) **Immediate 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”.*

1.3 Project Intervention Delivery Strategy

The project applied ILO’s systemic approach to enterprise development which recognizes the need for mutually-reinforcing interventions at various system levels.

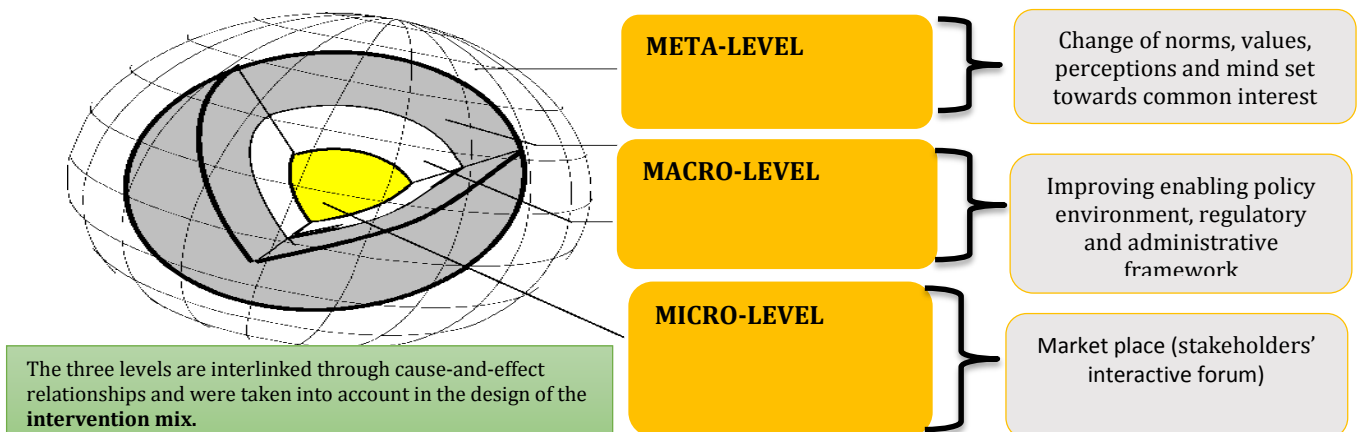
Meta-level: Where interventions focus on the implicit norms, values and perceptions held by system stakeholders regarding their own role and interests in the way business is done in the participating ports - with the objective of encouraging change in mind-set among internal and external stakeholders across system levels towards shared interest in the performance of the participating ports. In this respect, the project aimed at replicating social dialogue activities previously undertaken at DCT during PWD Phase 1 in the ports of Richards Bay in South Africa and the Port of Maputo in Mozambique. Interventions at this level also included capacity building support for social partners, seminars and workshops and exposure visits.

Macro-level: Where interventions focused on rules, regulations and formal institutional arrangement ruling interaction between staff in the participating ports - with the objective of facilitating better enabling environment for interaction between people involved in the value creation process of the participating ports . In this respect, the project aimed at replicating the assessment processes carried out during the first phase in DCT, identifying performance gaps at port level and establishing a baseline for performance improvement measures. The project supported the Human Resources (HR) Departments in participating ports to establish people transformation based task forces and to refinement of existing HR systems in line with international best practice.

Micro-level: Where interventions focused on the areas where people involved in the value creation process of the participating ports interact with each other and with suppliers and buyers with the overall aim of improving efficiency of interactions and ultimately growth and effectiveness of business in the participating ports. In this respect, the project worked in collaboration with the Port Schools of Antwerp and Rotterdam in strengthening delivery capacity of port schools linked to participating ports – i.e. the Maritime School of Excellence (MSoE) in South Africa, and the Maputo Port School (MPS). Capacity building support entailed new service product development, trainer development, brand support and facilitation of knowledge sharing networks among schools. The project also provided advice to participating schools on how to in turn train port workers in participating terminals.

Figure 1 below provides a schematic representation of ILO’s systemic approach to enterprise development.

Figure 1: ILO Systemic Approach to Enterprise Development



1.4 Key Stakeholders, Intermediate and Ultimate Target Beneficiaries

In addition to the ILO - as the implementing agency, and the Flemish and Dutch governments - as the primary donors; other key stakeholders of the project include: (i) *Trade unions* in both countries; (ii) *Ports and Maritime Schools Management* covering TPT, DCT Pier 1 & 2, Richards Bay and the Transnet Maritime School of Excellence in the case of South Africa; MPDC and the Maputo Port School (MPS) in the case of Mozambique; (iii) *employees* in participating ports (Durban, Richards Bay and Maputo); (iv) *Other collaborating partners* including the Antwerp/Flanders Port Training Centre (APEC, the Shipping Training College (STC) in Rotterdam and South Africa, the Flemish Socio Economic Council (SERV) and the International Training Centre of the International Labour Organization (ITCILO).

Intermediate beneficiaries of the project include: (a) *Agencies representing the interests of organized business in the participating ports*: While the project engages with TPT (a State Owned Company) which operates the ports of Durban and Richards Bay in the case of South Africa; it engages with MPDC (a public-private entity) in the case of Mozambique. (b) *Trade Unions representing the interests of organized labour in the participating ports*: The relevant trade unions include Transport and Allied Workers Union (SATAWU) and the United National Transport Union (UNTU) in the case of South Africa, and the Mozambiquean Port Workers Union (SIMPEOC) in the case of Mozambique; and (c) *Port Schools*: These includes the newly established Maritime School of Excellence (MSoE) operated by Transnet, as well as other schools in participating ports, in particular the Maputo Port School (MPS) which is operated by MPDC. **Ultimate beneficiaries** of the project are the port workers in the participating ports in Durban and Richards Bay in South Africa and Port of Maputo in Mozambique.

1.5 Project Management and Coordination Arrangements

The day to day management of PWD phase 2 is primarily undertaken by the Chief Technical Advisor (CTA) whose office is located at the TPT in Durban (who was also the CTA for phase I). The CTA is assisted by two (2) ILO part-time and cost-shared Project Coordinators (PCs); one (1) who is based at the Decent Work Support Team (DWST) ILO Office in Pretoria; one (1) PC for Mozambique who is based in the ILO Maputo Project Office; and a full-time Finance and Administration Assistant (FAA) who is based in ILO Pretoria Office. The project is backstopped by the Decent Work Support Team (DWST) for Eastern and Southern Africa based in Pretoria. The team is also supported by the ILO SECTOR Unit for the Ports (Geneva) and by the Social Dialogue Expert from the ILO International Training Centre (Turin). At the higher level, the project is governed by a Project Steering Committee (PSC) in the case of South Africa and a Technical Advisory Committee (TAC) in the case of Mozambique. Memberships in both the PSC and the TAC is as indicated in **Table 1** below:

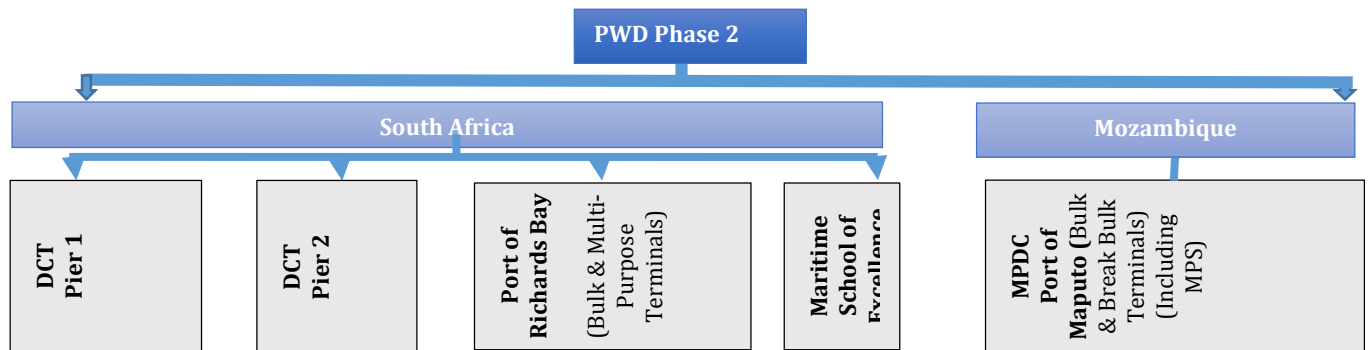
Table 1: Representatives of PSC in South Africa and TAC in Mozambique	
PSC (South Africa)	TAC (Mozambique)
1. Director ILO (Pretoria Office);	1. ILO CTA (Project Manager);
2. ILO Enterprise Resource Specialist;	2. ILO PC for Mozambique;
3. ILO CTA (Project Manager);	3. ILO PC for South Africa;
4. ILO PC for South Africa;	4. Comissao Consultiva do Trabalho (CCT) representative;
5. TPT Management representative;	5. Trade Union Confederation representative;
6. DCT Pier 1 and Pier 2 management representatives;	6. Employers' Confederation representative;
7. Port of Richards Bay management representative;	7. MPDC representative;
8. SATAWU representative;	8. Government representative;
9. UTATU SARWHU representative;	9. Flemish Government (donor) representative;
10. MSoE representative;	
11. Flemish Government (donor) representative;	
12. Dutch Embassy (donor) representative;	

Source: PWD Phase II Independent Mid-term Final Evaluation Report (August 2014)

1.6 Project Area, Timeline and Budget

PWD Phase 2 was launched as a two (2) year initiative that was initially scheduled to operate during the period June 2013 - May 2015. However, following recommendations of the Mid-Term Evaluation of August 2014 for a six-month “no-cost” extension and subsequent approval by donors, the project became a two-and-a-half (2½) years initiative with the operational period translating to the period June 2013 – November 2015. Geographically, the project covers both South Africa and Mozambique. As indicated in **Figure 2** below, the project covers TPT - specifically DCT (Piers 1 & 2); the Port of Richards Bay - specifically the Bulk and Multi-Purpose Terminals as well as MSoE in the case of South Africa. In Mozambique, the project covers MPDC – specifically the bulk and break bulk terminal, and the Maputo Port School.

Figure 2: Geographical Scope of PWD Phase 2 Project



The total budget for PWD phase 2 was approximately **US\$ 1.5 million** comprising donor contribution amounting to **US\$ 1,190,086** (US\$ 598,452 from the Flemish Government and US\$ 591,634 from Dutch Government); and a further **US\$ 300,000** being in-kind contribution from TNT (South Africa).

1.7 Purpose and Scope of the Assignment

This evaluation has been undertaken in accordance with two main provisions, namely the ILO Evaluation Policy adopted by the Governing Body in November 2005, and the “grant agreement” as reflected in the Project Document (PRODoc) pages 1 and 13. In accordance with the terms of reference (TORs) as provided in **Appendix Table 7**, the evaluation considers project implementation and achievement’s since its start in June 2013 covering all project areas, namely -DCT (piers 1 & 2), Port of Richards Bay and the ports operations of MPDC in Maputo. The evaluation covers all immediate objectives of the project, with particular attention to synergies across objectives. It also assesses all key outputs that have been produced to date. In particular, the assessment includes but not limited to the following: (i) Strategic fit of the initiative within the DWCPs; (ii) Relevance and strategic fit with the socio-economic development aspirations of intermediate and ultimate stakeholders (including national development frameworks); (iii) Progress made towards achieving project objective, planned outputs and anticipated outcomes; (iv) Internal and external factors that influenced its performance; (v) Management of the operations of the project; (vi) The extent of both management and government “buy-in”, support and participation in the initiative; (vii) Knowledge management and information sharing; (viii) Results based measurement and impact assessment systems; and (ix) Systems for risk analysis and assessment.

1.8 Primary Clients of the Evaluation

The primary clients of the evaluation include the project management unit (PMU); technical support and backstopping staff (including the Senior Technical Specialist based at the ILO DWT in Pretoria, PCs at the ILO DWST in Pretoria and at the ILO Office in Mozambique); ILO Directors - ILO DWST in Pretoria, and the ILO CO for Mozambique in Lusaka, Zambia); donors and constituents - particularly PSC in South Africa and TAC in

Mozambique.

2.0 APPROACH AND METHODOLOGY

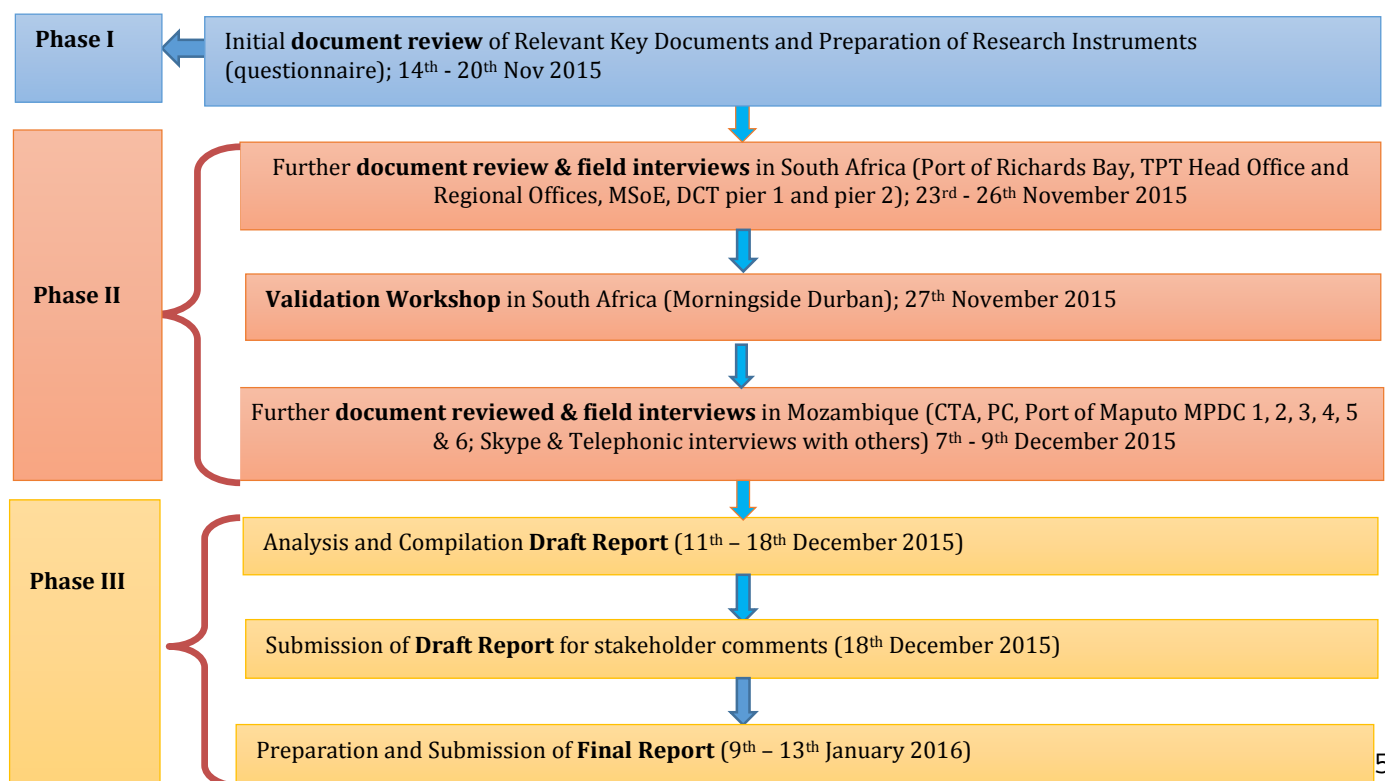
2.1: Approach and Key Principles Applied

The evaluation was undertaken in accordance with ILO policies and principles of project design, implementation, monitoring and evaluation including: (i) Use of participatory approaches where the various groups of stakeholders were given equal and free opportunity to air their views regarding project performance, perceived issues and possible actions; (ii) Gender equality as a cross cutting concern throughout the evaluation process and in sharing of project benefits; and (iii) Application of the United Nations (UN) evaluation standards and norms and glossary of key terms in evaluation of the Result-Based Management (RBM) framework developed by the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD);

2.2: Methodology and Work Plan

In terms of methodology, the Mission applied the following research instruments undertaking the evaluation: (i) *Desk review of key documents* - which as indicated in **Appendix Table 8** included a wide range of relevant reference materials; (ii) *Field-level interviews with key informants* - broadly using the guiding questionnaire provided in **Appendix Table 3** - with the respondents including project staff and other relevant ILO field and headquarter staff; representatives of organized businesses, workers and other organizations representing the interests of participating ports selected following a purposive sampling technics. Interviews methods comprised “one-on-one” and/or focus group discussions (FGDs), and also skype and/or telephone conversations where necessary. A total of 38 people were interviewed with women representing about 21% (see **Appendix Table 1**). All project areas were covered including DCT piers 1 & 2, the Port of Richards Bay (the Bulk and Multi-Purpose Terminals) and MSoE in South Africa; and MPDC (the bulk and break bulk terminal) and the Maputo Port School (MPS) in Mozambique. (iii) *Independent observations* by the Mission during field visits in the project areas; and (iv) *Responses and comments* by participants during the “end-of-mission debriefing session” held in on 27th November 2015 in Durban (See **Appendix Table 2** for the list of participants). **Figure 3** below depicts the overall work plan that was followed during the evaluation Mission.

Figure 3: Overall Work Plan of the Evaluation Mission



3.0 MAIN FINDINGS

The following sections provide the main findings of the evaluation Mission based on the broad evaluation criteria as per the TORs including: (i) *Relevance and strategic fit*; (ii) *Validity of project design*; (iii) *Project performance and effectiveness*; (iv) *Effectiveness of project management arrangements*; (v) *Adequacy and efficiency of resource use*; (vi) *Project impact-orientation and sustainability*.

3.1 PROJECT RELEVANCE AND STRATEGIC FIT

Relevance and strategic fit project interventions to the socio-economic development needs and aspirations of stakeholders is critical for “buy-in”, support, ownership and sustainability of project activities beyond the project cycle. In the context of the ILO policy guidelines for results-based evaluation, this assessment criterion is primarily meant to assess the *“extent to which project or programme objectives are consistent with beneficiaries’ requirements, country needs, global priorities, partners’ and donors’ policies; the extent to which the project approach is strategic and also the extent to which the ILO uses its comparative advantage”*⁵.

The Mission assessed relevance and strategic fit of project objectives and activities primarily based on the following criteria: (i) Socio-economic development aspirations of stakeholders; (ii) national development policies, strategies and plans of participating countries; (iii) Decent Work Country Programmes; (iv) ILO strategic Policy Framework; (v) ILO’s gender equality mainstreaming strategy; (vi) United Nations Development Assistance Framework (UNDAF) and Plans (UNDAP); (vi) Complementarity with other relevant Initiatives of the ILO and other Development Agencies

3.1.1 Socio-Economic Development Aspirations of Target Beneficiaries

Based on literature review as well as views of a wide cross section of respondents, the Mission firmly concludes that the objective of the project, its planned outputs and activities, as well as anticipated outcome and impact are all fundamentally relevant to socio-economic development needs and aspirations of both the target intermediate and ultimate beneficiaries. According to one key informant, relevance of project interventions to the development aspirations of the participating ports in South Africa was behind a recent call by the Chief Executive Officer (CEO) of TPT to extend the project to other ports in Eastern and Western Cape provinces.

Box 1 below provides a list of memorable sample quotes from a variety of respondents for purposes of indicating the summative view of stakeholders regarding relevance and strategic fit of project interventions.

⁵ ILO Policy Guidelines for Results-Based Evaluation, Principles, Rationale, Planning and Managing Evaluation (2012).

BOX 1: Sample Memorable Quotes

“The project has been extremely useful to us. Although more work is needed, capacity building in social dialogue has been working well towards changing the militant attitude of port management and employees in solving labour related disputes at the Port. The intervention is resulting in progressive mindset change towards using social dialogue as the appropriate mechanism to resolve labour disputes. The attitude and culture of “them [management] and us” [union] is gradually fizzling away with more and more workers and management staff embracing the culture of common interest and cooperation”. Discussions between management and workers is now more open with less of hidden agenda, suspicion and mistrust on the part of the two parties. But like I said, more work in social dialogue is needed to attain complete change in culture towards consistent use of its principles as a means of conflict resolution”

(South Africa, SATAWU Representative).

“Project support has added value to our business relationship with management. The exposure we received as part of the study tour we made to Belgium and Netherlands opened our eyes. If well applied can make a significant difference to our relationship with management and productivity of the port. Although the trip was too short, it enhanced our knowledge on social dialogue and requisite HR policies and strategies that would end up as a win-win situation for workers and management”.

(South Africa, UNTU Representative).

“The three broad interventions of the project of promoting social dialogue as a means of conflict resolution; refinement of HR development strategies; and capacity building of local port schools are indeed relevant to the situation of South Africa’s Ports and also complementary to each other. However, mindset has not changed much and there is still need to do a lot more towards inculcating the social dialogue culture among port workers and management. But this must go hand in hand with reforms in HR policies and strategies which are yet to approximate international best practices”.

(South Africa – MSoE Representative).

“Partnership with the ILO project introduced very interesting and potentially very useful support to TPT which needed interventions to manage the management-workers relationship. I was personally excited and have been promoting social dialogue with management and shop stewards and we are now seeing beneficial spin-offs. The tone of engagement between management and workers are now more civilized and constructive, and not confrontational as was prevalent in the past. We plead with ILO and the donors to continue with the support”

(South Africa – Transnet Port Terminals, HR Department Representative)

“The project has been a very useful initiative. It supported training of eight (8) Chief Instructors as trainers in port work development and also licensed MPDC to use the ILO training materials free of charge. Before training we could not design training materials. Now we as Chief Instructors are using PDP training to develop training for other port staff. Training was particularly useful as it is helping us build the capacity of workers and management towards better work relations and improved business management which is a win-win situation”.

(Mozambique – MPDC, Talent Development Department Representative).

“PWD is a wonderful project. It has taught us the value of good employer-workers relations and the use of social dialogue as a means of conflict resolution. Our mindset is changing towards port work as a common business. We now see management as partners, not opponents. I personally never saw this side of the picture where it is possible to work with management in a harmonious manner. We really thank the ILO and the donor for the project and call upon them to provide further support to ensure that social dialogue principles are fully enshrined in our day to day work”.

(Mozambique - MPDC Labour Committee Representative).

“PWD has really helped me in the way I now perceive things in the world of decent work and labour-management relationships. In particular, I learned a lot from the trip to ILO ITC (Turin), Rotterdam and Antwerp ports. We need more of such learning tours as it provides a much quicker way of learning international best practice in terms of labour-management relationship”.

(Mozambique - Comissao Consultiva do Trabalho/Ministry of Labour Representative).

3.1.2 Key National Policies, Strategies and Plans

The Mission found the overall project objective of “*promoting decent work in Southern African ports*”, planned outputs and activities as well as anticipated outcomes and impact to be strongly relevant and strategically in line with national development aspirations in both South Africa and Mozambique and particular in relation to promotion of decent work and productive employment. In this regard, **Table 2** below cites some of the key relevant key policies, strategies and plans.

Table 2: Overview of Key Relevant National Development Frameworks

South Africa	<ol style="list-style-type: none"> 1. <i>National Skills Development Strategy (2005-2010)</i> - which aimed at strengthening the skills of the South African workforce and also provided for the establishment Sector Education and Training Authorities (SETAs); 2. <i>National Industrial Policy Framework (2007)</i> - which emphasized more labour absorbing industrialization path; 3. <i>New Growth Path Framework (2009)</i> - which called for “strong social dialogue to focus all stakeholders on encouraging growth in employment-creating activities”. 4. <i>Medium Term Strategic Framework (2009–2014)</i> - whose key aims include halving poverty and unemployment by 2014, through among other things, by ensuring sustainable economic development; comprehensive social security and skills development through building capacity of human resources for enhanced productivity; and equitable distribution of the benefits of economic growth by ensuring conditions for the full participation of both women and men in all critical areas of socio-economic development; 5. <i>National Development Plan 2030</i> - whose key priorities include promotion of employment and decent work for both men and women; social protection and dialogue; HR development through education and training, and infrastructural development - and in particular by increasing the capacity of the port of Durban from 3 million containers per year to 20 million containers by 2040 (page 65); and also calls for the need to address issues such as improving access to lifelong learning and career advancement as well as dispute resolutions and shop-floor relations; and ensuring better workplace relations, more protection of the rights of vulnerable workers, and promotion of an inclusive development path. 6. <i>National Gender Policy Framework (undated)</i> - whose main objectives are to create an enabling policy environment for translating government commitment to gender equality into a reality; establish policies, programmes, structures and mechanisms to empower women and to transform gender relations in all aspects of work, at all levels of government as well as within the broader society; ensure that gender considerations are effectively integrated into all aspects of government policies, activities and programmes; establish an institutional framework for the advancement of the status of women as well as the achievement of gender equality; and advocate for the promotion of new attitudes, values and behaviour, and a culture of respect for all human beings in line with the new policy.
Mozambique	<ol style="list-style-type: none"> 1. <i>Employment and Vocational Training Strategy (2006-2015)</i> which stresses the need to create decent employment as a means towards combating poverty. 2. <i>Five-Year Programme (2010-2014)</i> – whose key objective is combat poverty and promote the culture of work, and which is linked to <i>National Plan for Reduction of Absolute Poverty – PARP (2010-2014)</i> and <i>Strategy for Integrated Development of the Transportation System (2009)</i> also singled out the transport sector, and ports in particular as one of the critically important building blocks for a competitive economy. In this respect, these blue prints also accord high priority to stimulation of employment creation; improvement of people’s employability, facilitation of linkages between employment supply and demand including improvement of dialogue between the public and private sectors; promotion of availability and quality of social services and basic social security; development of social infrastructure, and the need to address “lack of export competitiveness and weak business environment in the country as a means of enhancing sustainable economic growth and poverty reduction”.

3.1.3 Decent Work Country Programmes

Project objectives and activities are well aligned and embedded into the Decent Work Country Programmes (DWCPs) for South Africa and Mozambique as briefly described in **Table 3** below.

Table 3: DCWPs for South Africa and Mozambique

South Africa	<ul style="list-style-type: none"> ✚ DWCP for South Africa (2010-2014) – whose four (4) of its priority areas (page 24) include: (i) “Strengthening fundamental principles and rights at work through the ratification and implementation of International Labour Standards; and improved labour administration for effective employment services”; (ii) “Promotion of employment creation through an enabling environment for job rich growth, sustainable enterprises, including formalization of the informal sector and skills development”; (iii) “Strengthening and broadening social protection coverage”; and (iv) “Strengthening tripartism-plus and social dialogue through the improved capacity of the tripartite-plus social dialogue institution (and its constituent members), labour market institutions for effective social dialogue and sound industrial relations”. In particular, the project contributes directly to <i>outcome 4</i> on “sustainable and competitive enterprises (including cooperatives) create productive and decent jobs, especially among women, youth and persons with disabilities. ✚ DWCP for South Africa (2010-2016) – specifically towards the achievement of <i>outcome 4</i> “Sustainable and competitive enterprises create productive and decent jobs especially among women, youth and persons with disabilities” as well as Outcome 9 on “Strengthened labour market institutions and capacitated social partners contribute to effective social dialogues and sound industrial relations”.
Mozambique	<ul style="list-style-type: none"> ✚ DWCP for Mozambique (2011-2015) – whose overall objective is “to contribute to the national priorities of inclusive and sustainable growth and poverty reduction by providing opportunities for decent work for all with special emphasis being placed on the most vulnerable groups in the labour market: young people, women, people with disabilities and people infected and affected by HIV/AIDS”. In this regard, key priority areas include: (i) “Poverty reduction through creation of decent work with a special focus on women, youth, people with disabilities and people infected and affected by HIV/AIDS”; (ii) “Extension of social protection to all”; (iii) “Strengthening fundamental principles and rights at work through mechanisms of social dialogue at all levels, with an emphasis on women, youth, people living with disabilities (PLWD) and people infected and affected by HIV/AIDS”. The project directly contributes to outcome 1.2 on “improved conditions for enterprise creation and growth with a view to generating Decent Work [.....particularly Micro, Small and Medium Enterprises]”.

3.1.4 ILO Decent Work Agenda for Africa

The project’s overall objective is also well-aligned with ILO’s Decent Work for Africa (2007-2015) - which focuses on the promotion of: (i) “*Full and productive employment and enterprise development*”; (ii) “*Social protection for all - through various ways including enhancing social protection coverage and quality; tackling HIV/AIDS in the world of work; and promoting better, safer and healthier working conditions*”; (iii) “*Improving governance in the world of work and the labour market*” – inter alia, through promoting effective tripartism and social dialogue, including strengthening the capacity of ILO constituents to promote decent work.

3.1.5 United Nations Development Assistance Framework and Plans

The Mission also found the overall objective and activities of the project to be notably relevant and strategically in line with UNDAF for both South Africa and Mozambique in the following way: (i) **NDAF for South Africa (2007-2010)** - which as part of its support towards attaining the aspirations of Vision 2014 of achieving sustainable growth and development, aimed at supporting the Government and Social Partners in developing their skills in order to respond effectively to the needs of the labour market; and matching of skills to the requirements of the economy⁶; and (ii) **UNDAF for Mozambique (2011-2015)** - whose priority

⁶ *Independent End-Term Evaluation PWD Phase 1; March 2013 (page 9)*;

outcome 2 is “vulnerable groups access new opportunities for improved income and livelihoods, with a special focus on decent employment” (page 18) and under the social pillar “to improve the efficiency and effectiveness of social protection programs as an essential tool to promote inclusive economic growth” (page 10).

3.1.6 ILO Strategic Framework for 2010-2015

The objective and anticipated outcomes of the project are well anchored on “ILO’s Strategic Framework for 2010-2015 on Making Decent Work Happen”⁷ - particularly with respect to nine (9) of its nineteen (19) broad priority outcomes towards promotion of decent, namely: (i) Employment promotion; (ii) Skills development⁸; (iii) Sustainable enterprises; (iv) Social security; (v) Working conditions; (vi) Employers’ organizations; (vii) Workers’ organizations; (viii) Labour administration and labour law; (ix) Social dialogue and industrial relations.

3.1.7 ILO’s Strategy on Mainstreaming Gender Equality

The ultimate goal of the office-wide ILO Action Plan for Gender Equality (2010-2015) is “to contribute to the creation of equal opportunities of productive employment and decent work for women and men in the world of work”. In this regard, three (3) of its strategic objectives of are: (i) “to create greater opportunities for women and men to secure decent employment and income”; (ii) “to enhance the coverage and effectiveness of social protection for all”; and (iii) “to strengthen tripartism and social dialogue”. In this respect, the PRODoc (page 6) stated thus ... “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”; and “the project will set minimum outreach targets for women workers with the outreach thresholds being determined based on the outcome of the baseline studies that were to be commissioned under output 2.1” of the project document. As will be argued below in the sub-section on gender sensitivity of project interventions, this did not materialize in reality.

3.1.8 Complementarity with other ILO Initiatives & other Development Agencies

The project did not have strong and/or direct linkages with other initiatives of the ILO and/or other development agencies - primarily due to its unique focus on port works. However, its thrust was broadly consistent with other ILO work in both of the participating countries, as it shared common goals and objectives towards decent work and employment creation with many projects that were either recently completed or are currently being executed by ILO.

3.2 VALIDITY OF PROJECT DESIGN

The Mission assessed validity of project design (logic and coherence) primarily based on the following criteria. (i) Relevance and adequacy of foundational information base upon which the project was conceptualized and designed; (ii) Extent of consultations with constituents and other stakeholders during project design and implementation; (iii) Efficacy of the development model adopted and applied; (iv) Adequacy of project intervention mix and plausibility of causal linkage between its objective, planned project outputs, anticipated outcomes and impact; (v) Gender sensitivity of project interventions and activities; (vi) Definitional clarity of performance indicators (vii) Realism of the project time line; (viii) Sustainability and exit strategies, and (ix) Risk assessment and articulation of mitigation measures. While the overall conclusion is that project design was fairly logical and coherent, the sections below provide more details.

3.2.1 Relevance and Adequacy of Foundational Information Base

The Mission found conceptualization and design of PWD phase II to have been based on reasonably relevant and adequate foundational information base. **Table 4** below summarizes some of the key sources of project

⁷ GB304-PFA_2(Rev)_[2009-02-0186-3]-Web-En.doc/v2;

⁸ For enhanced employability of workers, competitiveness of enterprises and inclusiveness of growth outcome;

Table 4: Sources of Foundational Information	
South Africa	<ul style="list-style-type: none"> ✦ The National Development Plan Vision for 2030 (November 2011) – which prioritized development of the transport sector and specifically stating (page 183) that “<i>South Africa needs reliable, economical and smooth-flowing corridors linking its various mode of transport including road, rail, air, sea ports and pipeline</i>, and in addition singling out ports as being characterized by high costs and substandard productivity relative to global benchmarks. ✦ The Transnet Market Demand Strategy (April 2012) - which, based on high growth projections (76%) in the volume of container traffic in South Africa between 2011 and 2019, committed Transnet to promoting the country as regional transshipment hub, through productivity improvements and improved asset utilization at the ports among other things. In this regard, the MDS lists improvements of operational efficiency as a strategic means to customer satisfaction, boosting of volumes and ultimately ensuring creation of decent jobs. ✦ The Competitiveness of Ports in Emerging Markets: The case of Durban, South Africa (June 2013) by OECD - which cited the sub-optimality of operations of the Durban Port and the need to enhance its performance. ✦ The McKinsey Study – Transnet Port Terminals (March 2007) – which concluded that “<i>TPT needed a step change in performance across all ports, and concurrent improvements in technical systems, management infrastructure and mindset and capabilities</i>”. ✦ The Independent Mid-Term Review of PWD Phase 1 (July 2011) – which provided pertinent information and lessons learned including the importance of addressing suspicions and mistrust between labour organizations, as well as communication and conflicts within the structures of each of the constituencies⁹; ✦ The South African Industrial Policy Action Plan (IPAP) 2012/2013 – which lists landing costs and substandard productivity in South African ports relative to global performance as two bottlenecks towards the development of the transport corridor.
Mozambique	<ul style="list-style-type: none"> ✦ The Maputo Port Master Plan (June 2011) - which stressed the complementarity of its service offering and target markets with ports in South Africa and the need to strives to become a vibrant SADC regional port¹⁰. ✦ The African Development Bank Country Strategy for Mozambique; 2011-2015 (August 2011) - which recognized the country’s roads & ports infrastructure as being among the worst in the continent and therefore in dire need for improvement to enhance competitiveness (page 12); and emphasized social protection and inclusion, human resources development and infrastructural development including sea ports ✦ The National Poverty Reduction Action Plan; 2011-14 and the Strategy for Integrated Development of the Transportation System (2009) - which singled out the transport sector, and the ports in particular as critically important building blocks of a competitive economy in Mozambique (PRODoc Page 3).

While the above-listed sources information provided an important foundation of the project, its design failed to fully capitalize on lessons learned during the first phase and also to consider recommendations made in its End-term Review Report (March 2013). Key among the lessons learned and/or recommendations that should have been considered include: (i) the need for adequate situational analysis to understand the dynamics and needs gaps for the parties involved – which would have provided the project with clear and specific strategies and action plans towards institutionalizing social dialogue into operations of the ports and also refinement of HR strategies; (ii) the need for more intensified and broad-based joint consultations – to enhance sensitization and awareness towards fast-tracking buy-in, ownership and support; (iii) the need to be assertive on the part of the PMU – while at the same time embracing patience –due to the sensitivity of social dialogue and the time it naturally takes to change mindset; (iv) the need for a clear communication strategy to guide interactions between project staff and stakeholders –which is vital in avoiding misconceptions and mistrust; (v) the need to avoid being too ambitious in terms of geographical scope – in the absence of adequate resources; (vi) the need for a clear exit strategy; (vii) the need to establish TWGs – to support the advisory committees; and (viii) the need to secure greater commitment top management. Although the project has made significant progress

⁹ PRODoc (page 7)

¹⁰ Presentation of the Master Plan of the Maputo Port Development Company (01-6-11)

towards its objective, failure to consider these lessons and/or recommendations during the design of phase 2 is partly responsible for below-expectation performance of the project.

3.2.2 Stakeholder Consultations

Unlike PWD phase 1, the design of PWD phase 2 entailed relatively more consultations between the Project Management Unit (PMU) and a wide range of stakeholders including employers and workers at all levels in DCT (piers 1 & 2), Richards Bay and the MSoE in the case of South Africa; as well as MPDC and Maputo Port School (MPS) in the case of Mozambique. These consultations - which included meetings held before the inception of phase 2 around February/March 2013 between the ILO staff and stakeholders informed the project design. The scope of the project and its work plans were further validated and agreed upon by the PSC in South Africa and the TAC Mozambique during their first consultative meetings which took place around October 2013. As also observed in the Mid-Term Review report (August 2014), this design approach was deemed to have been fairly satisfactory. The Mission also noted with satisfaction that in addition to consultations at the design stage, the PMU continued with wide-ranging stakeholder consultations in both countries throughout the implementation period. However, while some key stakeholders met during field interviews indicated that the consultations were able to bring out their socio-economic needs, the Mission noted there was limited strategic needs assessment of key stakeholders. As the Mid-Term Review Report (August 2014) also observed, this to some extent resulted in misalignment between outputs, objectives, and activities of the project and with the stakeholders' actual needs not being always clear.

3.2.3 Efficacy of the Development Model Adopted and Applied

PWD Phase 2 adopted and applied the ILO's systemic approach to enterprise development that had been successfully applied under phase 1 of the project in Durban (December 2010 to March 2013). This approach recognizes the need for mutually-reinforcing interventions at various system levels - which as indicated in sub-section 1.3 of this report, include the *meta level* - focusing in norms, values, perceptions and mind set among system stakeholders towards shared interest; the *macro level* - focusing on rules, regulations and formal institutional arrangement ruling interaction between staff in the participating ports with the objective of facilitating better enabling environment for interaction between people involved), and the *micro level* - focusing on the market place where people involved in the value creation process). While the Mission firmly concludes that this development model was sound and robust enough to towards delivering on the overall objective of the project, it is worth cautioning that its effectiveness was bound to strongly depend on the level of understanding of the socio-economic and political dynamics of target stakeholder organizations. As stated in the End-Term Review Report (March 2013) for Phase 1, failure to undertake in-depth situation analysis at DCT, and subsequently for other ports, may have been responsible for the under-rating of the level of mistrust and suspicion that pre-existed between management staff and workers in the participating ports, and ultimately implications on project performance. Also as indicated by the Mid Term Review (August 2014), Phase 2 focused largely on activities that were to be implemented at the Port of Richards Bay and the Port of Maputo, while the aspect of model optimization and devising a practical exit strategy for the DCT Pier 1 and Pier 2 received a lower priority. As the report rightly points out, the objective of optimizing the model and finding solutions towards institutionalize social dialogue and productivity measures based on the experience at the DCT were not clearly stipulated in the design of Phase 2.

3.2.4 Adequacy of Intervention Mix and Plausibility of Causal Linkages

As indicated earlier, the main interventions for PWD Phase 2 primarily included: (i) "*promoting social dialogue* as a means of conflict resolution among stakeholders within ports and among port operators" through Change of norms, values, perceptions and mind set towards common interest; (ii) "*refining human resource development strategies* towards benchmarking with international best practice", and (iii) "*strengthening the capacity of local port schools* to contribute to the implementation of these strategies by providing skills training to port workers".

The overall conclusion of the Mission is that this intervention mix was fairly adequate towards attaining the desired outcomes and impact. This is from the point of view that if the anticipated outcomes were to be fully achieved, they would have real potential for increased productivity, competitiveness and sustainability of

businesses in the participating ports on the one hand, and enhanced decent work and employment for their workers on the other hand. That is, by enhancing business performance of the target ports through higher productivity of human resources as a result of skills development and reduced incidences of industrial actions on the one hand, and improved job retention and creation of additional employment as well as general improvement of workers welfare through putting in place appropriate human resource-related policies and regulations on the part of target ports on the other hand. However, based on field interviews, three main issues emerged: (i) that the nexus between the three (3) key interventions of the project was not always clear to a significant number of stakeholders – especially at the lower levels of both the management and the workers. (ii) That project design lacked clear framework and/or mechanisms for effective institutionalization of social dialogue principles into day to day business operations of the participating ports. (iii) That project design also lacked a clear strategy and/or plan of action as to how refinement of HR develop policies and strategies were going to be implemented – as a needs assessment study had not, and has never been undertaken. The view of the Mission is that it would have been more appropriate to carry-out a quick and focused consultative study involving port management and union staff to establish clear frameworks and action plans (road maps) towards institutionalizing social dialogue principles into the day to day operations of the participating ports as well as implementation of adaptable HR strategies and policies towards international best practices. The Mission recommends that such consultative studies be undertaken as part of the design for any future phase.

3.2.5 Gender Sensitivity of Project Interventions and Activities

As mentioned earlier in this report, PRODoc for phase 2 made a very explicit commitment to gender mainstreaming. In addition, and very much in line with the End-Term Review Report for phase 1 (March 2013)¹¹, the Mid-Term Review Report for phase 2 (August 2014) also recommended for the strengthening of the gender dimension in which case it stated that *“more attention be given to gender during the remainder of the project phase and that selection criteria for training could explicitly recommend the inclusion of women”*. Despite explicit indications in the PRODoc that gender mainstreaming would be given very high priority, the logframe matrix of the project (page 18) failed to provide gender-specific achievement targets as a means of holding the project accountable to relevant deliverables. Additionally, the Technical Cooperation Progress Reports (TCPs) also did not report on sex-disaggregated data and information. According to the PMU staff and other key stakeholders, the main reason for this was that in reality, the transport sector, and in particular port work, is by default male-dominated¹² - thereby making it rather difficult for the project to effectively fulfil this mission. However, and as also observed in the Mid-Term Review (August 2014), the project made notable attempt towards gender mainstreaming and achieved above average representation of women beneficiaries especially in training. Furthermore, and following recommendations made by the End-Term Review (March 2013), the monitoring and evaluation framework of PWD phase 2 was amended to provide for sex-disaggregation of M&E data. Nevertheless, it is recommended that gender specific indicators of achievement be included in future project design and more proactive inclusion of women taken by the PMU.

3.2.6 Definitional Clarity of Performance Indicators

While the immediate objectives as well as output performance indicators of achievement were generally well-defined, the Mission observed the following issues: (i) Inappropriate definition of the PDO level indicators – where the target of the number of new jobs created is given as <300 - which by definition means less than 300 instead of more than 300; (ii) several immediate objective level output indicators of achievement were qualitative in nature and therefore not objectively verifiable¹³; (iii) Lack of a clear framework regarding “cause and effect” between interventions – making it rather hazy for stakeholders to easily see the logic or theory of

¹¹ Whose recommendation that the project should “ensure that the log frame for phase II should incorporate specific, measurable, realistic and time bound indicators of achievement including clear and measurable indicators of achievement and targets for gender mainstreaming and equality”;

¹² Which according to estimates in the Mid Term Review (August 2014) the proportion of men in the port labour force for South Africa is approximately 80% and 90% in Mozambique.

¹³ This is for example output 1.1 - where the output indicator of achievement is “improvement in perceptions among social partners about the efficiency and effectiveness of enterprise level social dialogue structures”; output 1.2 - where the output indicator of achievement is “improvement in the perceptions held by social partners about the efficiency and effectiveness of collaboration among ports in South Africa and in the sub-region”; and output 2.1- where the output indicator of achievement is “improvement in perceptions of port customers towards quality of services received in participating terminals”;

change associated with the interventions); (iv) Lack of baseline data in the PRODoc – though this was subsequently provided by the PMU in their work plans and the TCPRs; (v) Lack of time-bound achievement targets; (vi) Lack of clarity regarding attribution – for example with regard to creation of new jobs (<300) as an indicator of achievement at the PDO level.

3.2.7 Realism of Project Time Line

Following the “no-cost” extension of six (6) months in line with the recommendations of the Mid-Term Evaluation of August 2014, the time line for PWD Phase 2 was two-and-a half (2½) years covering the period June 2013 – November 2015. This time line would have been adequate were it not for the internal and external challenges that faced project implementation. These included: (i) Organizational and staff related instabilities at the start of phase 2 of PWD – which for example included (a) the splitting of DCT into piers 1 and 2 just before the start of Phase 2; (b) staff shortages in DCT which limited its ability to assign people to certain project-related tasks; (c) the merger of Transnet National Port Authority School of Ports and Transnet Port Terminals School of Port Operations to form the Maritime School of Excellence; (d) the fact that Maputo Port School was not operational. (ii) Insufficient “buy-in” and practical commitment to planned project activities on the part of high-level management especially in the case of TPT in South Africa – notwithstanding the significant in-kind contributions so far made by both TPT and MPDC, as well as the and the email sent to the CTA by Transnet National Ports Authority indicating their commitment¹⁴; (iii) High turnover of key staff especially in DCT and Richards Bay necessitating repetition of staff capacity development related activities on the part of the PMU¹⁵; (iv) Significant level of mistrust between management and union staff as well as limited mindset change towards social dialogue as a means of conflict resolution in both countries – even up to the transition period from phase 1 phase 2; (iv) Inadequacy of project staffing as well limited HR development related skills of project staff in both countries which ended up over-burdening the CTA; (v) Weak capacity and high illiteracy level among union staff as well as lack of training facilities and structured training interventions – in the case of Mozambique; (vi) The bureaucratic nature of decision- making in both Transnet and MPDC; (vii) The ambitious geographical scope – especially in light of limited human and financial resources of the project.

3.2.8 Sustainability Strategy

The design of PWD phase 2 strongly emphasized sustainability of activities beyond its lifespan (PRODoc page 12). At the *meta-level*, this was primarily hinged on sensitization and inculcation of social dialogue culture based on the principles of shared interests. At the *macro-level*, this was primarily hinged on building the capacity of human resources (HR) and reforming existing human resources policies and regulations towards international best practices. At the *micro-level*, this was primarily hinged on building the capacity of local port schools to contribute to implementation of HR strategies and provision of skills training to port workers beyond the life of the project. While these interventions together form a sound basis towards ensuring sustainability of project activities beyond its lifespan, the potential is being slowed down and undermined by three main factors: (i) Lack of sufficient practical commitment to project plans and activities on the part of high level ports management staff – especially the TPT in Durban and also at MPDC; (ii) High turnover of high-level management staff – particularly at DCT undermining project’s effort towards HR capacity development; and (iii) Lack of clear sustainability and exit strategy and/or plans.

3.2.9 Risk Assessment and Articulation of Mitigation Measures

While the PRODoc adequately articulated on possible risks and key assumptions relating to the project at the design stage, the Mission noted that the PMU, consistently continued to assess them in the context of the TCPRs. The identified risks, which were generally classified as very low to medium related to: (i) the Governments of South Africa and Mozambique, and their social partners giving highest level political priority

¹⁴ The email stated as follows: “I hereby wish to express our sincerest appreciation to the Decent Work Program for extending the Social Dialogue training Transnet National Ports Authority’s stakeholders from the Port of Durban. We have really seen the potential of this program. Noting that we joined the current phase 2 roll out towards the tail-end, and believing that TNPA, Durban stands to benefit a lot from sustained intervention. I request that the Port of Durban (TNPA) stakeholders be included as part of phase 3 roll out. We will subject ourselves to the same commitment as is currently done by TPT”.

¹⁵ According to one key informants, the Terminal Managers and HR Managers are transferred every 3-4 months and every 5 – 6 months respectively.

to the promotion of decent work; (ii) volatility of global economic and financial markets in as far as their potential to affect business of the ports; (iii) Social partners in the respective beneficiary ports pro-actively support a dialogue-driven competitiveness improvement initiative; (iv) The ILO continued to be in a position to facilitate access to knowledge on international best practice in the delivery of workforce-centered productivity improvement programmes; (v) MSoE and MPS, and where applicable other local BDS providers continued to have the capacity to absorb the knowledge on international best practice in the delivery of workforce-centered productivity improvement programmes; and (vi) APEC, STC and the MSoE were willing to enter into a strategic partnership with the MPS. The TCPR (June 2014 – May 2015) rated all these risks as low. However, the view of the Mission is that the risk associated with beneficiary governments and ports according high level political priority to project work towards promotion of decent work should actually have been downgraded to medium level. This conclusion is based on a number of observations which cast some doubt regarding commitment which include but not limited to: (i) the long and unexplained delays in making critical decisions thereby delaying key project activities – e.g. delay on the part of MPDC in releasing the letter requesting for PDP training materials which was supposed to pave way for the licensing process; and also the delay in getting the nominal fee of US\$ 2,500 paid for the training materials – each of which took about 3 months; (ii) the seemingly unabated high turnover of senior level staff – especially in TPT; (iii) lack of adequate self-drive on the part of the stakeholders and continued reliance on ILO project staff to convene consultative meetings – especially in the case of Maputo; (iv) relatively low attendance rate - with about 36% absenteeism in the case PSC meetings in South Africa (although the meetings were more regular); and irregularity of TAC meetings on the part of Mozambique – with only 3 TAC meetings out of possible 8 meetings having been held during the entire project period.

3.3 PROJECT PROGRESS AND EFFECTIVENESS

In accordance with the TORs, this section aims at assessing progress made by the project from its commencement in June 2013 to 30th November 2015 (end-date) with respect to attainment of its planned outputs, anticipated outcomes and impact. The assessment is undertaken in relation to its three (3) immediate objectives as elaborated earlier in this report with special focus being as follows: (i) *Immediate objective 1* - assessment of whether social dialogue related activities of the project in the participating ports resulted in: (a) promotion of internal and external social dialogue, interactions and shared business interests; (b) improved conflict resolutions; and (c) promotion of the ILO Decent Work Agenda. (ii) *Immediate objective 2* - assessment of whether project activities adequately addressed the following: (a) identification of HRD skills gap; (b) integration of strategic information into the HRD policies and regulations; and (c) alignment of HRD policies and regulations to local contexts and international standards. (iii) *Immediate objective 3* - assessment specifically focuses on whether capacity building activities of the project were: (a) relevant and whether they resulted in strengthening the capacity of port schools, including the ability to gather and share evidence-based information and how this contributed to the promotion of the DWA; (b) whether training sharing network was implemented; (c) whether women and men benefited equally from project activities.

In addition, the section also assesses the area (geographic, component, issue or intervention) that the project had the greatest achievements and the underlying factors; whether outputs produced were in accordance with work plans and of satisfactory quality; and whether there were any unintended results associated with project activities.

3.3.1 Summary of Key Achievements

Based on primary and secondary sources of information, the overall conclusion of the Mission is that PWD phase 2 performed fairly well and far better than during phase 1 even though the actual achievements were lower than initially anticipated due to the unforeseen challenges as discussed earlier in this report. Despite the challenges, the project made notable achievements particularly with respect to the inter-connected interventions of “promotion of social dialogue” and “HR development strategies”¹⁶ but much less in terms of capacity building of port schools. However, the view of the Mission is that project performance would have

¹⁶ *Appropriate HR strategies and policies provides the foundation for acceptance and sustainability of social dialogue, while effective social dialogue supports promotion of appropriate HR strategies and policies.*

been even better had there been clear and consultatively pre-agreed frameworks, mechanisms and plans of action with regard to the two interventions. Although all the observed project outcomes may not be wholly attributed to project interventions, it was largely responsible for the following results:

3.3.1.1 Social Dialogue and HR Development Strategies

In this regard, the overall conclusion of the Mission is that project interventions in both South Africa and Mozambique have unequivocally demonstrated the value of sensitization, awareness creation and training in social dialogue and adherence to its principles in improving the reputation of participating ports; and also internationally acceptable HR strategies policies towards increased productivity and staff satisfaction. The following is a summary of key achievements:

- ✚ **South Africa and Mozambique:** In both countries, project interventions resulted in the following: (i) *introduction of internationally accepted good practices of applying social dialogue principles in managing industrial relations* in the three participating ports (DCT, Richards Bay and Maputo) through joint labour and management workshops, dedicated social dialogue training sessions and follow-up advisory support. The social dialogue approach introduced by the ILO was well embraced and is being applied by organized labour and management in the participating ports where hitherto, the relationships between the parties was characterized by pervasive mistrust; (ii) *Establishment of more open and friendlier relationship between employers and workers* and resolving issues related to casual labour and internal promotions– particularly at the ports of Richards Bay and Maputo; (iii) *Improved HR skills development* all the participating ports; (iv) *Capacity building through training in social dialogue* with a total of 255 people trained (i.e. 243 or about 95% of the total in South Africa and 12 or about 5% in Mozambique) with women accounting for approximately 24.3% for the two countries combined; (v) *Enhanced gender mainstreaming* and actually attaining proportionately higher representation of females in workshop and other forms of training—with women accounting for about 24.3% of the number of people trained in both countries¹⁷.
- ✚ **South Africa:** (i) *Retention of achievements of DCT during phase 1*, and in particular the elimination of financial and reputational losses that were hitherto attributed to industrial actions which had hampered the operations of the terminal before the project. (ii) *Reduction of the number of days lost to industrial action* – which before the project averaged 13.5 days and 8.5 days per year in DCT and Richards Bay respectively, but were reported by TPT in June 2015 to have declined to 0.5 days and 0.35 days per year at the DCT and Richards Bay also respectively. According to one key TPT informant, the monetary value (revenue saved as a result of time lost to industrial action) is conservatively estimated at US\$ 4.2 million per year or the equivalent of more than US\$ 8.5 million over the project period. (iii) *The terms of employment for a total 1,195 workers from DCT and Richards Bay were changed from casual to fixed-contract and/or permanent employment* - thereby reducing prevalence of temporary labour in South African ports¹⁸. (iii) *Signing of Recognition Agreement between workers and Transnet in DCT and Richards Bay* – which besides allowing Shop Stewards time off to attend to union matters, contributed to amicable resolution of the thorny issue of “Shift Pattern”¹⁹– that had involved unilateral changes in the number of working shifts per 24 hours from 2 to 3 as well as shift hours that had been introduced by the TPT management in Richards Bay in May 2015 – which helped in pre-empting a possible industrial action.
- ✚ **Mozambique:** (i) improvement of MPDC’s strategic planning processes; (ii) HR skills development and general capacity building of the tripartite constituents through training in social dialogue and facilitation of the study tours to ILO/ITC (Turin), and the ports of Antwerp (Belgium) and Rotterdam (Netherlands) during the period 4th to 8th May 2015 with the participation of 12 people (9 males and 3 females); (iii) refinement of the HR development strategy of Maputo port in line with international best practices; (iv) Training of eight (8) Chief Instructors in ILO’s Port Works Development (PDP) and follow up coaching; (v) Development of a curriculum and training programme for Supervisory Development Programme (SDP); (v)

¹⁷ Note that women represent about 20% and 10% of the port labour force in South Africa and Mozambique respectively

¹⁸ This was however also linked to the abolition of the casual Labour Broker system by the Government;

¹⁹ Changed from 2 shifts (6 AM to 6 PM) to 3 shifts (6 AM to 2 PM; 2 PM to 10 PM and 10 PM to 6 AM);

Signing of the Collective Bargaining Agreement (CBA) between the workers' union and MPDC – which took place shortly after the course on social dialogue at the ITC/ILO Turin and the port of Antwerp; (vi) Salary increases for union port workers by 8% instead of the statutory 6% per year; (vii) increase and broadening of medical cover for employees and their immediate family members from 10,000 to 350,000 Meticaïs or approximately US\$ 200 to 7,000; (viii) provision of allowances for dinner for night shift employees, and breakfast for morning shift employees; (ix) increase in productivity in terms cargo handling-which according to estimates by key MPDC informants, rose by about 31% during the period 2014-2015.

3.3.1.2 *Strengthening the Capacity of Port Schools*

In comparison to the interventions on promotion of social dialogue and refinement of HR strategies towards international best practice, the project made limited achievements in relation to strengthening the capacity of local port schools towards contributing training and other forms of capacity building to port workers.

✚ **South Africa:** While MSoE in South Africa had been established during the previous phase, its capacity is still largely at the embryonic stage and further support is needed before it can effectively deliver on its planned mandate. That notwithstanding, the school, in collaboration with the ILO Maritime School (Geneva), has made notable contributions to project capacity building activities. This includes for example: (i) training and certifying of eight (8) Chief Instructors on ILO's PDP at MPDC – with these Chief Instructors also having trained over 200 other Maputo port staff and supervisors for MPDC as well other service provider private companies operating at the port including Naval; UNIDOS and Manica; and (ii) the development of a seven (7) module curriculum together with training materials for a supervisory development programme.

✚ **Mozambique:** In Mozambique, the planned Maputo Port School is still not operational, and training is being conducted by the trained and certified Chief Instructors under the oversight of the head of the Talent and Development Department (TDD) of MPDC. The key issues are: (i) training is being conducted in a rather adhoc and unstructured manner; (ii) the port lacks training facilities; and (ii) trained chief instructors have not only gone back to their usual work at the port, but there also seems to be no plans for refresher courses.

The following sub-sections provide more detailed assessment of project performance by planned outputs and anticipated outcomes as per the project logframe matrix:

3.3.2 **Project Startup Activities and Outputs**

In this regard, the Mission observed that the project had done quite well having achieved all seven (7) target achievements as follows: (i) Establishment and operationalization of the PMU in South Africa and Mozambique by October 2013 or just 3 months after the official start-up date of the project (June 2013); (ii) Establishment and operationalization of the PSC in South Africa and the TAC in Mozambique by October 2013 - which by the time of the Mission the PSC had met seven (7) times, and the TAC three (3) times out of the maximum 8 possible quarterly meetings over the project period; (iii) Recruitment of project staff which was undertaken in June 2013; (iv) Conclusion of consultations with the local stakeholders for the validation of the project strategy and country-level work plans by 1st October 2013 in the case of South Africa and by 15th October 2013 in the case of Mozambique; (v) Establishment of a baseline in participating terminals; (v) Completion of the output and outcome indicator catalogue; and (vii) Submission of a project phase II inception report.

3.3.3 **Project Achievements at Project Development Objective Level**

As per the project's logframe matrix, the project's target was to create more than 300 new jobs and improve the quality of existing jobs. Although it is difficult to determine the level of attribution of new jobs creation to project activities, the number of new jobs for both men and women at DCT (both full-time and casual) increased by an overall 11 new jobs or approximately 0.6% between 30th July 2014 and 30th September 2015. More specifically, a total of 28 new jobs for women were created compared to loss of 17 pre-existing jobs in

the case of men. While the number of full time jobs for women increased by 18%, it declined by about 30% over the same period. Jobs for men declined by about 2% in the case of full time employment and 7% in the case of casual employment. During the same period, union membership at DCT increased by 189 or about 12% - with women accounting for about 55% of total increase. Assuming this was attributable to the project, this implies that overall, females benefitted more from project activities than their male counterparts. Although there was no index developed as such to measure quality of jobs created, some key respondents indicated that the overall quality of jobs has improved significantly – though much less in Mozambique where Occupational Safety and Health (OSH) is in dire need for improvements. Data and information on jobs creation for other participating ports was not available.

3.3.4 Project Achievements at Immediate Objective Level

3.3.4.1 Immediate Objective 1: “To Promote Social Dialogue as a Means of Conflict Resolution among Stakeholders within Port Terminals and among Port Terminal Operators in the Region”

This immediate objective had two (2) planned outputs: (i) Output 1.1 - “Existing social dialogue structures within participating ports have been refined, based on the learning experiences made in the DCT during phase I of the project” and (ii) Output 1.2 - “Existing social dialogue structures among ports and with external port stakeholders in the Southern and Eastern African sub-region have been deepened”. In this regard the Mission observed the following:

3.3.4.1.1 Output 1.1. “Existing social dialogue structures within participating ports have been refined, based on the learning experiences made in DCT in phase I of the project”

3.3.4.1.1.1 South Africa

Seven (7) activities were planned under this output. As indicated in Table 5 below, all planned activities were fully achieved, albeit with some delays for some key activities such as the Outbound study tour for Richards Bay which was conducted during the period 26th September to 2nd October 2015 – with participation of 9 men and 3 women (25%).

Table 5: Progress by Planned Outputs for South Africa

Project Site	Implementation Status and Comments	Performance Rating [Achieved-A, Likely to be achieved – LTBA; and Likely to be delayed-LTBD]
A.1.1.1: Training on general principles and practices of social dialogue for management and labour representatives at the new participating ports (South Africa and Mozambique).		
Port of Richards Bay	<ul style="list-style-type: none"> ▪ One session held in Jan 2014; ▪ One day-workshop specifically focusing on addressing port specific issues held in February 2014; ▪ Two-day joint labour management training on general principles and practices of social dialogue completed by May 2015; 	Achieved
DCT Pier 1 & 2	<ul style="list-style-type: none"> ▪ Taken place during phase 1; 	
A.1.1.2: A review of the existing mechanisms for internal social dialogue structures at the participating ports (South Africa and Mozambique).		
DCT Pier 1 & 2	<ul style="list-style-type: none"> ▪ One labour only and one labour-management sessions for Pier 2 conducted in Nov 2013; (28M & 5F) ▪ Labour-management session for pier 1 conducted in Feb 2014; ▪ Two-day joint labour and management workshop conducted in Pier 2 Nov 2014 ▪ A similar workshop conducted for Pier 1 in April 2015; 	Achieved
Port of Richards Bay	<ul style="list-style-type: none"> ▪ Second round of review of existing mechanisms for internal social dialogue structures was completed in May 2015; and 	

	recommendations on the improvement thereof made and offered support.	
A.1.1.3: Collective (mutual gains) bargaining training for management and labour representatives at the participating Ports		
Port of Richards Bay	▪ Session conducted in April 2014 (12M & 5F);	Achieved
A.1.1.4: Where applicable, advisory services to refine the existing mechanisms for internal social dialogue structures		
DCT Pier 1 & 2	▪ Session at Pier 2 held in January 2014	Achieved
	▪ Session at Pier 1 was still to be conducted	Likely to be delayed
Port of Richards Bay	▪ Follow up session on way forward conducted in Feb 2014; ▪ Stakeholder survey of Local Business Committee (LBC) completed in May 2014	Achieved
A.1.1.5: International Capacity building Social Dialogue study inbound tour (to South Africa) of Labour representatives from the participating Ports, Flemish and Dutch Ports and SERV		
Port of Richards Bay	▪ Inbound tour took place in March 2014	Achieved
DCT Pier 1 & 2	▪ Undertaken during phase 1	
A.1.1.6: International Capacity building outbound Social Dialogue study tour for Stakeholders representatives from the participating Ports to Belgium and Netherlands.		
DCT Pier 1 & 2	▪ Undertaken during phase 1	Achieved
Port of Richards Bay	▪ Outbound study tour for Richards Bay conducted between 26 th September to 2 nd October 2015 – with participation of 9 Males and 3 Females)	Achieved
A.1.1.7. Monitoring and evaluation of the outcomes and impact of the interventions above		
DCT Pier 1 & 2 & Port of Richards Bay	▪ Conducted throughout project implementation	Achieved

From around August 2014, the PMU provided support to stakeholders at DCT Piers 1 and 2 and also the Port of Richards Bay. The support led to the formalization of the process through which a collective agreement was entered into at the Bargaining Council to move casual labourers at TPT from casual engagement to fixed contract and/or permanent employment. As a result of this major change, the quality of life of 1,195 people has been improved substantially by way of increased salaries, benefits and job security. The successful conclusion of this validation process is a testimony of the effectiveness of the capacity building effort of the project.

3.3.4.1.1.2 Mozambique

As indicated in Table 6 below, the majority of planned activities under this output in Mozambique are well behind schedule and likely to be delayed. This is primarily due to misunderstanding amongst tripartite stakeholders with regard to joint labour and management institutional capacity building in social dialogue, resulting in several postponements to date.

Table 6: Progress by Planned outputs for Mozambique

Project Site	Implementation Status and Comments	Performance Rating [Achieved-A, Likely to be achieved - LTBA; and Likely to be delayed-LTBD]
A.1.1.1: Training on general principles and practices of social dialogue for Management and Labour representatives at the new participating Ports (South Africa and Mozambique).		
Port of Maputo	<ul style="list-style-type: none"> ▪ Successfully completed, in collaboration with the ITCILO in Turin, a training programme on the ILO's principles of social dialogue and mutual bargaining training for a delegation comprising labour and management representatives from MPDC, representatives from CCT and the Mozambiquean Portworker Union (SIMPEOC) ▪ On completion of the training, and advisory support from the project labour and management at MPDC were successfully able to conclude and sign off a collective bargaining agreement between the parties, which was outstanding between the parties for several years 	Achieved

A.1.1.2: A review of the existing mechanisms for internal social dialogue structures at the participating Ports (South Africa and Mozambique).		
Port of Maputo	▪ No specific activities and achievements recorded	
A.1.1.3: Collective (mutual gains) bargaining training for Management and Labour representatives at the participating Ports		
Port of Maputo	No specific activities and achievements recorded	
A.1.1.4: Where applicable, advisory services to refine the existing mechanisms for internal social dialogue structures		
Port of Maputo	No specific activities and achievements recorded	
A.1.1.5: International Capacity building Social Dialogue study inbound tour (to South Africa) of Labour representatives from the participating Ports, Flemish and Dutch Ports and SERV		
Port of Maputo	<ul style="list-style-type: none"> ▪ The in-bound social dialogue study tour of labour, management and government representatives from the Flemish and Dutch Ports took place in March 2014; ▪ A tripartite stakeholder workshop was held in May 2014 in Maputo where stakeholders reached a common understanding on the way forward at MPDC with respect to the implementation of social dialogue related activities; 	Achieved
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	Agreed to tour Richards bay	
A.1.1.7. Monitoring and evaluation of the outcomes and impact of the interventions above		
Port of Maputo	▪ Conducted throughout project implementation	Achieved

3.3.4.1.2. Output 1.2. “Existing social dialogue structures among ports and with external port stakeholders in the Southern and Eastern African sub-region have been deepened”

Planned activities under this output included: (i) A.1.2.1: “Review of the existing external social dialogue structures among ports in the Southern African sub region (South Africa and Mozambique)”; (ii) A.1.2.2: “Identification of the existing mechanisms of communication with external port stakeholders – customers (South Africa and Mozambique)”; (iii) 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)”; and (iv) A.1.2.4: “M&E of outcomes and impact of the interventions above”. The following sections provide project performance in South Africa and Mozambique with respect to these planned activities.

3.3.4.1.2.1 South Africa

In South Africa, limited project activities related to this output have taken place primarily due because actions defined under the output were too broad - making their implementation rather challenging; and also lacked a clear strategy as to how it was going to be implemented – resulting in planned activities being moved forward severally. However, through several consultations with the Continuous Improvement Department (CID) at TPT, it was finally agreed and confirmed that the organization already had the relevant and adequate structures for communicating with the external port stakeholders (clients). Such communication took place through the “voice of the customer initiative” at two levels. Firstly at strategic level engagements with customers which take place through the South African Association of Ship Operators and Agents (SASSOA) forum – which includes representation from, TPT, TNPA, Transnet Freight Rail (TFR) and the leadership of the shipping lines. Secondly, at operational level engagement with the customers at the Terminal level which take place through the “wash out” meetings.

3.3.4.1.2.2 Mozambique

3.3.4.2 Immediate Objective 2: “To Further Refine the Human Resources Development Strategies of the Participating Port Terminals in Line with International Best Practice”

This immediate objective also targeted two (2) main outputs: (i) **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”; and (ii) **Output 2.2:** “In reflection of this evidence (2.1) refined Human Resources Development policies and regulations in the participating port terminals”. Towards this end, the Mission observed the following.

3.3.4.2.1 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

Planned activities under this output included: (i) 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”; (ii) A.2.1.2: “Follow-up advisory services to refine the existing strategic plans of the Ports”; (iii) A.2.1.3: “Coaching session for leadership in productivity strategy”; (iv) A.2.1.4: “Training for operational staff in Container Terminal Management on international best practice”; and (v) 2.1.5: “M&E of the outcomes and impact of the interventions above” . The following sections provide an overview of project performance with respect to these planned activities.

3.3.4.2.1.1 South Africa

In South Africa, project activities were mainly directed towards the productivity initiative i.e. the Mission Directed Work (MDWTs) that was introduced at DCT during phase 1 – specifically continuing with the roll out in DCT and implementation in the Port of Richardsbay during phase 2. This process was slowed down as a result of a unilateral decision taken by Transnet Group to introduce and roll out the ‘Lean Six Sigma’ Productivity Initiative (which is essentially not very different from the MDWT methodology) to all its business units. For this reason, the PMU embarked on working in collaboration with Transnet Port Terminal Continuous Improvement Department, the MSoE and DCT to align the MDWT approach with the “Lean Six Sigma” approach before rolling it out to the terminals. The PMU also assisted MSoE in developing training modules on the resultant integrated productivity initiative and also trained trainers from the organization on the same.

3.3.4.2.1.2 Mozambique

The project does not work in the area of productivity in the case of Mozambique.

3.3.4.2.2 Output 2.2: In reflection of this evidence (2.1) refined Human Resources Development policies and regulations in the participating port terminals

Planned activities under this output included: (i) 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”; (ii) 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”; (iii) 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”; (iv) A.2.2.4: “Competency profiles are developed for all job titles in the participating Ports (South Africa and Mozambique)”; (v) A.2.2.5: “A career matrix is developed for all employees”; and (vi) A.2.2.6: “M&E of the outcomes and impact of the interventions above”. The following is an overview of project performance with respect to these planned activities.

3.3.4.2.2.1 South Africa

As also noted by the MTR (August 2014) the Mission’s observation is that there has been limited or no progress towards delivering on Output 2.2. Further, and while the TCPR (June 2014 – May 2015) indicates that delivery on this output is on schedule in South Africa, it provides no tangible activities, outputs or outcomes. The report merely states that “in the participating Port Terminals in South Africa, the project is

continuing with the respective terminals in terms of the implementation of the regulations introduced during phase 1 of the project”.

3.3.4.2.2 Mozambique

In Mozambique, the project, jointly with MPDC developed a Talent Management Handbook for the organization, together with a refinement of the competency profiles for all job categories. The project also made good progress with respect to provision of advisory services by developing a Performance Management Handbook and completed formulation of competency profiles. However, the main focus of the output, namely - training of HRD line managers is behind schedule.

3.3.4.3 Immediate Objective 3: “To Strengthen the Capacity of Local Port Schools to Contribute to the Implementation Of these Strategies by Providing Skills Training to Workers in Participating Port Terminals”

This immediate objective also focused two (2) main outputs: (i) **Output 3.1** - “Existing port worker training products have been amended/new products developed to narrow down the established skills gap” and (ii) **Output 3.2** - “Local port schools certified competent to independently deliver these products”. In this respect, the project performed as follows:

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

Planned activities under this output included: (i) A.3.1.1: “Review of existing staff development training packages including the materials already used by the School of Maritime Excellence (South Africa) and Maputo Port Development Corporation (MPDC – Mozambique)”; (ii) A.3.1.2: “Amend existing training products and develop new products in line with the review”; (iii) A.3.1.3: “Adaptation of training products/services used by the School of Maritime Excellence in line with international best practice”; (iv) A.3.1.4: “A training gap analysis is developed for all employees”; (v) A.3.1.5: “M&E of the outcomes and impact of the interventions above”.

As observed in the MTR, it was unclear what specific activities were planned to be undertaken under this output in the case of South Africa considering that some of the work had already been undertaken during Phase I, especially in as far as developing and updating of training products were concerned. That having been said, the following is an overview of project performance with respect to these planned activities.

3.3.4.3.1.1 South Africa

While the TCPR (June 2014 – May 2015) indicates that delivery on the output is on schedule, there has been little or no progress in this regard. However, the TCPR indicates that the current Portwork Development Programme (PDP) has been updated to meet the skills requirements of the various participating Port terminals in South Africa.

3.3.4.3.1.2 Mozambique

Under this output, Mozambique had performed slightly better than South Africa. To address the skills shortages the project commenced in February 2015, in collaboration with the MSoE and the Maputo Port Development Company Chief Instructors, with the development of a seven module curriculum together with the training material for a MPDC Supervisory Development Programme. In April 2015 the project commenced with a Pilot training session of 14 employees on the Supervisory Development Programme. The pilot programme was being evaluated in the last quarter of the project cycle after which training was to be rolled out to all current and prospective Supervisors (140) at MPDC. In addition, the PDP license had been obtained.

3.3.4.3.2 Output 3.2 - “Local port schools certified competent to independently deliver these products”

Planned activities under this output included: (i) A.3.2.1: “Training of trainers from the School of Maritime Excellence and participating Ports in the use of amended training services/products (refer to output 3.1)”; (ii) A.3.2.2: “Coaching and support for newly trained trainers to in turn train Port workers in the participating Ports”; and (iii) A.3.2.3: “M&E of outcomes and impact of above interventions”. The following is an overview of project performance with respect to these planned activities.

3.3.4.3.2.1 South Africa

Several instructors from the Maritime School of Excellence were trained as Chief Instructors in the ILO Sectors Portwork Development Programme (PDP) during phase I and the project continued in developing updated training contents of PDP during phase 2. While it is worth noting that successful delivery of this output is closely linked to the achievement of Output 3.1 above – which has also not been achieved, this output runs the risk of being delayed in South Africa.

Table 7: Progress by Planned outputs for South Africa

Project Site	Implementation Status and Comments	Performance Rating [Achieved-A, Likely to be achieved -LTBA; and Likely to be delayed-LTBD]
<i>A.3.2.1: “Training of trainers from the MSOE and participating Ports in the use of amended training services/products (refer to output 3.1)”</i>		
South Africa	▪ Continued developing updated training contents of ILO PDP	Achieved
<i>A.3.2.2: “Coaching and support for newly trained trainers to in turn train Port workers in the participating Ports”;</i>		
South Africa	▪ No specific activities and achievements recorded	
<i>A.3.2.3: “M&E of outcomes and impact of above interventions”. The following is an overview of project performance with respect to these planned activities.</i>		
South Africa	▪ Conducted throughout project implementation	Achieved

3.3.4.3.2.2 Mozambique

As indicated in **Table 8** below, the project made notable progress with respect to training on PDP of supervisors and leadership in Mozambique. To strengthen the capacity of the Maputo Port Development Company’s local port school towards contributing to providing skills training to port workers, the project, in collaboration with the ILO Maritime Sector (Geneva) and the Maritime School of Excellence (MSoE) in South Africa, trained and certified seven (7) Chief Instructors at MPDC on the ILO’s Portwork Development Programme (PDP). This was followed, in January 2015 by the project coaching the Chief Instructors as technical trainers.

Table 8: Progress by Planned outputs for Mozambique

Project Site	Implementation Status and Comments	Performance Rating [Achieved-A, Likely to be achieved -LTBA; and Likely to be delayed-LTBD]
▪ A.3.2.1: “Training of trainers from the MSoE and participating Ports in the use of amended training services/products (refer to output 3.1)”		
Mozambique	▪ Training is conducted in August 2014	Achieved
▪ A.3.2.2: “Coaching and support for newly trained trainers to in turn train Port workers in the participating Ports”;		
Mozambique	▪ Coaching the Chief Instructors as technical trainers conducted in January 2015.	Achieved
▪ A.3.1.5: “M&E of the outcomes and impact of the interventions above”.		
Mozambique	▪ Conducted throughout project implementation	Achieved

3.3.5 Key Factors that Influenced Project Performance

The following is a summary of key factors that influenced project performance.

Table 14: Key Factors that Influenced Project Performance

	Positive	Negative
External Factors	<ul style="list-style-type: none"> • Some degree of political will by governments of South Africa and Mozambique to project ideals; • Good and timely support by ILO offices including DWST in Pretoria; • In-kind support by way of offices by Transnet (South Africa), ILO (Mozambique) and financial resources by TPT, MPDC. • Access and utilization of lessons learned during phase 1; 	<ul style="list-style-type: none"> • Low practical (demonstrated) commitment to project activities) – especially at DCT and MPDC; • High turnover of key top management staff - especially at DCT and the port of Maputo; • Bureaucracy arising from highly structured lines of authority at Transnet and MPDC which in some instances hampered implementation of project plans. • Poor mindset to change among a significant number of port stakeholders in participating ports – especially in relation to social dialogue; • The dynamic and constant institutional restructuring –especially in Transnet/DCT causing instability to project plans and progress; • Persistence of mistrust and suspicion between management and workers – especially in the port of Maputo; • Slow progress in the area of HR policy and regulatory reforms on the part of Transnet and MPDC; • Low skills capacity of supervisors and insufficient support by port teams –especially in the case of MPDC; • Lack of adequate support facilities at the Port of Maputo;
Internal Factors	<ul style="list-style-type: none"> • Retention of same CTA for phase 1 which gave the project a head start; • Location of CTA at DCT; • Adequately qualified (mainly in the area of social dialogue) and committed project staff; • Reasonably timely disbursements of funds; 	<ul style="list-style-type: none"> • Staff-related constraints (i.e. inadequacy of staff time towards supporting the CTA as PCs in Pretoria and Maputo were both not full time and were also only specialists in social dialogue but not other aspects of project interventions e.g. HR issues and management); • Location of the PC in South Africa far outside the project site (Pretoria) - which reduced level of interaction with stakeholders and effectiveness of support to the CTA; • Ambitious geographical scope of the project against limited resources (staff and finance);

3.3.6 Unintended Results

In this regard, the Mission noted two, but somewhat inter-related unintended results which were attributed to the high sensitivity of social dialogue related interventions in the participating ports, especially in MPDC where the project was a new initiative, and also the lack of a clear communication strategy - which was recommended by the end-term review of phase 1 in 2013 but was apparently not acted upon. (i) The initial misconception that project interventions in the context of port works development training was meant for container terminal ports and not or not adaptable to bulk and/or break bulk cargo type of port terminals as was the case for Maputo – resulting in limited “buy-in” by the top management of MPDC at the initial stages; (ii) The misinformed perception on the part of top management in MPDC who saw ILO being more of an “international trade union” and that the project was primarily geared towards helping the workers’ union rather than towards supporting both management and workers purely for purposes of improved efficiency, competitiveness and productivity of port under a decent work environment. According to some key informants at the MPDC, these unintended results, led to the CEO and other top management staff to lose interest relegating project work and coordination to departmental levels.

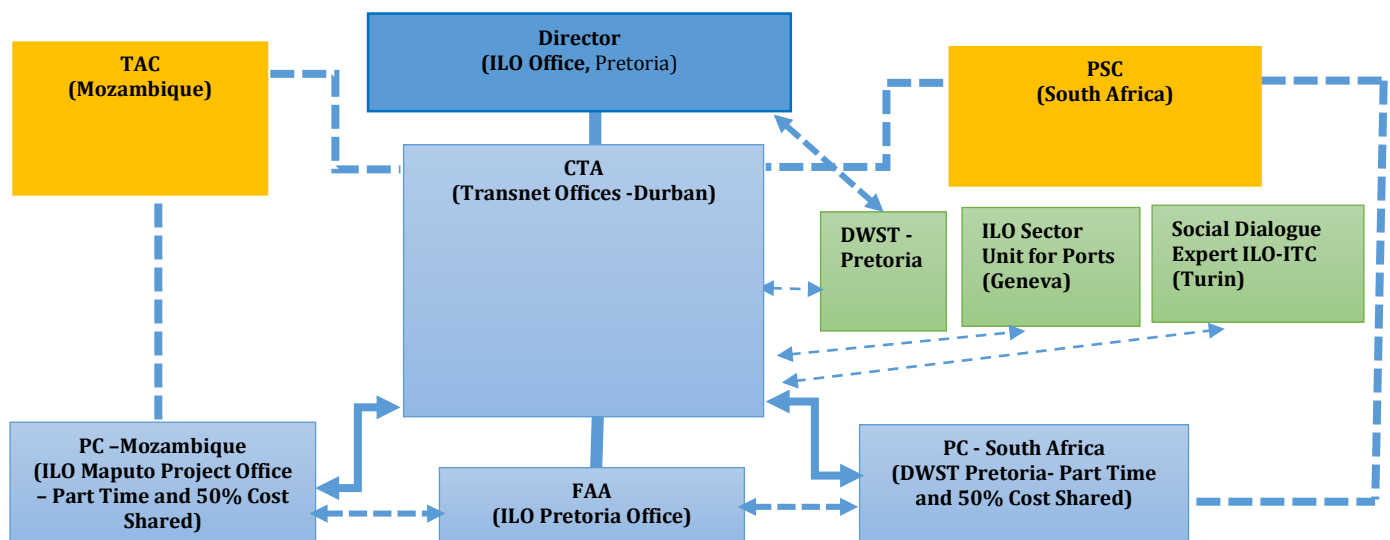
3.4 EFFECTIVENESS OF MANAGEMENT ARRANGEMENTS

This section assesses the effectiveness of project management arrangements from a number of perspectives which include but not limited to whether: (i) Project governance and management arrangement was adequate and effective; (ii) There was clear understanding of the roles and responsibilities on the part of all parties involved; (iii) The project was receiving adequate administrative, technical and political support from the ILO Office and specialist in the field (ILO CO-Pretoria and the Regional Office for Africa –ROAF in Addis Ababa), relevant Technical Units of the ILO in Geneva, and also national and/or implementing partners; (iv) Relevant stakeholders were adequately involved in project management and/or implementation matters; (v) The project was collaborating with other ILO and other relevant development partner initiatives in the participating countries and/or region; (vi) Monitoring systems were in place and project performance and results effectively monitored; (vii) The project had adequate strategies on knowledge management, information sharing and dissemination; and (ix) The project had a clear exit strategy.

3.4.1 Governance and Management Arrangements

As mentioned earlier, the day to day management of the project is under the responsibility of the PMU comprising four (4) ILO staff: the CTA - whose office is located at Transnet offices in Durban; two (2) part-time and cost-shared PCs to assist the CTA (one based in DWST-ILO Office in Pretoria, and one based in the ILO Maputo Project Office); and one (1) full-time FAA based in the ILO Pretoria Office. While the project is administratively backstopped by the Director of the ILO Office in Pretoria, it is technically backstopped by DWST for Eastern and Southern Africa based in Pretoria, the ILO SECTOR Unit for the Ports (Geneva) and the Social Dialogue Expert from the ILO International Training Centre (Turin). The day-day management of the project by the PMU is guided by the PSC in the case of South Africa and the TAC in the case of Mozambique (for membership of the committees, see in section 1.5). **Figure 4** below graphically depicts this governance and management arrangement of the project.

Figure 4: PWD Phase II Project Governance and Management Arrangements



Overall, and based on feedback from project staff and other key informants, this project governance and management arrangement was perceived to have been good and effective towards project delivery, particularly with respect to following key features:

- ✚ *Multi-stakeholder-based management arrangements* – including the following: (a) having broad based stakeholder committees (PSC in South Africa and the TAC in Mozambique) with their multi-stakeholder representation. This was seen as being particularly important from the point of view of enhancing the potential for institutionalization, ownership, support and sustainability of project activities beyond its life cycle; (b) Maintaining the same Phase 1 CTA during Phase 2 – which gave the project a head start; and (c)

Locating the CTA within DCT – which allowed for close and continuous consultations with TPT and DCT management.

- ✚ *Stakeholders' involvement and participation*– whereby a wide range of relevant key stakeholders involved in project matters and where all parties involved including members of the PMU, PAC, TAC and other key institutions stakeholders were generally clear about their respective roles and responsibilities in the project.
- ✚ *Technical and administrative backstopping* – in which case the PMU staff described the role of ILO (Pretoria Office) and the DWST in providing effective, regular and timely administrative and technical backstopping support as having been excellent - despite being geographically separated. Although not on a regular basis, the PMU staff also indicated that they received adequate administrative and/or technical support (whenever needed) from ILO offices and/or units including ROAF-Addis Ababa, the relevant ILO headquarter departments (Geneva) as well as the ILO International Training Centre (ITC) in Turin.
- ✚ *Collaboration with other ILO and other development partner initiatives*: While the project objective and activities were significantly consistent with other ILO employment creation and decent work in the two participating countries, the project did not have strong and direct linkages with other ILO and/or other development partner initiatives – primarily because of its narrow and special focus on port works.

However, the following issues were observed with regard to the management arrangements:

- ✚ *Lack of sufficient political support and commitment* - whereby political will and commitment to project ideals by top management staff (TPT and MPDC), especially on activities related to social dialogue and HR development strategies - seems to have been in principle at best, but not in practice. The Mission reached this conclusion based on a number of observations: (a) The unexplained long delay in approving key project activities by e.g. the outbound study tours by the top management; (b) The reluctance of MPDC top management to deal with interventions geared towards promoting social dialogue; (c) the unabated high turnover of senior staff – especially in TPT; (d) Irregularity of committee meetings (especially TAC in Mozambique which met only 3 times out of the 8 possible meetings over the project period); (e) High absenteeism in meetings as demonstrated by the high percentage of members in the apology list in the Minutes of meetings which averaged around 36% in the case of PSC. While not all minutes of meetings were available, in the case of the TAC, there were cases where names of participants did not appear in the minutes of meetings provided to the evaluation mission by the PMU; and (f) The failure of TAC to be proactive in convening meetings and instead relying on the PMU to make such arrangements.
- ✚ *Clarity of reporting responsibilities* – in which case there was lack of clarity regarding the responsibilities of the PSC and TAC as institutional organs and/or their individual or group members²⁰ and in particular regarding who specifically was responsible for reporting on project matters to the senior management and higher authorities.
- ✚ *PMU staff-related issues*– from the point of view of the allocated NPC staff time (50%), their remoteness to project sites (specifically in the South Africa) and lack of expertise in areas outside social dialogue (in both South Africa and Mozambique) resulting in the overloading of the CTA with project work.
- ✚ *Lack of technical or thematic working groups (TWGs)* to support the TAC and PSC on technical matters and act as the mouthpiece for the two committees – which had been recommended in the end-term review of Phase 1 in 2013, but apparently not acted upon.

3.4.2 Monitoring and Evaluation Framework

In line with the policy of the ILO, and as indicated in the PRODoc, project design accorded high importance to monitoring and evaluation. The logframe matrix provided in the PRODoc clearly outlined the project objective, immediate objectives, outputs and indicators of achievement – albeit not in detail and without baseline data and specific achievement targets²¹, and also risks and assumptions. The PRODoc also suggested that monitoring of the project use the online project management information system of the DWST (i.e. Sciforma). It also stated that information generated through monitoring processes would be entered into the project

²⁰ This was also observed in the MTR (August 2014);

²¹ Though the Mission acknowledges that the document required baseline data to be established as part of project startup activities.

management information system and visualized on a project dashboard. Following the launching and subsequent commencement of project implementation, the PMU devised and put in place a monitoring and reporting system with detailed indicator framework including targets and disaggregation of data by gender (where applicable). In this context, the PMU employed various monitoring and information sharing systems including bi-monthly progress reports, PSC and TAC meetings, online project management information systems - Sciforma and Dropbox). That having been said, the overall view of the Mission is that while indicators of achievement were generally well stated, the M&E framework as contained in the PRODoc (see **Appendix 4**) was characterized by the following short comings:

- ✚ Only a fairly limited number of stakeholders had access to information on project progress and performance (as indicated by a significant number of respondents met during field interviews);
- ✚ The Logframe Matrix did not provide *baseline data*-though the PMU made every effort to establish baseline data and information for some indicators of achievement during the project implementation phase.
- ✚ Some indicators of achievement were not objectively and/or quantitatively measurable or verifiable - e.g. “improvement in perceptions among social partners various about the efficiency and effectiveness of enterprise level social dialogue structures”; and improvement in perceptions of port customers towards quality of services received at the participating terminals”.
- ✚ Other than just one indicator at the Project Development Objective level (i.e. “number of new jobs created”), all other indicators of achievement in the PRODoc Logframe Matrix failed to provide *quantitative and time-bound achievement targets*. The Mission however acknowledges the good work of the PMU, whereby as part of their work planning, subsequently formulated fairly specific targets (e.g. “number of days lost to industrial action”; “participating port Terminals Customer Satisfaction Index”; “number of internationally benchmarked HR development policies and strategies revision in the participating port terminals”; and “staff appreciation rate of revised HR development policies and strategies).
- ✚ Some activity clusters in the Logframe Matrix of the PRODoc (e.g. 2.1, 2.1, 2.2, 3.1 and 3.2) had no specified indicators of achievement.
- ✚ The logframe matrix lacked clarity on the “cause and effect” of indicators (theory of change) making rather difficult some lower stakeholders to see the logic of interventions – despite its importance for buy-in, ownership and support;
- ✚ Some indicators did not fully meet the “attribution” criteria in relation to the SMART principles of monitoring and evaluation – e.g. the indicator on “new jobs created” as this could have been due to other external factors; “number of BDS products that continue to be available in the market after the end of the programme phase”.
- ✚ Although the PMU maintained and adhered to a bi-monthly reporting system, this did provide specific achievements by each of the planned outputs, while data in the annual-based TCPRs were both too broad and also not frequent enough to provide effective monitoring of project performance. As observed in the mid-term review, the project was not therefore adequately equipped to assess project progress and share information with stakeholders on a timely basis.
- ✚ The M&E system was semi-manual, making monitoring and reporting functions unnecessarily laborious and inefficient – which is part of the reason why relevant M&E data was not immediately available at the start of the evaluation mission.

3.4.3 Knowledge Management and Information Sharing

The PRODoc (page 14) states that “*the PMU will systematically document information generated during implementation and widely disseminate it among local stakeholders, APEC and STC*”. It further states that the “*PMU will furthermore share this information with other ILO initiatives in South Africa and ILO field offices in the region*” - with no mention of Mozambique. It further states that “*the project manager will furthermore participate in knowledge sharing events organized by the ILO, local stakeholders and other development partners*”. Despite these pronouncements, knowledge management and information sharing seems to have been weak as evidenced by the apparent lack of adequate and common understanding especially among lower cadre staff in DCT, Richardsbay and Port of Maputo, as well as among workers in the relevant Labour Unions

regarding what the project was all about. This partly explains the persistence of mistrust and suspicion between and among various stakeholders in the participating Ports.

The Mission attributes the problem of narrow and weak information sharing systems to the lack of a project-wide communication strategy. In fact, other than the indication that one of the activities under output 1.2 would be “review of existing mechanisms of communication with external stakeholders (activity A.1.2.2- which is by the way exactly the same as activity A.1.2.3 in the logframe matrix), the project document neither articulated nor provided for the preparation of a project-wide communication strategy. Furthermore, this is despite the recommendations made in the end-term review (March 2013) for the need to develop a communication strategy for phase II, right at its inception stage.

3.4.4 Exit Strategy

The PRODoc (page 13) strongly emphasized the importance of having measures to ensure smooth exit strategy for PWD phase 2. In addition, the End-Term Evaluation Report of PWD phase 1 also recommended that an *“appropriate project communication and exit strategies for phase II should be developed in consultation with stakeholders and operationalized so as to support and enhance information sharing among various stakeholders”*. The MTR (August 214) also recommend thus... *“In consultation with the management and Union leadership at the terminals, devise an exit and continuity plan with a focus on building ownership and integration of social dialogue into routine operations of the already participating terminals”*. Despite these recommendations, the project does not yet have a clear and formal exit strategy or plan which is essential for providing the PMU with a clear road map on a smooth and effective exit and subsequent handover of project activities to relevant local stakeholders.

3.5 ADEQUACY AND EFFICIENCY OF RESOURCE USE

This section addresses issues of project resources primarily in terms of: (i) Whether project resources-including human, financial and time resources were adequate, and whether they were also strategically allocated; (ii) whether there was efficiency of use of resources; (iii) Whether project activities and/or operations were in line the schedule of activities as defined in the work plans; (iv) Whether there was sufficient alignment of work plans with implementation schedule of activities; as well as budgetary plans with disbursement and expenditures; (v) Whether the management structure was “fit for the purpose” and whether the project management structure ensured smooth running of the project, and whether it provide the right support for project activities; (vi) Whether there was efficiency of resource use; (vii) the extent to which the project leveraged on external sources.

3.5.1 Project Timeline

The initial time line of the project was 2 years (June 2013 – May 2015) but this was extended to 2½ year (June 2013 - November 2015) following recommendations of the MTR for a “no-cost” extension of 6 months and approval by the donors. In retrospect, this timeline is seen by some key stakeholders not to have been adequate in light of the unforeseen challenges. Key among these included the ambitious geographical scope of the project; high institutional bureaucracy in both Transnet Group and MPDC; frequent structural and organizational changes - e.g. in Transnet; high turnover of key top management staff - especially in the Transnet Group of companies; weak capacity of union workers – especially in Maputo and the unforeseen negative mindset towards social dialogue related initiatives -especially in the case of MPDC.

3.5.2 Human Resources

As indicate earlier, the project team comprised four (4) members of staff, the CTA-who was on a full time basis, two (2) part time and cost-shared PCs – one (1) for South Africa based in Pretoria and one (1) for Mozambique based in Maputo; and a full time FAA in Pretoria. The Mission observed that all project members of staff were qualified for the jobs they were assigned to and also committed to project work. Besides demonstrating high team work spirit, the PMU staff maintained an “open door” policy which contributed to

good working relationship with local stakeholders. However, project staff was inadequate for the following reasons²²: (i) the *ambitious nature of Phase 2 in terms geographical coverage and scope of interventions*. In this regard, the Mission noted that the resources for phase 2 compared disproportionately with resources for phase 1. This is in the sense that in addition to retaining the same focus as phase 1 in terms of the scope of project interventions, phase 2 covered three (3) separate cross border and geographically spread project implementation sites - comprising DCT Piers 1 & 2, Port of Richards Bay and Port of Maputo, and also the Port Schools (MSoE and MPS). All this was to be done with just four (4) members of staff (2 not full time) and a budget of about US\$ 1.5 million, compared to phase 1 which had three (3) members of staff but covering only one project site (DCT Piers 1 & 2) and with a fairly similar budget size (US\$ 1.27 million). (ii) *Bureaucratic Challenges* which were in the form of the unexpected inherent institutional bureaucracy that emerged with respect to the working relationship with the Transnet Group in South Africa and MPDC in Mozambique; (iii) *Institutional restructuring and staff turnover* – which entailed the frequent and unanticipated structural and organizational changes and turnover of key staff in both TPT and the Port of Maputo – necessitating frequent change of tactics of doing business as well as having to repeat certain project activities; (iv) *Heavy work load* – particularly on the part of the CTA and mainly as a result of the above mentioned institutional bureaucracies and the poor mindset regarding the value of social dialogue towards enhanced decent work and increased productivity in the participating Ports. This ended up with the CTA having to persistently undertake follow-up work in addition to having attend to support needs of the Port of Richardsbay, the Port Schools, and the two (2) part-time PCs. In this regard, it would have been appropriate to have a full – time assistant to the CTA located at DCT. As also reiterated in the MTR Report (August 2014), it appears that the recommendation of the End-Term Review (March 2013) to have a full-time PC for each project site was not given sufficient attention during the design of phase 2. As some key informants indicated, the management and organizational skills of the CTA are highly commendable in light of the additional work load that came along with phase 2 – despite having more or less the same capacity in terms of financial and human resources, but with two additional and geographically dispersed project sites.

3.5.3 Financial Resources

As indicated earlier, total project budget was approximately US\$ 1.5 million - comprising donor funding amounting to US\$ 1,190,086 and US\$ 300,000 in the form of in-kind contribution from TNT (South Africa). With regard to the budget, the Mission observed the following:

- ✚ *Adequacy of Resources*: The budget was rather small considering the geographical scope of the project, and the need to repeat certain activities as indicated above.
- ✚ *Financial Burn Rate*: Up to the time of the Mission, the project had expended approximately US\$ 1,082, 978 or about 91% of total project donor budget.
- ✚ *Financial Disbursements*: According to the PMU, financial disbursements were generally on time and there was fairly good alignment between expenditure plans, and disbursements. The presence of the ILO office in Pretoria and its effective support played a major role in this regard.
- ✚ *Economy and Efficiency of Resource use*: While it was not possible to carry out a full “value for money audit”, the Mission observed that the *PMU consistently upheld the principles of economy, and efficiency of resource use* throughout the project implementation by consistently applying stringent procurement procedures of goods and services, and by applying cost-savings measures-for example use of Transnet office facilities at DCT by the CTA, use of the ILO (Maputo office) and training venues at DCT and Richards by all at no cost.
- ✚ *Effectiveness of Resource use*: The PMU utilized financial resources fairly effectively by way of expending a significant proportion of the project budget towards benefiting target beneficiaries more directly e.g. by way of seminars, training and study tours, among others - with the amount being estimated at approximately US\$ 750,000 or about 63 % of the total budget.
- ✚ *Leveraging of External Resources*: The project also leveraged resources from sources external to the project amounting to US\$ 653,835 (about 55% of the total budget from the donors; and surpassing the initial anticipated in-kind contribution of US\$ 300,000 by about 118%. These resources, came from the following

²² As also observed in the MTR (August 2014).

sources: (i) **TPT**: A total of US\$ 365,113 (about 55% of total partner in-kind contributions) - which was in the form of a wide range of activities including the development MDWTs; social dialogue training for DCT Piers 1 & 2 and Richards Bay as well as study tour to Richards Bay among other things; (ii) **MPDC**: A total of US\$ 208,286 (about 32% of total partner in-kind contributions) - which was in the form of support to MPDC Pilot Supervisory Development Programme; training of MPDC Chief Instructors on PWD development programme; and a MPDC study tour; (iii) **MSoE**: A total of US\$ 55,436 (about 8.5% of total partner in-kind contributions) - which was also in the form of support to MPDC Pilot Supervisory Development Programme and training of MPDC Chief Instructors on PWD development programme; and (iv) **ILO (ITC-Turin)**: A total of US\$ 25,000 (about 3.5% of total in-kind contributions- which was in the form of sponsoring the MPDC beneficiaries' tour to its ITC in Turin (Italy).

3.6 IMPACT ORIENTATION AND SUSTAINABILITY

Sustainability and impact of programme and/or project activities are critical elements of ILO policy and strategy for development. The Office has therefore traditionally sought to reduce sustainability risks of its development initiatives to enhance prospects for sustainability development initiatives beyond the designated project and/or programme cycle.

3.6.1 Sustainability

The design of PWD phase 2 rightly emphasized sustainability of project activities beyond its planned cycle (PRODoc page 12). Some of the interventions that underpinned the approach and strategy of project towards sustainability of included: (i) *Building on the existing local institutional support structures mainly MSoE* to in turn provide capacity building to workers and business organizations in the participating ports; (ii) *Use of the multiplier-effect approach by training trainers* for greater outreach and diversification of risks; (iii) *Technical support to coordinators, facilitators and providers* at the pre-service transactions level (i.e. information dissemination and awareness creation; new product development; and trainer and training manager development) to minimize market distortions at the service transactions level; (iv) *Reducing the elements of service subsidization at the transactions level-* by building on good practices established in phase 1 – with BDS providers and facilitators (especially Transnet) paying part of the costs incurred towards HR development and related capacity building support; (v) *matching supply side interventions with demand side interventions* to improve the breadth and depth of existing services and also stimulate service uptake and repeat usage; (vi) *emphasis on South-South cooperation between port stakeholders* to further strengthen local institutional cooperation frameworks towards reduced dependency on external support; and (vii) *promotion of development business partnerships between MSoE, MPS, APEC and STC* to foster collaboration beyond the project cycle.

At the **Meta level**, sustainability of phase 2 activities was primarily hinged on the *replication and promotion of social dialogue* activities undertaken during phase 1 at DCT (piers 1 & 2) in the ports of Richards Bay and Maputo through sensitization and awareness creation by way of inculcating norms, values, perception and mindset towards common interest among ports stakeholders; and also capacity building support for social partners through seminars, workshops and exposure tours. At the **Macro level**, sustainability was primarily hinged on the promotion of an enabling environment, regulatory and administrative framework by replicating assessment processes carried out in phase 1 at the DCT with a view to identifying performance gaps and *refinement of HR development strategies and systems*. At the **Micro level**, sustainability was primarily hinged on building the *capacity of port schools (MSoE and MPS) through training them to become service providers to the ports workers and employers organizations, and also through promoting partnerships* with the port schools of Antwerp and Rotterdam). Overall, the Mission found this strategy and approach towards impact and sustainability to have been sound in principle and indeed practical.

There is no doubt that the some of the activities of the project have contributed to the potential for sustainability of project activities. Key among these are sensitization on the usefulness of social dialogue to conflict resolution; and capacity building of workers and employers organizations organization as well as

MSoE and MPS. However, the overall view of the Mission is that the potential of the strategy to result in sustainability of project activities beyond its life cycle is likely to be undermined by the following factors:

- (i) *Lack of sufficient practical commitment to project activities on the part of high level ports management staff – especially the TPT in Durban and MPDC²³. While the in-kind contribution may be an indicator of commitment of the part of TPT in the case of South Africa and MPDC in the case of Mozambique, the following observations cast some doubt in this regard: (a) The low attendance PSC and TAC committee meetings in both countries – with an average of about 64% of total number of members; (b) Irregularity of TAC meetings in MPDC (where only 3 meetings held out of 8 possible meetings over the last 2 years); (c) The long and unexplained delay on the part of MPDC to release the letter requesting for PPD training materials that was supposed to pave way for the licensing process, and also in getting the nominal fee for the training materials paid – each of which took about 3 months; (d) The lack of self-drive, especially on the part of TAC to convene committee meetings – and instead relying on the PMU; (e) Lack of self-drive on the part workers and employers organizations in engaging in social dialogue related initiatives without an independent convener (e.g. the PMU) – especially in South Africa; (f) Reluctance of MPDC to engage on social dialogue oriented activities – where relevant interventions have not taken place to the extent initially planned; (g) Delays in integrating and institutionalizing the principles of social dialogue in the day to day operations of the participating ports; (h) The limited progress in HR development capacity building and reform of existing HR policies and regulations towards international best practice; (i) The unilateral decision to replace project’s MDWTs approach with Lean Six Sigma management on the part of the Transnet Group approach without adequate reasons or due consideration of the shortcomings of the former approach;*
- (ii) *Unabated turnover of high level staff – especially in the case of TPT, resulting in the PMU having to repeat capacity building oriented interventions, and also continuity of activities and institutional memory;*
- (iii) *Lack of clarity and guidance on what needs to be addressed in relation refinement of HR strategies/policies;*
- (iv) *Lack of a clear and appropriate framework for institutionalizing and integrating the principles of social dialogue into the operational environment of the TPT, MPDC and the respective terminal (DCT and the ports of Richards Bay and Maputo);*
- (v) *Lack of clear framework and plan of action regarding sustainability and exit strategies;*

3.6.2 Impact

While it was difficult for the Mission to both verify the full impact of project activities and also determine the level of attribution to its performance to date, it was of the opinion that following *outcomes and impacts* were largely associated with project activities:

- ✚ *Significant success in the introduction of internationally accepted good practices of applying social dialogue in the participating ports – which was associated with the work of the project in terms of awareness creation, sensitization and effective training on general principles of social dialogue for management labour and representatives of participating Ports -especially in DCT and Richards Bay leading to the establishment of more open and friendlier relationship between employers and workers and resolving issues related to casual labour and internal promotions;*
- ✚ *Capacity building in social dialogue for a total of 255 people including chief instructors, which was associated with project training activities - with women accounting for a proportionately higher representation of approximately 24.3%;*
- ✚ *Increased employment (full-time and casual) by about 0.6% across the three participating ports, with overall full-time employment going up by 3.8% and casual employment declining by 16% - which key observers associated with improvements in the application of social dialogue, reduced incidences of industrial action and to some extent growth in port businesses;*
- ✚ *Enhanced employment of women who accounted for approximately 254.5% of the newly created jobs with the percentage of full-time employment for women going up by 18% and declining by 30% in the case of*

²³ This is despite indications to the contrary (e.g. through an email sent to the CTA by the TNPA Port Manager);

casual employment) – which was associated with project sensitization and support activities towards gender equality ;

- ✦ *Reduction in the number of the days lost to industrial action* from 13.5 days and 8.5 days per year in DCT and Richards Bay respectively at the start of the project to 0.5 days and 0.35 days per year by 2015 at the DCT and Richards Bay also respectively – which was associated with ILO’s sensitization, training on and application of social dialogue principles instead of the previous confrontational approaches, all resulting in an estimated monetary value of US\$ 4.2 million per year or the equivalent of more than US\$ 8.5 million over the project period.
- ✦ *Change in the terms of employment for a total 1,195 workers from DCT and Richards Bay from casual to fixed-term contract and/or permanent employment* – which was associated with collective (mutual gains) bargaining training for Management and Labour representatives at the participating Ports by the project, and which is expected to result in huge socio-economic on the beneficiaries;
- ✦ *Signing of Recognition Agreement between workers and Transnet in DCT and Richards Bay*, again which the Mission and some key observers associated with collective (mutual gains) bargaining training for Management and Labour representatives at the participating Ports by the project, and which represents a framework that is expected to help in pre-empting possible industrial actions in future;
- ✦ *Improvement of MPDC’s strategic planning processes* – which was associated with project training activities;
- ✦ *HR skills development and general capacity building of the tripartite constituents* through training in social dialogue and facilitation of the study tours to ILO/ITC (Turin), and the ports of Antwerp (Belgium) and Rotterdam (Netherlands) for MPDC and other relevant staff
- ✦ *Refinement of the HR development strategy of Maputo port in line with international best practices-* which was associated with project technical support and training activities of the project;
- ✦ *Training of eight (8) Chief Instructors in ILO’s Port Works Development* in MPDC with financial and technical support of the project;
- ✦ *Development of a curriculum and training programme in SDP for MPDC staff* – which was associated with financial and technical support of the project;
- ✦ *Signing of the Collective Bargaining Agreement* between the workers’ union and MPDC – which again was associated with sensitization and training in collective (mutual gains) bargaining for Management and Labour representatives at the participating Ports by the project;
- ✦ *Salary increases for Maputo union port workers by 8% instead of the statutory 6% per year as well as increasing and broadening of medical cover for employees and their immediate family members from 10,000 to 350,000 Meticaais or approximately US\$ 200 to 7,000* – which the Mission and some key observers associated with improved attitude and perceptions towards the mutual benefits relating to workers’ welfare gains on the part of Labour management;
- ✦ *Increase in productivity in terms cargo handling at the port of Maputo* which was primarily associated improved business relations between Management and Workers, improved job satisfaction among workers, and reduced loss of time to industrial action among others - which some key informants associated with growth in business volume at the port by as much as
- ✦ 31% during the period 2014-2015.

4.0 OVERALL CONCLUSION

While the delivery of the project fell somewhat short of what was originally anticipated due to a number of challenges as discussed earlier in this report, it has had significant outcomes and impacts as indicated above. In particular, it introduced internationally acceptable good practices for social dialogue and industrial relations at the participating ports. Towards this end, it has significantly demonstrated that social dialogue and HR development are fundamental and mutually reinforcing elements towards decent work for organized labour, increased productivity and competitiveness of the ports to the common benefit of all including workers, management and other port stakeholders. As a result, social dialogue has been welcomed and is increasingly being applied by organized labour and management in the beneficiary ports. It has significantly contributed to improvements in the level of trust and dialogue between workers and management - which is a major transformation from the earlier situation where inter-party relationships were characterized by immense mistrust between the parties.

That notwithstanding, its success under a possible third phase will strongly depend on how it addresses the following major issues: (i) securing of full and practical commitment on the part of top management staff of the participating ports; (ii) social dialogue related capacity building including change of mindset among port management and workers; (iii) development and operationalization of frameworks and mechanisms for institutionalizing social dialogue principles and practices into internal structures and day to day operations of TPT and MPDC and cascading the same to the terminal levels of participating ports; (iv) development and operationalization of consultatively formulated medium to long term strategies and plans of action for HR development strategies towards internationally accepted practices; (v) establishment TWGs to support the work of PSC in South Africa and TAC in Mozambique; (vi) development and operationalization of an effective and efficient M&E system as well as knowledge and information sharing; (vii) development and operationalization of a strategically well-thought out communication strategy; (viii) provision of adequate staffing and financing; (ix) development and operationalization of time-bound sustainability and exit strategies;

5.0 LESSONS LEARNED

Based on primary and secondary sources of information as well as observations by the Mission, the following lessons learned were identified:

1. Social dialogue promotion towards decent work is a sensitive matter and should be introduced, communicated and managed extremely carefully in order to avoid possible negative backlash – as witnessed in the case of MPDC in Mozambique at the early stages of the project and during the in-bound tour for the delegation from Antwerp and Rotterdam ports;
2. While promotion of the principles social dialogue has high potential for strengthening relationships between labour and management in any organization to the mutual benefits of both parties, this can only be sustainable by institutionalizing or integrating the intervention into the internal structures and operations of the ports;
3. While patience is required in promoting and institutionalizing social dialogue owing to its inherent sensitivity some degree of well-considered exertiveness on the part of the implementers is essential to avoid unnecessary drag on project implementation plans;
4. Retaining the same CTA under phase 1 during phase of phase was valuable to the project from the point of view of giving it a head start and reducing operational risks;
5. The need to avoid ambition and to set more practical and realistic scope and targets of a project especially in light of resources available;
6. The need to have in place efficient and effective M&E, knowledge and information and sharing systems;
7. A clear and strategically defined communication strategy is critical for sensitive interventions such as promotion of social dialogue as a means of minimizing operational risks and negative backlash;
8. The need to have well-articulated and clearly defined sustainability and exit strategies;
9. While experiential learning by way of out-bound tours to the ports of Antwerp and Rotterdam were quite useful towards acquisition of knowledge and change of mindset on the part of the participants, their selection in future should be more strategic with regard to the role they play at the ports;
10. More in-bound tours by delegations from the collaborating ports of Antwerp and Rotterdam should be built into project design in future particularly from the point of view of cost-effectiveness and maximization beneficiary outreach.

6.0 MAIN RECOMMENDATIONS

A third phase of the project has been proposed by the ILO. The project seeks to further improve productivity; working conditions; more open and constructive industrial relations in the same ports as in the current phase. The following is a summary of priority recommendations, key responsible agencies, timing and approximate cost of recommended actions for this proposed third phase of the project.

	Recommendation	Priority Ranking	Responsible Agency	Timeframe	Approximated Budget Implications
1	<p><i>Conduct short and focused consultative studies</i> in the following areas with a view to developing clear frameworks, strategies and plans of action with regard to:</p> <ul style="list-style-type: none"> d) <i>Institutionalization of social dialogue principles and practices</i> into internal structures and day to day operations of TPT and MPDC and cascading the same to the terminal levels of participating ports (DCT and the ports of Richards Bay and Maputo); and e) Refinement of <i>HR development initiatives towards international best practice</i> for the target port organizations (TPT and MPDC) and terminals (DCT, ports of Richards Bay and Maputo) - carefully adapting the strategies to local situations; and f) Consult with the Pretoria Decent Work Team's gender specialist to strengthen the gender mainstreaming response. 	High	ILO/PMU	Immediately	<ul style="list-style-type: none"> d) South Africa US\$ 50,000 Mozambique US\$ 20,000 e) South Africa US\$ 30,000 Mozambique USD 20,000 f) South Africa and Mozambique US\$ 15,000
2	<i>Maintain current geographical scope of the project</i> (DCT Piers & 2, Port of Richards Bay and the Port of Maputo) in the third phase to avoid too much ambition – especially in light of available resources;	High	ILO	Immediately	-
3	<i>Solicit and secure full commitment and “buy-in”</i> to project objectives and activities on the part of top management staff in both TPT and MPDC; as well as the reporting of project activities and achievements as a permanent agenda of LBC and NBC meetings;	Medium	ILO/PMU	Immediately	-
4	<i>Step up capacity building in social dialogue and HR development</i> towards international best practice in all participating ports and at all levels by inculcating the culture of social dialogue as a means of resolving conflicts and improving working relationships between employers and workers for sustainable improvements of productivity and competitiveness – giving special emphasis on MPDC;	Medium	ILO/PMU	Medium Term	Part of 1 above

5	<i>Support MPDC in the development of Occupational Safety and Health (OSH), legislation and compliance through integration of best practices into its operations to reduce work injuries and loss of man-hours as a means towards improved productivity and competitiveness of the port; and also set up a OSH tripartite committee to steer the agenda forward;</i>	Medium	ILO/PMU	Medium Term	US\$ 30,000
6	<i>Support institutionalization of training in</i> c) <i>PDP and</i> d) <i>social dialogue in MPDC – which is currently being undertaken on a rather adhoc basis and in an unstructured manner;</i>	Medium	ILO/PMU	Medium Term	c) US\$ 25,000 d) US\$ 20,000
7	<i>Provide for full time and on-site NPCs to assist the CTA in project implementation (1 in South Africa –located DCT and 1 in Mozambique-located at MPDC);</i>	Medium	ILO	Immediately	US\$ 5,500 per Work Month
8	<i>Establish TWGs to provide technical support to each advisory committee (PSC & TAC);</i>	Medium	ILO/PMU	Immediately	Negligible
9	<i>Develop and operationalize, communication, sustainability and exit strategies for the project;</i>	Medium	ILO/PMU	Immediately	US\$ 5,000
10	<i>Develop and operationalize a web-based M&E system to be hosted in the web-sites of TPT and MPDC respectively, with the ILO Office (Pretoria) web-site only providing the web-portal/link to the respective websites;</i>	High	ILO/PMU	Immediately	US\$ 30,000
11	<i>Establish and include baseline data and time-bound target indicators of achievements in the PMF;</i>	Medium	ILO/PMU	Medium Term	US\$ 10,000
12	<i>Incorporate gender and youth - specific interventions and indicators of achievement to hold the project accountable to relevant deliverables;</i>	High	ILO/PMU	Medium Term	Negligible
13	<i>Step up in-bound capacity building missions from the ports of Antwerp and Rotterdam with a view to minimizing costs, maximizing outreach and strengthening partnership and collaboration;</i>	Medium	ILO/PMU	Medium Term	US\$ 20,000
14	<i>PMU to be more exertive on planned implementation plans and timely action on the top management in both TPT and MPDC as well as at the terminal levels;</i>	Medium	ILO/PMU	Medium Term	-

Appendix Table 1: People Met and/or Interviewed

	Name	Organization	Title/ Type of Respondent	Sex	Date	Country/Place of Interview
1.	Mr. Neeran Ramjuthan	ILO	CTA (PWD Phase 2)	M	22-11-15	South Africa
2.	Mr. Llewellyn Henriques	-	ILO Short Term Consultant	M	22-11-15	South Africa
3.	Mr. Ngcebo Zondi	SATAWU	Shop Steward	M	23-11-15	Richards Bay-South Africa
4.	Mr. Jeffrey Krishnan	UNTU	Chairman/Shop Steward	M	23-11-15	Richards Bay-South Africa
5.	Mr. Siphon Vena	Transnet Port Terminals (DCT)	Executive Manager (Continuous Improvements)	M	24-11-15	DCT – South Africa
6.	Mr. Fundile Rubuluza	Transnet Port Terminals (DCT)	Senior Manager	M	24-11-15	DCT – South Africa
7.	Mr. Siya Mdladla	Transnet Port Terminals (DCT)	HR Senior Manager	M	24-11-15	DCT – South Africa
8.	Mr. Herschel Maasdorp	MSoE	Executive Head	M	24-11-15	DCT – South Africa
9.	Mr. Jan Wepener	MSoE	PDP Trainer	M	24-11-15	DCT – South Africa
10.	Mr. Seelan Govendor	Transnet Port Terminals (DCT Pier 1)	Operator – Lifting Equipment (OLE)	M	25-11-15	DCT – South Africa
11.	Mr. Vusi Cele	SATAWU	Shop Steward	M	25-11-15	DCT – South Africa
12.	Mr. Tsekiso Moneoua	Transnet Port Terminals (DCT Pier 2)	Operator – Lifting Equipment	M	25-11-15	DCT – South Africa
13.	Mr. Shaun Baxter	UNTU	Representative (De-briefing Session)	M	25-11-15	DCT – South Africa
14.	Mr. Allan Undaichund	TPT Continuous Improvements Department	Representative (De-briefing Session)	M	27-11-15	South Africa
15.	Mr. Bekhithemba Gumede	STAWU	Representative (De-briefing Session)	M	27-11-15	South Africa
16.	Mr. Desmond Louw	MSoE	Representative (De-briefing Session)	M	27-11-15	South Africa
17.	Mr. Khulekani Gogobala	Transnet Port Terminals	Regional HR Manager/Representative (De-briefing Session)	M	27-11-15	South Africa
18.	Mr. Rowen Chetty	UNTU	Shop Steward/Representative (De-briefing Session)	M	27-11-15	South Africa
19.	Mr. Shadrack Lesoro	Transnet Port Terminals	Regional Manager – Containers/ Representative (De-briefing Session)	M	27-11-15	South Africa
20.	Mr. Steven Marais	UNTU- Full Time Representative	Representative (De-briefing Session)	M	27-11-15	South Africa
21.	Ms. Wentzell Loraine	SATAWU- Full Time Representative	Representative (De-briefing Session)	F	27-11-15	South Africa
22.	Mr. Igor Felice	ILO (Maputo Office)	NPC (PWD Phase 2)/CTA ILO Projects (Maputo)	M	7-12-15	Mozambique
23.	Ms. Silvia Milice	MPDC/Talent and Development Department	Manager/Chief Instructor	F	7-12-15	Mozambique
24.	Ms. Benilde Siteo	MPDC/Talent and Development Department	TDD Officer/Chief Instructor	F	7-12-15	Mozambique
25.	Ms. Josefa M. Ndhacumba	MPDC	Labour Committee Representative	F	8-12-15	Mozambique
26.	Mr. Alberto Rivas	MPDC	Business Management Manager	M	8-12-15	Mozambique
27.	Mr. Amaral Nthantumbo	MPDC	Labour Committee Representative	M	8-12-15	Mozambique
28.	Mr. Angelo Carlos Chambule	MPDC	TDD Senior Talent Officer	M	8-12-15	Mozambique
29.	Mr. Ernesto Tope	MPDC	Supervisor	M	8-12-15	Mozambique
30.	Mr. Alexandre Honuana	MPDC	Chief Operations Manager	M	8-12-15	Mozambique
31.	Ms. Cidalia Rita Pene	Comissao Consultiva do Trabalho (Ministry of Labour)	HR Manager	F	9-12-15	Mozambique
32.	Ms. Deidre Batchelor	Dutch Government	Donor Representative (Pretoria)	F	11-12-15	Telephonic Interview
33.	Mr. Vic Van Vuuren	ILO	Director (Pretoria Office)	M	14-12-15	Skype Interview
34.	Mr. Jens Dyring	ILO/DWST	Enterprise Development Specialist	M	14-12-15	Skype Interview
35.	Ms. Geraldine Reymenants	Flemish Government	Representative	F	14-12-15	Skype Interview
36.	Ms. Ria Van Peer	-	Facilitator/Technical Partner (SD-Pillar /Richards/Maputo)	F	14-12-15	Skype Interview
37.	Mr. Limpho Mandoro	ILO/DWST – Pretoria	Social Dialogue Specialist	M	14-12-15	Skype Interview
38.	Mr. Fernando Fonseca	ILO/ITC - Turin	Social Dialogue Specialist	M	17-12-15	Skype Interview

Appendix Table 2: Participants in the De-briefing Session (South Africa)



Final Evaluation Validation Workshop of the Port Work Development Project (Phase ii)					
DATE	TIMES	VENUE	FACILITATOR		ILO Project Management Unit
Friday, 27 th November 2015	10h00 to 12h00	199/203 Peter Mokaba Road, Morningside Umkhumisi Boardroom 2 nd Floor	Evaluator	Stanley Karuga	1. Neeran Ramjathan
			Signature		2. Llewellyn Henriques

NO	Name	Surname	Representation	Email Address	Signature
1.	Alan	Udaichund	TPT Continuous Improvement	Alan.Udaichund@transnet.net	
2.	Bhekithemba	Gumede	SATAWU	bhekithembasimon.gumede@transnet.net	
3.	Desmond	Louw	Maritime School of Excellence	Desmond.Louw@transnet.net	
4.	Fundile	Rubuluza	TPT Head Office	fundile.rubuluza@transnet.net	
5.	Jeffrey	Krishnan	UNTU Shop Steward	Jeffrey.Krishnan@transnet.net	
6.	Khulekani	Gogobala	Regional HR Manager: Bulk	Khulekani.Gogobala@transnet.net	
7.	Llewellyn	Henriques	ILO	henriquesllewellyn@gmail.com	
8.	Neeran	Ramjathan	ILO	Ramjathan@ilo.org	

9.	Rowen	Chetty	UNTU Shop Steward	rowen.chetty@transnet.net	
10.	Shadrack	Lesoro	Regional HF Manager: Containers	Shadrack.Lesoro@transnet.net	
11.	Steven	Marais	UNTU Full Time Union Rep	Steven.Marais@transnet.net	
12.	Tsekiso	Moneuoa	SATAU Shop Steward	Tsekiso.moneuoa@transnet.net	
13.	Wentzell	Lorraine	SATAWU Full Time Union Rep	Wentzell.Lorraine@transnet.net	
14.	Zondi	Ngsebo	SATAWU Full Time Union Rep	ngsebo.zondi@transnet.net	

Appendix Table 3: Evaluation Research Instrument/Guiding Questionnaire

End-Term Independent Evaluation of the Port Work Development Project (PWD) Phase 2 – covering DCT (Pier 1 and Pier 2), Port of Richards Bay and the Maritime School of Excellence in South Africa; Port of Maputo and Maputo Port School in Mozambique.

<p>INTRODUCTION</p>	<p>My name is STANLEY KARUGA</p> <p>I have been contracted by the ILO to undertake an independent external <u>End-Term Evaluation</u> of PWD Phase 2</p> <p>The overall development objective of the project is “to promote decent work in Southern African ports: The immediate objectives are:</p> <ol style="list-style-type: none"> 1. To promote social dialogue as a means conflict resolution among stakeholders within the ports and among port operators in the sub-region”; 2. To further refine HR development strategies of these ports in line with international best practice; 3. To strengthen the capacity of local port schools to contribute to the implementation of these strategies by providing skills training to port workers;
<p>PURPOSE OF THE EVALUATION</p>	<p>The evaluation aims to:</p> <ol style="list-style-type: none"> 1. Give an independent assessment of the level of achievement of objectives as set out in the Project document, assess performance as per the foreseen targets and indicators of achievement at the output level and indicative achievements at the outcomes, strategies and implementation modalities chosen, partnership arrangements, constraints and opportunities. In this respect, the evaluation criteria focuses on: (i) Relevance and strategic fit of project interventions; (ii) Validity of project design; (iii) Project Progress and effectiveness; (iv) Adequacy and efficiency of resource use; (v) Effectiveness of management arrangements; (vi) Impact orientation and sustainability; (vii) Lessons Learned 2. Provide recommendations to improve performance and strategies, institutional arrangements and partnership arrangements, and any other areas within which the evaluation team wish to make recommendations. <p>I would now like to ask you a number of questions to enable me undertake this exercise: Is it okay and do you have any questions before we start?</p> <ul style="list-style-type: none"> • Thank you in advance for finding time to answer my questions.
<p>A: GENERAL QUESTIONS</p>	
	<ol style="list-style-type: none"> 1. In what were you involved in the project? 2. In your view, what has worked well and what has not worked well during the implementation of the project and why? 3. Has the project made a difference to your life and/or other beneficiaries? If Yes - how? If not -why? 4. What good practices can be learned from the project that we can apply in the next phase and/or in similar future projects? 5. What should have been done differently? 6. What should be avoided in the next phase and/or in similar projects in future? 7. What is your overall view of the project (verbal statement....quote)? 8. What key recommendations would you like to make for the next phase?
<p>B: SPECIFIC QUESTIONS²⁴</p>	
<p>RELEVANCE & STRATEGIC FIT</p>	<ol style="list-style-type: none"> 9. How relevant were the interventions to your socio-economic aspirations/livelihood and those of other beneficiaries? 10. Is the project directly supporting the regional and national development priorities and the Decent Work Country Programme? 11. How well does it complement other relevant ILO projects in Southern Africa? 12. How relevant/appropriate are project’s interventions to policies/strategies of your country Government/recipient governments/Agency and which ones in particular? 13. How well are the project objectives and activities aligned with ILO’s strategy on mainstreaming gender equality? 14. Are the project interventions relevant/complementary/well linked to the objectives/priority outcomes under: <ol style="list-style-type: none"> i. Your country’s DWCP and UNDAF-if applicable? ii. Decent Work Agenda for Africa? iii. Development agenda of the Flemish and Dutch Governments in the country or region? iv. Other ongoing ILO programmes/projects in your country/southern African region (which ones in particular?)

²⁴ Questions to be tailored in accordance with the type of respondent being interviewed (i.e. the evaluator will try to navigate around the evaluation questions depending on relevance to, and the nature of involvement of the respondent).

	v. Other UN & non-UN regional & global commitments (which ones?)
VALIDITY OF PROJECT DESIGN	<p>15. Was the overall process of project conceptualization, design and implementation logical and coherent?</p> <p>16. Do you think the foundational information base upon which the project was conceptualized & designed was adequate (which information in particular)?</p> <p>17. Do you think stakeholder consultations were adequately and appropriately carried (degree/stakeholder scope)?</p> <p>18. How plausible is the linkage between project activities/outputs and anticipated outcomes/impact and the broader development objective?</p> <p>19. Did the project address gender mainstreaming & equality adequately?</p> <p>20. Do you think the project timeline was adequate? If not why and what should it have been?</p> <p>21. How appropriate and effective was development model (s)/strategies which were applied?</p> <p>22. Has there been/is there potential for synergy of the project with the other initiatives of the ILO, national government (s) and other development partners in the recipient countries or the region as whole;</p> <p>23. Was sufficient baseline data available?</p> <p>24. Do you think performance indicators and targets were sufficiently defined and did they comply with the SMART²⁵ principles?</p> <p>25. Do you think project targets were realistic given the project timeline, resources (human, finance and other), geographical coverage, number and mix of stakeholders involved, quantity and mix interventions</p> <p>26. What risks did the project face and do you think the project has had adequate systems for risk analysis and assessment/has the project adequately taken into account the risks of blockage?</p> <p>27. What sustainability interventions have been applied & do you think project activities are sustainable beyond its life?</p> <p>28. Does the project have a clear exit strategy? If not, what are the risks?</p> <p>29. How adequate was project's knowledge management?</p> <p>30. Did the project have a communication strategy and how effective was it? If not what has been the implications?</p>
PROJECT PERFORMANCE & EFFECTIVENESS	<p>31. What achievements have been made far (i.e. at output, outcome, impact and PDO levels);</p> <p>32. Have the achievements been in line with work plans? If not why?</p> <p>33. Was the quantity and quality of outputs/outcomes satisfactory? If not what were the shortcomings and why? (explain)</p> <p>34. Have project benefits been equally shared between women and men (explain)? If not why and what should have been/should be done in future?</p> <p>35. Which aspect of the project was most successful (geographic, component, issue etc....), in what way and what do you attribute that to?</p> <p>36. What factors (internal/ external & positive/negative) influenced the performance of the project?</p> <p>37. Were there any unintended results of project interventions (positive/negative)?</p> <p>38. To what extent were the Mid-term Evaluation recommendations implemented?</p> <p>39. Was performance of Project Management Unit or such other organizational structures effective? (explain)</p>
PROJECT MANAGEMENT ARRANGEMENT	<p>40. How the project management/governance arrangement organized and was it adequate?</p> <p>41. Did all relevant project stakeholders get involved in project activities in an appropriate and sufficient manner?</p> <p>42. Did the various parties understand their respective role & responsibilities</p> <p>43. How were the working relationships within and between stakeholder groups (explain);</p> <p>44. Was there adequate political, administrative and technical support by national stakeholders (e.g. government and other implementation partners)?</p> <p>45. How effective and adequate were political, administrative and technical backstopping support by the ILO Office (e.g. DWST for Eastern & Southern Africa (Pretoria), ROAF (Addis Ababa), ILO SECTOR Unit for Ports & Social Dialogue Expert (ILO ITC Turin) and other relevant regional offices)?</p> <p>46. Has the project been collaborating appropriately and adequately with other ILO programmes/other donors' initiatives in the respective country/countries/region to increase its effectiveness and impact?</p> <p>47. Did the project have adequate and effective M&E systems?</p> <p>48. Was relevant information systematically collected and collated?</p> <p>49. How regularly/effectively was project performance monitoring done?</p> <p>50. How effectively did the management team utilize M&E-based information to inform and improve project performance?</p> <p>51. Was data disaggregated by sex (and by other relevant characteristics if relevant)?</p>
ADEQUACY AND	<p>52. Were available resources (e.g. human resources & expertise, physical assets, finance/budget,</p>

²⁵ Acronym standing for: *Specific, Measurable, Attributable Realistic and Time-bound.*

EFFICIENCY OF RESOURCE USE	<p>timeline) adequate to fulfill the project plans and objectives?</p> <p>53. Were project resources strategically allocated and efficiently utilized?</p> <p>54. Were financial disbursements and project expenditures in line with work and budgetary plans? If not, what bottlenecks were encountered?</p> <p>55. Did the project leverage on any external sources? If yes, from where and amounting to what?</p>
IMPACT ORIENTATION AND SUSTAINABILITY	<p>56. To what extent are project interventions owned and sustain by business support structures, the immediate?</p> <p>57. Is the project strategy and programme management steering towards impact and sustainability?</p> <p>58. Did the project succeed in integrating its approach into local institutions?</p> <p>59. Has the project started building the capacity of people and national institutions or strengthened an enabling environment (laws, policies, people's skills, attitudes etc.)?</p> <p>60. Are project activities, outcome and impact sustainable beyond the end of the project cycle? If not, what measures are needed to enhance prospects for sustainability of project components and objectives?</p>
LESSONS LEARNED	61. Any other lesson learned? (follow up to initial questions)
RECOMMENDATIONS	62. Any other recommendations you would like to make? (follow up to the initial questions)

Appendix Table 4: Project Logframe Matrix

<p>Direct recipients: Portworker training institutions in Maputo and Durban, organizations representing organized labour and organized business in participating terminals</p> <p>Ultimate beneficiaries: Portworkers in participating terminals in Maputo, Durban, and other ports of South Africa and where applicable Mozambique</p>			
<p>Project title: : Decent Work in Southern African Ports</p>		<p>Project duration: 24 months</p>	<p>Project budget: 1,2 million USD</p>
<p>Project structure</p>	<p>Indicators All data to be disaggregated by Gender and Youth cohort</p>	<p>Means of verification</p>	<p>Assumptions, hypothesis and Risks</p>
<p>Development Objective: To promote decent work in Southern African ports</p>	<ul style="list-style-type: none"> ▪ No of new jobs (target: <300) ▪ Improvement in quality of existing jobs (measured along a job quality index drawn from metrics identified by social partners) 	<ul style="list-style-type: none"> ▪ Mid-term review and end of project evaluation 	<ul style="list-style-type: none"> ▪ The Governments of South Africa and Mozambique and their social partners continue to assign highest level political priority to the promotion of decent work in their respective countries; a policy shift away from the promotion could seriously affect the commitment to collaboration among Port stakeholders, and between Port stakeholders and ILO. The associated risk is classified as very low, since both Governments and its social partners have on repeated occasion reaffirmed the relevance of the theme, and no mitigation measures are required. ▪ The current volatility of global economic and financial markets will not affect Port Operations beyond current impact levels; for example, the slump in world trade 2009 badly affected volume of transaction in the Port of Durban (-30% in container trading year on year) but so far is not threatening the viability of the Port operations; therefore, the main emphasis of the initiative is on competitiveness improvement in expectation of continued growth in global economic trade. If the crisis should be sustained or further deepen, the intervention mix of the initiative might need to be readjusted towards socially responsible enterprise restructuring. The associated risk is classified as low-medium, since both the Mozambiquean and the South African economies have continued growing; the project will closely monitor the macro-economic trends and where applicable adjust the intervention mix in close consultation with local stakeholders in response to a deterioration of the business climate

<p>The immediate objectives that together contribute towards the pursuit of the development objective are</p> <ol style="list-style-type: none"> 1. To promote social dialogue as a means of conflict resolution among stakeholders within Ports <i>and among</i> port operators in the sub-region, 2. To further refine the human resource development strategies of these Ports in line with international best practice, and 3. To strengthen the capacity of local port schools to contribute to the implementation of these strategies by providing skills training to port workers. 	<ul style="list-style-type: none"> ▪ Increase in number of cases where social partners resort to social dialogue in order to resolve workplace conflict ▪ Increase in productivity in participating terminals (metric to be established in consultations with stakeholders) ▪ % of training graduates securing a promotion in line with their personal career development plans 	<ul style="list-style-type: none"> ▪ Baseline, mid-line and end-line, in the first case taken at the outset of the project implementation cycle and in the second and third case taken during the mid-term review and end of project evaluation 	<ul style="list-style-type: none"> ▪ Social partners in the respective Ports proactively support a dialogue-driven competitiveness improvement initiative. Failure to do so would seriously compromise the prospects for sustained impact. The associated risk is considered low-medium: In South Africa, the project can readily build on the consensus built among social partners during the first project phase but as the lessons learned (describe above) indicate, the support particularly from the unions in the Port of Maputo should not be readily assumed. To mitigate the associated risk, the project will place strong emphasis on trust building measures and social dialogue throughout the second project phase- both in Mozambique and in South Africa to first secure and next retain the commitment of all parties.
<p>Outputs to achieve immediate objective #1:</p> <ul style="list-style-type: none"> ▪ 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 ▪ Output 1.2. Existing social dialogue structures among ports and wit external port stakeholders in the Southern and Eastern African sub-region have been deepened in reflection of international best practice <p>Outputs linked to immediate objective #2:</p> <ul style="list-style-type: none"> ▪ 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 ▪ Output 2.2. In reflection of this evidence, refined HRD policies and regulations in the participating ports <p>Outputs linked to immediate objective #3:</p> <ul style="list-style-type: none"> ▪ Output 3.1. Existing port worker training products have been amended/new products developed to narrow down the established skills gap ▪ Output 3.2. Local port schools certified competent to independently deliver these products 	<ul style="list-style-type: none"> ▪ Improvement in perceptions among social partners about the efficiency and effectiveness of enterprise level social dialogue structures ▪ Improvement in the perceptions held by social partners about the efficiency and effectiveness of collaboration among ports in South Africa and in the sub-region ▪ Improvement in perceptions of port customers towards quality of services received in participating terminals ▪ No of reforms of the HR processes and tools initiated by the project ▪ % of port workers that perceive the human resource development system in participating ports to be more empowering (t.b.d. subject to baseline) ▪ % of trainees completing 	<ul style="list-style-type: none"> ▪ Opinion polls among port workers and management representatives reached with social dialogue activities ▪ Opinion polls among customers of participating terminals ▪ Focus group discussions with port workers reached with training and follow-up support services ▪ Interviews with supervisors of training graduates ▪ Tracer studies of graduates ▪ Port school training records 	<ul style="list-style-type: none"> ▪ The ILO is in a position to facilitate access to knowledge on international best practice in the delivery of workforce centered productivity improvement programmes. Lack of delivery capacity would undermine the entire capacity building approach. The associated risk is classified as low since ILO has a track record of capacity building support for the Port in Durban and can readily draw on in-house tools (like the PDP package), expertise from APEC and STC and local capacity in the Maritime School of Excellence established during the first project phase. No mitigation measures are required ▪ The Maritime School of Excellence, the Port School in Maputo and where applicable other local BDS providers have the capacity to absorb the knowledge on international best practice in the delivery of workforce centered productivity improvement programmes. Lack of base capacity would seriously inhibit the sustainability strategy of the initiative. Based on results of the first project phase, the associated risk for the Maritime School of Excellence is judged to be low while for the Port School in Maputo, the associated risk is high due to the capacity constraints currently faced by the institution. To mitigate this risk, the project will place strong emphasis on organizational development support services targeted at the Maputo Port School, and

	<ul style="list-style-type: none"> ▪ a certificate ▪ Level of satisfaction of employers with skills competencies of port school graduates (target: to.b.d subject to baseline) 		<p>foster close institutional linkages between this organization and APEC, STC and the Maritime School of Excellence to allow for co-facilitation of training courses.</p> <ul style="list-style-type: none"> ▪ APEC, STC and the Maritime School of Excellence are willing to enter into a strategic partnership with the Maputo Port School. As indicated above, APEC, STC and the Maritime Center of Excellence will play an important role as facilitators/providers of access to port-operations specific knowledge of international best practice, and lack of interest/willingness in collaboration could inhibit delivery of training services in Mozambique. The associated risk is classified as low since the three organizations have a history of collaboration with the Maputo Port School and in the case of the Maritime School of Excellence maintain active partnerships. No mitigation measure is required at this point.
<p>Activity clusters under output 1.1</p> <ul style="list-style-type: none"> ▪ A.1.1.1. Training on general principles and practices of social dialogue for Management and Labour representatives at the new participating Ports (South Africa and Mozambique) ▪ A.1.1.2. A review of the existing mechanisms for internal social dialogue structures at the participating Ports (South Africa and Mozambique) ▪ A.1.1.3. Collective (mutual gains) bargaining training for Management and Labour representatives at the participating Ports ▪ A.1.1.4. Where applicable, advisory services to refine the existing mechanisms for internal social dialogue structures ▪ A.1.1.5. International Capacity building Social Dialogue study inbound tour (to South Africa) of Labour representatives from the participating Ports, Flemish and Dutch Ports and SERV ▪ A.1.1.6. International Capacity building outbound Social Dialogue study tour for Stakeholders representatives from the participating Ports to Belgium and Netherlands. ▪ A.1.1.7. Monitoring and evaluation of the outcomes and impact of the interventions above <p>Activity clusters under output 1.2.</p> <ul style="list-style-type: none"> ▪ A.1.21. Review of the existing external social dialogue structures among ports in the Southern 	<ul style="list-style-type: none"> ▪ No of trainers trained ▪ No of workers reached with training and follow-up coaching support ▪ No of social dialogue events for internal port stakeholders facilitated by the project ▪ No of social dialogue events among ports facilitated by the project ▪ No of study tours ▪ Diagnostic reports on existing structures for external and internal social dialogue structures in participating terminals ▪ Maputo Port School feasibility study ▪ Diagnostic report on the service offering of the MPDC- Port School 		

<p>African sub region (South Africa and Mozambique)</p> <ul style="list-style-type: none"> ▪ A.1.2.2. Identification of the existing mechanisms of communication with external port stakeholders (South Africa and Mozambique) ▪ A.1.2.3. Identification of the existing mechanisms of communication with external port stakeholders (South Africa and Mozambique) ▪ A.1.2.4. 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) ▪ A.1.2.5. Monitoring and evaluation of outcomes and impact of the interventions above <p>Activity clusters under output 2.1.</p> <ul style="list-style-type: none"> ▪ 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 ▪ A.2.1.2. Follow-up advisory services to refine the existing strategic plans of the Ports ▪ A.2.1.3. Coaching session for leadership in productivity strategy ▪ A.2.1.4. Training for operational staff in Container Terminal Management on international best practice ▪ A.2.1.5. Monitoring and evaluation of the outcomes and impact of the interventions above <p>Activity clusters under output 2.2.</p> <ul style="list-style-type: none"> ▪ 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 ▪ 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 ▪ 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 ▪ A.2.2.4. The new HRD initiative is launched to all port workers ▪ A.2.2.5. Monitoring and evaluation of the outcomes and impact of the interventions above <p>Activity clusters under output 3.1.</p> <ul style="list-style-type: none"> ▪ A.3.1.1. Review of existing staff development training packages including the materials already used by the School of Maritime Excellence (South 			
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<p>Africa) and Maputo Port Development Corporation (MPDC – Mozambique)</p> <ul style="list-style-type: none"> ▪ A.3.1.2. Amend existing training products and develop new products in line with the review (A3.1.1) ▪ A.3.1.3. Adaptation of training products/services used by the School of Maritime Excellence in line with international best practice. ▪ A.3.1.4. Competency profiles are developed for all job titles in the participating Ports (South Africa and Mozambique) ▪ A.3.1.5. A career matrix is developed for all employees. ▪ A.3.1.6. A training gap analysis is developed for all employees ▪ A.3.1.7. Monitoring and evaluation of the outcomes and impact of the interventions above <p>Activity clusters under output 3.2.</p> <ul style="list-style-type: none"> ▪ A.3.2.1. Training of trainers from the School of Maritime Excellence and participating Ports in the use of amended training services/products (refer to output 3.1) ▪ A.3.2.2. Coaching and support for newly trained trainers to in turn train Port workers in the participating Ports ▪ A.3.2.3. Monitoring and evaluation of outcomes and impact of above interventions 			
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Appendix Table 5: Terms of Reference



International Labour Organization

DRAFT TERMS OF REFERENCE:

PROJECT FINAL-TERM INDEPENDENT EVALUATION

Project Code	SAF/13/01/M/FLA SAF/14/02/M/NET
Project Title	Promotion of Decent Work in Southern African Ports (phase ii)
Budget	1.5 million USD (\$ 1.2 million donor funding and \$ 300,000 in-kind contribution from Transnet Port Terminals)
Donor	Dutch and Flemish Governments
Time scale	June 2013 – November 2015
Geographical Coverage	South Africa (Durban and Richards Bay), and Mozambique (Maputo)
Evaluation Period	10 November 2015 – 15 December 2015

1. Introduction and rationale for end-of-cycle evaluation

Rationale for end-of-cycle evaluation

This Terms of Reference (TOR) is designed to support a consultant to conduct a final independent evaluation of the Promotion of Decent Work in Southern African Ports (phase ii) project. The evaluation will assess the validity of design, relevance, efficiency, effectiveness, sustainability and impact of the project. The evaluation is expected to lead to recommendations and lessons learned.

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 (TPT) at the Durban Container Terminal (DCT) of the Port of Durban, KwaZulu-Natal, Province, South Africa. 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 this 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 donors that funding for a second phase of the project would be made available. In June 2013 the second phase of the project was launched, with duration of two years. 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 Richards Bay (Bulk and Multi-purpose terminal), the Maritime School of Excellence (MSoE) and in Mozambique, Maputo Port Development Company’s (MPDC) (bulk and break bulk terminal).

In the midterm evaluation carried out in August 2014, the evaluator recommended a six - months no - cost project extension – both the donors agreed to the extension thus the project was extended to end November 2015.

Project objectives

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

The immediate project objectives are:

1. To promote social dialogue as a means of conflict resolution among stakeholders within Ports and among Port operators in the sub-region;
2. To further refine the human resource development strategies of these Ports in line with international best practice, and
3. 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 Richards Bay are operated by Transnet Port Terminals (TPT), which is a State Owned Company (SOC). 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 National Transport Union (UNTU), and the Mozambiquean Portworker Union (SIMPEOC).
- Port Schools: The newly established Maritime School of Excellence (MSoE) 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 Ports of Richards Bay 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 MSoE 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 the 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. Additional support was provided by the ILO SECTOR Unit for the Ports (Geneva) and by the Social Dialogue Expert from the ITCILO (Turin). 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 Comissao Consultiva do Trabalho (CCT).

2. Purpose and scope of the assignment

Purpose:

The independent final-term evaluation serves three main purposes:

- i. To provide an independent assessment of implementation and achievements of the project based on the project objectives and strategies
- ii. To assess the project management strategies which guided implementation
- iii. To provide recommendations, to the beneficiary organisations, on follow up of the project

Further, the information obtained from the final evaluation will enable project staff and other stakeholders to assess the progress made in the delivery of project outcomes and to identify good practices, lessons learned and project sustainability, which can be useful for any future ILO interventions.

Scope:

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

The evaluation will cover all immediate objectives of the project, with particular attention to synergies across objectives. The evaluation will assess all key outputs that have been produced since the start of the project. The evaluation will also assess the implementation of the recommendations made by the midterm evaluation carried out in August 2014.

In particular, the evaluation will make recommendations regarding:

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

Client:

The clients of the evaluation include the project management unit, 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 committees.

The final evaluation includes an assessment of the following evaluation criteria by the purpose of the evaluation (see Table 2 for more information):

1. To provide an **independent assessment of project strategies and achievements** of the project based on the project objectives and strategies
 - a. **Design** - The extent to which the project design is logical and coherent; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities in both Mozambique and South Africa and identify good practices and lessons learned; in terms of strategies, institutional arrangements, partnership arrangements and any other area within which the evaluation team wishes to make recommendations..
 - b. **Relevance and strategic fit**– The extent to which an intervention remains valid to both; ILO policies as well as national needs and/or policies, as well as beneficiary needs . 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; assessing performance as per the targets and indicators of achievement at output and outcome levels
2. To assess the **project management strategies and implementation** which guided implementation
 - a. **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.
 - b. **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,
3. To provide **recommendations** for a possible third phase of the project
 - a. **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 DCT and Richards Bay, and between DCT/Richards Bay and MPDC) and in the ILO. 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
1. Independent assessment of project strategies and achievements	
a. Design	<ul style="list-style-type: none"> ▪ Was the project 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?
b. Relevance and strategic fit	<ul style="list-style-type: none"> ▪ Is the programme directly supporting the national development priorities and the Decent Work Country Programmes (DWCP) of both Mozambique and South Africa? ▪ How well does it complement other relevant ILO Projects in Mozambique and South Africa? ▪ Is the project consistent with other ILO projects in Mozambique and South Africa? ▪ 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?
c. Project progress and effectiveness	<ul style="list-style-type: none"> ▪ What progress has been made towards achieving the programme objectives/outcomes and goal? Specifically: <ul style="list-style-type: none"> ○ <u>Objective 1:</u> <ul style="list-style-type: none"> ○ Did the activities promote social dialogue (internal and external)? ○ Did activities promote shared interest? ○ Did activities improve interactions (internal and external)? ○ Was conflict resolution improved? ○ Therefore how did social dialogue contribute towards the promotion of the Decent Work Agenda? ○ <u>Objective 2:</u> <ul style="list-style-type: none"> ○ Did the activities adequately identify the skills gap? ○ Was the strategic information adequately integrated into the HRD policies and regulations? ○ Were the HRD policies and regulations aligned to local contexts and

	<p>international standards?</p> <ul style="list-style-type: none"> ○ Was the performance management system developed and implemented? ○ Therefore was the alignment effective in promotion the Decent Work Agenda? <p><u>Objective 3:</u></p> <ul style="list-style-type: none"> ○ Did the activities strengthen the port schools? ○ Were the capacity building activities relevant (evidence informed)? ○ Was the capacity building activities a success? Are the schools able to carry the information and information gathering methods forward? ○ Was the training sharing network implemented? ○ How did these strengthening activities contribute to the promotion of the DWA? <ul style="list-style-type: none"> ▪ What outputs have been produced and delivered, and has the quality of these outputs been satisfactory? Were outputs produced and delivered as per the work plan? ▪ Are women and men likely to benefit from project activities? ▪ 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 extend is the project on course to achieving project goals and priorities? ▪ Are there any unintended results of the project?
<p>2. Project management strategies and implementation</p>	
<p>a. Efficiency</p>	<ul style="list-style-type: none"> ▪ Are resources (human resources, time, expertise, funds etc.) allocated and used strategically to provide the necessary support and to achieve the broader project objectives? ▪ Are the project’s activities/operations in line with the schedule of activities as defined by the project team and work plans? ▪ Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently? ▪ 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?
<p>b. Effectiveness of management arrangements</p>	<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 support from the ILO office and specialists in the field (Pretoria and Addis Ababa (ROAF) and the responsible technical units in headquarters? ▪ Is the project receiving adequate political, technical and administrative support from its national partners/implementing partners?

	<ul style="list-style-type: none"> ▪ Are all relevant stakeholders involved in an appropriate and sufficient manner? ▪ Is the project collaborating with other ILO programmes and with other donors in the country/region to increase its effectiveness and impact?
c. Sustainability	<ul style="list-style-type: none"> ▪ Is there any progress in local partners' capacity to carry forward the project and implement in other Port terminals that 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 which other specific sectors? ▪ Project sustainability with regard to financial, technical and organizational aspects,
3. Recommendations	
a. 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? ▪ What impact has the ILO had on improving Decent Work for portworkers?

3. Methodology

The 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 for the Ports Project (phase ii), HRD policy and regulatory documents from participating Ports. Selected documents will be made available to the evaluator electronically via email.

ii. Key informant interviews

- a. The evaluator will travel to Durban Container Terminal (Pier 1 and Pier 2), Transnet Port Terminals (Head and Regional) Offices in Durban, the Port of Richards Bay 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

No	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)	5	On-site interview
4.	Transnet Port Terminal Regional Office (Durban)	2	On-site interview
5.	Maritime School of Excellence (Durban)	2	On-site interview
6.	Port of Richards Bay	4	On-site interview
7.	Port of Maputo	4	On-site interview
8.	Dutch Donor (Pretoria)	1	On-site interview or phone/Skype
9.	Flemish Donor (Pretoria and Maputo)	2	On-site interview or phone/Skype
10.	ILO Durban	1	On-site interview
11.	ILO Pretoria	4	On-site interview or phone/Skype
12.	ILO Maputo	1	On-site interview or phone/Skype
13.	ILO Lusaka	1	Phone/ Skype session
14.	Project Partners (Europe)	2	Phone/ Skype session

This will amount to a total of 37 could be more less the issues coming from desk review will determine the nature and scope of the meetings of key informant interviews;

- a) Interviews will be conducted based on a simple questionnaire designed to solicit feedback on opportunities and constraints to the delivery of project outcomes;
- b) The questionnaire will be developed by the evaluator in consultation with evaluation manager. It will be tested with two interviewees before use;
- c) 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;
- d) 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 Richards Bay 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 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:

- An inception report which outlines the evaluation strategy and questions to be used in the evaluation (see appendix 4 for the format)
- A draft report on the evaluation, for comments
- Presentation, of the draft report to the Project steering committee meetings in South Africa and Mozambique, (to be facilitated by the evaluator, in person or via Skype)

- 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 proposed 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/group/public/eval/documents>). 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 Darryl Crossman email: crossman@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 (5 days), Richards Bay (2 days) and Maputo (4 days) will take place in the weeks of 16 – 27 October 2015, as set out in the work plan (Table 3). During the field visits the evaluator will undertake the; informant interviews, review workshops with selected stakeholders and draft report validation workshops. Following the field visit, four (4) working days are allocated for development of the draft report. The draft report will be

submitted to the ILO for comments by latest 4 December 2015 through the Evaluation Manager, Mr Darryl Crossman. Ten (10) days will be allocated to concerned parties to provide inputs, during this period the evaluator will also draft a presentation of the findings of the evaluation to the respective Steering Committee meetings in Durban and Maputo. The presentation of the findings to the respective steering committees shall be done via the project unit. Where after the Evaluation Manager will return the draft report to the evaluator, together with comments by latest 11th November 2015. The final report will be submitted to the Evaluation Manager (who will then submit it to all relevant ILO colleagues) by latest 18th Decemeber 2015.

The ILO Pretoria Office will assign a project coordinator who will act as the focal point for all general, logistical and programme queries related to the midterm evaluation.

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

Table 3: Work Plan

Activities	13 – 14 November	16 –20 November	23 – 27 November	1 – 4 December	4 December	11 December	14 - 18 December	18 December
Document review								
Evaluation mission: South Africa (Durban Container Terminal (Pier 1 and 2), the Port of Richards Bay, Maritime School of Excellence) – includes Saturdays								
Field informants interviews								
Review workshops with selected stakeholders								
Draft Report: Validation workshop								
Evaluation mission: Mozambique (Maputo Port Development Company) – includes Saturdays								
Field informants interviews								
Review workshops with selected stakeholders								
Draft Report: Validation workshop								
Report writing								
Writing of draft report								
Draft report to stakeholders for comments								
Return draft report, with comments from Stakeholders to, Evaluator								
Evaluator to write final report								
Evaluator to submit final report								

6. Contract period, remuneration and payment schedule

The contract start date is 10 November 2015 – 16 December 2015, and the total contract remuneration is USD 22,359.00 (Twenty Two thousand Three hundred and Fifty Nine US Dollars Only)

Professional Fee		23	650	14950
Activity	Dates	Number of work days	Rate Per day	Amount
Document review	13 - 14 November	2	650	1300
Evaluation Mission and Validation	16 - 27 November (excl. weekend)	10	650	6500
Drafting Initial Report	1 - 7 Dec (excl. weekend)	5	650	3250
Drafting Presentation for Steering Coms	30-Nov	1	650	650
Drafting Final Report	9 - 15 December	5	650	3250
Daily Subsistence Allowance				3409
Area		Number of days	Rate per day	Amount
Durban	Evaluation Mission	7	201	1407
Richardsbay	Evaluation Mission	1	136	136
Maputo	Evaluation Mission	6	311	1866
Communication (lump sum)				200
Ground transportation				500
Flights				2000
Total Cost				21,059

The payment schedule is as follows:

1. 1st payment USD 6,109.00 – To cover Subsistence Costs (Daily subsistence allowance. Communication, Ground transportation and Flights)
2. 2nd payment USD 7,475.00 (equivalent to 50% of Professional Fee) upon Submission of Draft report.

3. Final Payment USD 7,475.00 - upon completion of work to the satisfaction of the ILO and submission of the final report.

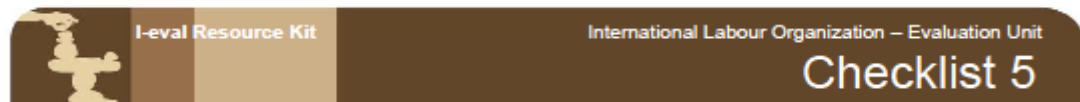
7. Profile of consultant

- 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.
- Proven experience with conducting final evaluations for the UN, and preferably also for the ILO;
- Excellent communication and interview skills.
- Excellent report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.

8. Expression of interest

Consultants are invited to submit an expression of interest, by no later than 14th August 2015, by means of submitting a cover letter, a CV, a detailed breakdown of the cost of the assignment and an outline of the draft questionnaire to be used for the assignment. Questions would need to be clearly assigned to the different stakeholders (no more than 3 pages).

Annex 1: Checklist on Formatting Requirements of Evaluation Reports (Checklist 5)



PREPARING THE EVALUATION REPORT

19 March 2014

This checklist is meant to primarily instruct evaluation consultants in the requirements of formatting and finalizing an evaluation report for the ILO. ILO evaluation managers should be very well informed of this checklist and hand it over to the consultant. The checklist provides specific requirements for each formal element of the report, in addition to providing specific details on how to present the conclusions, recommendations, lessons learned and emerging good practice in the report. An annex presents ILO definitions of lessons learned and emerging good practices, along with the required templates for the evaluation consultant to complete.¹

1. TITLE PAGE

The following elements must be included in the title page (see also [Checklist 7 Filling in the Title Page](#))

- The same title as cited in the TOR;
- ILO project (TC/SYMBOL) reference code;
- The type of evaluation (e.g. Independent, Internal Review, Decent Work Country Programme Internal Review, etc.);
- Indication of the timing of the evaluation (mid-term or final);
- List all countries covered by the evaluation;
- Date of the evaluation when it was approved by EVAL;
- Date when the project officially ends;
- Name of the evaluation consultant(s);
- Name of evaluation manager;
- ILO office administrating the project;
- All UN agencies that participated in the evaluation;
- Donor and project budget in US\$;
- Cost of the evaluation in US\$; and
- Key words.

2. TABLE OF CONTENTS

The Table of Contents must contain the following elements:

- Accurate reflection of the contents in the report;
- List of tables, figures and charts;
- List of acronyms or abbreviations, as appropriate;

¹ This checklist is meant as a summary check to be used to ensure all critical elements are present in the evaluation report. For more detailed information on each section and a quality control of the content, see Section 1 of Checklist 6 [Rating the quality of the evaluation report](#).

Annex 3: Proposed structure of the final report

- Title page
- Table of contents
- List of acronyms and abbreviations
- Executive summary
- Findings:

1. Introduction and brief background on the project and its logic

2. Purpose, scope and clients of the evaluation

3. Methodology

4. Review of project implementation

5. Main findings

5.1 Relevance and strategic fit

5.2 Validity of design

5.3 Project progress and effectiveness

5.4 Efficiency of resource use

5.5 Sustainability

6. Conclusions

6.1. Conclusions

6.2. Lessons learned

6.3. Good practices

6.4. Recommendations

7. Appendices

7.1. Terms of Reference

7.2. Data collection instruments

7.3. List of meetings attended

7.4. List of persons and organisations interviewed

7.5. Attendance registers of stakeholders workshops

7.6. List of documents and publications cited

N.B: Any further information that the evaluator deems appropriate can also be added.

Annex 4: Proposed structure of the inception report

1. Administrative information
2. Background information
3. Purpose, scope and clients of the evaluation
4. Evaluation criteria and questions
5. Methodology
6. Main deliverables
7. Management arrangements and workplan
8. Annexes

Appendix Table 6: Bibliography

1.	ILO	Minutes of the Project Steering Committee Meeting in South Africa (12 th August 2015);
2.	AfDB	Country Strategy Paper 2011-2015 (August 2011);
3.	FG	Flemish Department of Foreign Affairs Notification of budget final approval for PWD Phase II (undated);
4.	GoM	Poverty Reduction Strategy Plan (2011-2014);
5.	GoM	Transport Development in Mozambique; Policy and Projects (May 2013);
6.	GoSA	National Development Plan 2030 –“Our future -make it work”;
7.	GoSA	South African Industrial Policy Action Plan (IPAP) 2012/2013;
8.	GoSA	South Africa’s National Policy Framework for Women’s Empowerment and Gender Equality (undated);
9.	ILO	PARDEV Budget Approval Minute Sheet, Reference No. SAF/13/01/MUL (11 th October 2013);
10.	ILO	PARDEV Budget Approval Minute Sheet, Reference No. SAF/14/02/NET & SAF/13/01/MUL (7 th October 2014);
11.	ILO	Technical Cooperation Project Document (PRODoc) – for the Promotion of Decent Work in Southern African Ports (Phase II);
12.	ILO	Policy Guidelines for Results-Based Evaluation, Principles, Rationale, Planning and Managing Evaluation (2012);
13.	ILO	Gender Equality and Social Dialogue in South Africa (Working Paper, 2011);
14.	ILO	Republic of South Africa; Decent Work Country Programme for South Africa; 2010-2015 (Sep 2010)
15.	ILO	Republic of Mozambique; Decent Work Country Programme for Mozambique; 2010/2015
16.	ILO	Strategic Policy Framework 2010–15 - Making Decent Work Happen (March 2009);
17.	ILO	The Decent Work Agenda in Africa; 2007–2015 (2007);
18.	ILO	Action Plan for Gender Equality 2010–15 (2010);
19.	ILO	Ports Project: Action Plan for the Implementation of the Recommendations Emerging from the Mid-Term Evaluation
20.	ILO	Chief Instructor Training Manuals
21.	ILO	Memorandum of Understanding between ILO and Transnet (August 2015)
22.	ILO	Mission Directed work team modules/Tim Woods Training Modules (8 Wastes);
23.	ILO	Presentation to MPDC: Guidelines on Training in the Port Sector (Competency Profiling) – 25 th Nov 2013;
24.	ILO	Transnet Planner Training Presentation (Bestshore Business Solutions) – April 2013;
25.	ILO	Minutes of the Project Steering Committee Meeting in South Africa (29 th October 2014);
26.	OECD	The Competitiveness of Ports in Emerging Markets - The case of Durban, South Africa (June 2013).
27.	TPT	Transnet Market Demand Strategy (10 April 2012)
28.	UN	United Nations Development Assistance Framework for Mozambique, 2012-2015;
29.	UN	United Nations Development Assistance Framework for South Africa, 2007-2010;
30.	UN	The Government of South Africa United Nations Strategic Cooperation Framework, 2013-2017;
31.	UNICEF	South Africa - Programme for South Africa 2013-2017 (2013);
32.	World Bank	Policies to Promote Growth and Employment in South Africa (2011);
33.	ILO	Project Briefing Notes - Productivity through Social Dialogue and Better Workplace Practices (Case Study 2015);
34.	ILO	Minutes of PSC Meeting 1 st October 2013;
35.	ILO	Minutes of PSC Meeting 12 th February 2014
36.	ILO	Minutes of PSC Meeting 13 th May 2014,
37.	ILO	Minutes of PSC Meeting 29 th October 2014
38.	ILO	Minutes of PSC Meeting 16 th February 2015
39.	ILO	Minutes of PSC Meeting 21 st May 2015
40.	ILO	Minutes of PSC Meeting 12 th August 2015
41.	ILO	Minutes of TAC Meeting 15 th October 2013;
42.	ILO	Minutes of TAC Meeting 20 th March 2014;
43.	ILO	Minutes of TAC Meeting 27 th October 2014;

